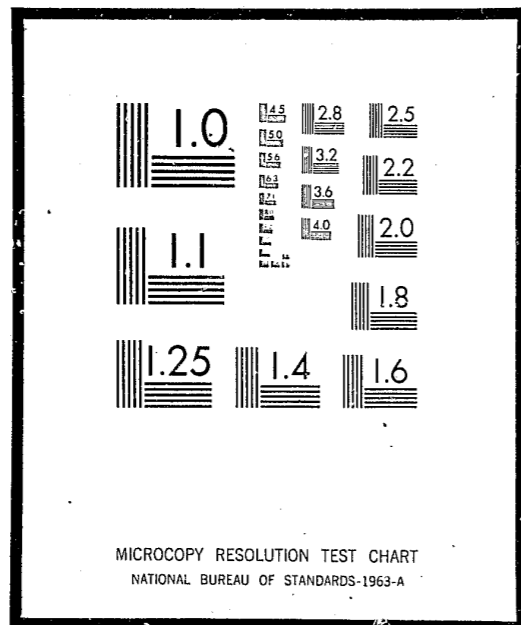


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## JUVENILE DETENTION IN NORTH CAROLINA: A STUDY REPORT



THE NATIONAL  
JUVENILE DETENTION ASSOCIATION

# **JUVENILE DETENTION IN NORTH CAROLINA: A STUDY REPORT**

Submitted to: The Department of Social Services  
State of North Carolina  
Raleigh, North Carolina

January 26, 1973

Submitted by: The National Juvenile Detention Association,  
Sarasota, Florida

The child's first experience in detention influences his attitude toward society, for good or bad. The assumption that a disagreeable experience will assure his staying out of trouble has no foundation in fact. Removed from parents and community agencies which failed him, he sizes up society's intentions by the kind of substitute care, guidance, and control he receives in detention.

From Correction in the United States, A Survey for the Presidents Commission on Law Enforcement and Administration of Justice

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## INTRODUCTION

### COMPREHENSIVE PLANNING

Within the last two decades we have witnessed an increasing interest in the problem of juvenile delinquency. Various private and public organizations and officials have attempted to better understand and treat delinquent young people. The result has been, in most areas, a jumbled and disjointed planning and programming effort that has failed to effectively address itself to this complex social problem.

It is a commonly recognized phenomena that most criminal careers begin in youth and that extensive planning on both the state level and in local communities and areas is needed to combat delinquency and crime in the United States. The necessity of adequate study, planning and programming to meet these needs have been recognized, and even insisted upon in much of the recent federal legislation relevant to juvenile delinquency prevention, control and treatment.

In spite of the obvious necessity for a realistic approach to the problem, few state or areas of states are actually prepared to carry out the processes necessary to meeting the challenge of juvenile delinquency.

Comprehensive planning to meet the needs of a state or area in the area of juvenile delinquency is an extremely complex process. Four sequential stages are needed to provide adequate programs.

First, the collection of data relative to the existing juvenile delinquency problem. This includes such processes as the gathering of information relevant to the extent and distribution of delinquency and related problems, data on population, and information concerning the existing resources available for dealing with the delinquency problem.

Second, a substantive planning stage based on the information found during the first stage essentially involves moving from the baseline data to a realistic, effective use of such data. Necessary processes include the identification of immediate and future gaps and redundancies in services, the development of realistic practices, and the development of effective programs.

Third, the implementation of the actual plan. This should include organizational and social change, utilization of existing resources, and identification and development of new resources.

Fourth, the evaluation, monitoring and up-dating of programs, pro-

cedures, etc., which result from the first three stages.

Thus, in brief, the process of meeting a juvenile delinquency need, is regarded as including basic data collection, substantive planning which is directly based on available data, procedures for the implementation of the resulting plan and the development of techniques to monitor and evaluate various aspects of the plan after these are operational.

#### PURPOSE OF THE PRESENT STUDY

In January of 1972, the National Juvenile Detention Association entered into a contract with the Jail and Detention Services Section of the Department of Social Services to make an independent study of juvenile detention and juvenile detention needs in the State of North Carolina.

The study had as its basic purpose the development of the basic data necessary for the comprehensive long range planning by the state and local committees in North Carolina for the handling of youthful offenders in secure custody institutions -- juvenile detention centers -- while they awaited court disposition of their cases.

The study was primarily focused on the first of the four planning stages, however, emphasis was also on substantive planning in the way of recommendations for juvenile detention program improvement and expansion of the number of facilities within the state to meet existing and projected needs. The study is not involved with either plan implementation or the monitoring of programs and plans.

On the following pages are presented the results of this study. The document contains a report on the data collected, the major findings of the study team based upon the data collected, and recommendations as to the needs for detention services in North Carolina at the present time and in future years.

The report presents a broad picture of juvenile detention needs and makes suggestions as to what type of facilities are needed, where they should be located, what size they should be, and the areas they should serve. Through the examination of existing detention facilities, the study team suggests needed physical improvements and recommends ways of upgrading present programs.

It is hoped that other agencies at both the state and local levels in North Carolina, will also find the material presented here useful in evaluating their own roles in working with delinquent youth and in their relationships with those persons engaged in the secure custody of juveniles in detention centers.

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#### **ACKNOWLEDGEMENTS**

The National Juvenile Detention Association and the members of the team working on this study wish to express their most sincere thanks to all of those persons who gave so willingly of their time and knowledge to make the study a success. Without the cooperation and assistance of the following named groups of people, this study and this report would not have been possible.

We wish to acknowledge the support of: The Judges of the District Courts in North Carolina and their staffs; the Clerks of the Courts, their assistants and clerical staff; the Police Chiefs and policemen and the Sheriffs and their deputies; school personnel; commissioners and city manager, the superintendents and the staffs of the states juvenile detention centers; training school and diagnostic center personnel; the staff of the Jail and Detention Service Section of the State Department of Social Services and others in the Department as well as field staff associated with the Department of Social Services; the court administrator and his staff; Court Counselors; and to the many, many citizens and youngsters who assisted in this effort.

It was the desire of the study team to name each and every person and agency that helped but space and time prohibit this public acknowledgement. To all of these people and agencies, please accept our gratitude and this expression of appreciation and our apology for not being able to name you here. Also, please forgive any oversights in group acknowledgements, it is certainly unintentional.

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**STUDY METHODOLOGY**

The methodology used by the National Juvenile Detention Association for this study involved:

1. Hard data collection from 1971 Juvenile Case Records from each of the one hundred counties in North Carolina.

A data collection form (see form on following page) was designed by the National Juvenile Detention Association to give a reliable picture of the number and type of juvenile offenders referred into the justice system during the calendar year 1971. A complete information collection on all juvenile filings in most counties of the state was necessary to determine this general overview. A sampling method of data collection was used in counties with existing detention centers or where the large number of total 1971 filings resulted in an adequate sampling base.

The collection of data in 88 of the 100 counties in North Carolina consisted of recording statistics on every delinquent and unruly juvenile petition or motion for review presented before the Court during 1971.

The collection of data in Durham, Cumberland, New Hanover, Buncombe, Wake, Forsyth, Guilford, Mecklenburg, Gaston, Lincoln, and Cleveland counties consisted of reviewing each case filing that resulted in the juvenile being placed in the county jail or detention facility. (Gaston, Lincoln, and Cleveland counties actually share the Gaston County facility on a judicial district arrangement).

The collection of data in Hoke County was limited to a sampling of new 1971 case files due to circumstances that restricted the study teams access to juvenile records in the particular county.

2. On site inspection of existing juvenile detention facilities and local programs.
3. Interviews with judges, District Court Counselors, Law Enforcement Officials, Superior Court Clerks, Department of Social Service Workers, Juvenile Detention Home Employees, and other interested individuals, including local civic and political leaders.
4. Report studies and other literature services related to problems of juvenile detention and the juvenile justice system in North Carolina.

**DATA COLLECTION FORM**

JUVENILE FILE NUMBER

NAME \* \_\_\_\_\_ JUDICIAL DISTRICT NUMBER

DATE OF COMPLAINT \_\_\_\_\_ COUNTY CODE NUMBER

DATE OF ADJUDICATORY \_\_\_\_\_ AGE

DATE OF DISPOSITIONAL \_\_\_\_\_ SEX

(1-male)  
(2-female)

TOTAL DAYS

OFFENSES AGAINST PERSONS

\*Only Court File Numbers Used - No Names

1-Murder-Non Neg, Manslaughter  
2-Manslaughter  
3-Rape  
4-Robbery  
5-Robbery-Purse Snatching  
6-Aggravated Assault  
7-Simple Assault  
8-Resisting Arrest  
9-Other \_\_\_\_\_

OFFENSES AGAINST PROPERTY

1-Burglary  
2-Breaking and Entering  
3-Arson  
4-Auto Theft  
5-Larceny-(Except shoplifting)  
6-Larceny-(Shoplifting)  
7-Receiving Stolen Property  
8-Vandalism  
9-Trespassing  
0-Other \_\_\_\_\_

OFFENSES AGAINST PUBLIC ORDER

1-Weapon-Pistol  
2-Weapon-Other  
3-Drugs-Narcotics  
4-Drugs-Except Narcotics  
5-Sex Offense (except Rape)  
6-Discharging Firearms  
7-Escape  
8-Disorderly Conduct  
9-Profanity  
10-Loitering  
00-Other \_\_\_\_\_



OFFENSES APPLICABLE TO JUVENILES ONLY

- 1-Runaway
- 2-Truancy
- 3-Undisciplined-Incorrigible
- 4-Alcoholic Beverage Violation
- 5-Curfew
- 6-Violation of Probation
- 7-Motion For Review (ONLY)
- 8-Other \_\_\_\_\_

TRAFFIC OFFENSES

- 1-Driving W/O License
- 2-Hit and Run
- 3-Speeding
- 4-Chase
- 5-Reckless Driving
- 6-Improper Vehicle Registration
- 7-Other \_\_\_\_\_

Date Detained \_\_\_\_\_

Date Released \_\_\_\_\_

TOTAL DAYS DETAINED

DETENTION STATUS

- 1-Local Detention Center
- 2-Other County Detention Center \_\_\_\_\_
- 3-Local Jail
- 4-Other County Jail \_\_\_\_\_
- 5-Other Institution \_\_\_\_\_
- 0-NOT DETAINED

STATUS AT TIME OF COMPLAINT

- 1-New Case
- 2-Reopened Case
- 3-On Probation
- 4-On Parole or Conditional Release
- 5-Under Institutional Custody
- 6-Other \_\_\_\_\_

COURT DISPOSITION

- 1-Adjusted-Warned
- 2-Probation
- 3-Committed to N. C. Bd. of Corr. or Y. Dev.
- 4-Bound Over to Other Court
- 5-Dismissed
- 6-Pending-Prayer for Judgement Cont.
- 7-Custody Change (Other than 3 above)
- 8-Other \_\_\_\_\_

**MAJOR FINDINGS**

1. Confinement of children under the age of 16 in jail cells pending juvenile court hearings is prevalent in many counties due to the lack of juvenile detention facilities and the lack of alternative methods of handling alleged delinquent and undisciplined children.
2. Budgetary appropriations are not sufficient to provide adequate programs and standards of care in a majority of the existing juvenile detention homes.
3. Detention of children referred to the court for undisciplined behavior as a disciplinary or remedial procedure in cases where secure custody is not otherwise required, is a major factor contributing to excessive rates of detention in many counties.
4. Inordinately high rates of detention and of commitments to the state training schools reflect a conspicuous lack of diagnostic and treatment services for children in many communities.
5. Many counties do not have adequate probation services due to the fact that present statutes provide for district court counselors to be assigned only to counties with populations of 84,000 or more.
6. Noticeable inconsistencies exist within this State, and within individual districts, as to the disposition of juvenile offenders due to the rotation system of District Court Judges hearing juvenile cases.

## RECOMMENDATIONS

It is recommended that plans be developed for a state-wide system of services for juveniles consisting of:

### SECURE DETENTION SERVICES

#### County Operated

The maximum utilization of the existing county operated secure custody juvenile detention facilities with state funds being provided to assist in the expansion, improvements, and staffing of these institutions.

#### Regional Centers

The establishment of a state operated system of regional secure custody juvenile detention facilities with state funds being provided for their construction, staffing and operation.

### MINIMUM STANDARDS

That the minimum standards for the operation of juvenile detention homes which were promulgated by the State Department of Social Services in 1968 be revised and amplified. That compliance with revised minimum standards be required as a condition of eligibility for the recommended state subsidy program and that the implementation of such minimum standards be reinforced through consultants services, training courses and institutes for all persons involved in detention services for the juvenile.

### ALTERNATIVES

That community based resources be developed and expanded for diagnostic and treatment services for children and that non-secure facilities such as subsidized foster home and group homes be utilized as alternatives to secure detention.

### COURT COUNSELOR SERVICES

A statewide system of juvenile court counselors be established in every judicial district to provide service on an equal basis to all juveniles throughout the state to include:

- 1) Uniform program and system of court counselors,
- 2) Intake services,
- 3) Informal supervision to children and parents on a voluntary basis.

## STANDING COMMITTEE ON JUVENILE DETENTION

It is recommended that an advisory committee on juvenile detention be established, including district court judges, district court counselors, directors of juvenile detention homes and other qualified consultants, and that proposed revisions of the minimum standards be submitted to this advisory committee for suggestions and approval.

### TIMETABLE FOR IMPLEMENTATION

That a timetable for implementation of these recommendations be developed by the State of North Carolina that will prohibit the use of jail detention after appropriate alternative facilities and services have been developed.

That a team of qualified juvenile detention professionals be retained for consulting purposes during the planning and implementation of the recommendations made in this report.

### LEGISLATION

That appropriate legislation be prepared that would allow the implementation of the recommendations made in this report.

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**A SURVEY OF EXISTING  
JUVENILE DETENTION CENTERS  
IN NORTH CAROLINA**

Mecklenburg County Juvenile Diagnostic Center, Charlotte

Gaston County Juvenile Detention Home, Gastonia

Guilford County Juvenile Detention Home, Greensboro

Wake County Juvenile Home, Raleigh

Forsyth County Youth Center, Winston-Salem

Buncombe County Receiving Home, Asheville

Durham County Youth Home, Durham

Lower Cape Fear Juvenile Services Center, Castle Hayne

**INTRODUCTION**

As part of a statewide study of juvenile detention in North Carolina which was commissioned by the North Carolina Department of Social Services, a survey was made of the eight existing juvenile detention homes (including the Lower Cape Fear Juvenile Services Center which was still under construction at the time of the survey). The purpose of this survey was (a) to evaluate existing detention programs and practices, (b) to gather data for determining detention needs and priorities, (c) to examine possible alternatives to secure detention, and (d) to examine relationships which exist between juvenile detention and other aspects of the juvenile correctional process.

The eight juvenile detention homes which were surveyed were:

1. The Mecklenburg County Juvenile Diagnostic Center, Charlotte.
2. The Gaston County Juvenile Detention Home, Gastonia.
3. The Guilford County Juvenile Detention Home, Greensboro.
4. The Wake County Juvenile Home, Raleigh.
5. The Forsyth County Youth Center, Winston-Salem.
6. The Buncombe County Receiving Home, Asheville.
7. The Durham County Youth Home, Durham.
8. The Lower Cape Fear Juvenile Services Center, Castle Hayne.

Information concerning these detention homes was obtained through the following procedures:

1. Questionnaires forwarded to detention home administrators and completed by them in advance of personal interviews. (See page 30.)
2. Inspection of detention homes carried out during the period from August 24, 1972 to September 8, 1972.
3. Interviews with detention home administrators.
4. Interviews with district court counselors.
5. Interviews with district court judges.
6. Interviews with directors and other staff of county departments of social services.
7. Interviews with county commissioners and county managers.
8. Interviews with law enforcement officials.
9. Interview with the director and the staff psychiatrist of the Swannanoa Juvenile Evaluation Center.
10. Interviews with the detention consultant of the state department of social services.
11. Reference to statistical reports, reports of special studies and projects, operational manuals, brochures, memoranda and other written material related to juvenile detention and juvenile correctional programs.

BED CAPACITY

Overcrowding has not been a problem during the current year and it appears that the existing detention homes have sufficient bed capacity to meet the detention needs of their respective judicial districts.

REGIONAL DETENTION SERVICE

The existing juvenile detention homes have provided considerable detention service for other jurisdictions and it appears that, in some instances, they could extend such service to additional counties on a regional basis if adequately re-imbursed.

PHYSICAL FACILITIES

The physical facilities of existing juvenile detention homes are generally adequate with the exception of deficiencies which could be rectified by comparatively minor alterations or additions.

PERSONNEL

There is wide variation in the staffing patterns, child-staff ratio, salary levels and qualifications of staff among the existing detention homes. In some instances, the program of the detention home is hampered by lack of sufficient staff and by sub-standard salaries.

JAIL DETENTION

At the time of this survey, the Lower Cape Fear Youth Services Center was not yet completed and any children detained in that area were held in the New Hanover County Jail. In the other counties, children were only detained in jail in a few exceptional cases where it was felt that the physical facilities of the detention home were not sufficiently secure or that the behavior of the juvenile was too disruptive to be managed in the detention home. During the first five months of 1971 a total of 74 juveniles were detained in the Mecklenburg County jail due to lack of space in the Diagnostic Center but this problem of overcrowding did not recur thereafter and it appears that the situation was related to the transition from the old detention home to the new Juvenile Diagnostic Center.

PROGRAM

There is wide variation among the existing detention homes in regard to the program of activities and services available to children in detention. In some instances, the program provides little more than custodial care which meets basic needs for food, shelter and secure custody, while in others, the program includes individual and group counseling, organized

recreational activities, school classes, individual tutoring, physical examinations, medical care, psychological testing and preparation of diagnostic reports based upon observation of behavior while in detention.

BUDGET

The type and quality of service provided by the detention home is determined, in part, by the philosophy of administrative authorities, but is largely controlled by budgetary considerations. In some instances, the program of existing detention homes has been severely limited due to inadequate budgetary appropriations. The disparity in financial support for detention services among the various counties is shown in Table 1 (page 26) and Chart 1 (page 27). Thus, the annual appropriation for each child detained in Gaston County during 1971 was \$123.26 whereas the amount in Mecklenburg County was \$361.08. In terms of total district population, the annual per capita appropriation for juvenile detention in Gaston County was \$.113 as compared to a per capita expenditure of \$.543 in Mecklenburg. The philosophy of detention expressed in the "Standards and Guides for the Gaston County Juvenile Detention Home" (See Appendix A) is very similar to that of the Mecklenburg County Juvenile Diagnostic Center, but the budget for the detention home in Gaston County is too limited to provide the staff needed to carry out the program outlined in its manual. Similarly, the program of care, treatment and diagnostic services in other detention homes is handicapped in varying degrees by inadequate operational budgets as indicated in the evaluations of individual detention homes further in this report.

INTAKE PROCEDURE

North Carolina statutes do not prescribe a uniform procedure for screening requests for detention prior to the court hearing in order to prevent unnecessary or improper use of detention. G.S. 7A-286 provides that the judge may order detention of a child who is alleged or adjudicated to be delinquent or undisciplined before or after a hearing on the merits of the case. After the hearing, the judge is, of course, in a position to evaluate the need for detention, but in cases where the child is detained before the hearing, the judge frequently has had no direct contact with the child, his parents, or the person or agency who filed the juvenile court petition.

The Rules of Procedure published by the Administrative Office of the courts in 1970 indicate that the clerk of the court should consult the District Court Counselor Services or other community agencies in regard to requests for petitions in order to seek possible alternatives to court action which make use of non-judicial community resources for the protection,

treatment, or correction of the child. (Rule 2 Pre-petition Procedure) This procedure is not required by statute, however, and in some counties the court clerk submits petitions and detaining orders to the judge for his signature without consulting the court counselor or other agencies. Thus, although the Rules of Procedure stress the "Detention of children, especially before adjudication, should not be regarded as routine procedure, but should be used only when the behavior of a child is such that his temporary control is essential for protection of the community or of the child himself," the court is frequently obliged to act without adequate information as to the urgency of the need for detention or as to the possibility of alternatives.

G.S. 7A-281 states that after a petition has been filed, the judge "may arrange for evaluation of juvenile cases through the county director of social services or the chief family counselor or other such personnel as may be available to the court. The purpose of this procedure is to use available community resources for the diagnosis or treatment or protection of a child in cases where it is in the best interest of the child or the community to adjust the matter without a formal hearing." This procedure is followed from the inception of the case in some counties, (notably in Durham County and in Gaston County) but in other districts the court counselor or department of social services is not involved until after the adjudication hearing which may be as long as 5 days after the child has been detained. Many children are released to their parents at the time of the adjudication hearing and it is probable that the pre-hearing detention could have been avoided in some instances if the case had been referred to the court counselor or other agency for consideration of possible alternatives.

#### DETENTION POLICY

In seven of the judicial districts which were included in this survey the chief district judge assigns three or four judges to preside over juvenile court cases on a rotating basis. This means that a different judge handles juvenile cases every three or four months. As a result, the policy of the court in regard to detention is sometimes lacking in continuity and consistency. One detention home administrator stated that the judges who rotate in the juvenile court in his judicial district have similar policies so that it does not make any difference which one is on the bench. In another county, however, it was reported that there were marked differences in the policies of different judges.

Aside from the problem of changing policies due to rotation of judges, prevailing practices in regard to detention are in conflict with generally accepted principles of detention. In particular, the common practice of detaining children because of truancy is especially subject to criticism. As a rule, a child referred to the court because of truancy is not detained

initially, but is placed on probation as an undisciplined child. If the child continues to be truant, however, he is filed on for violation of probation which categorizes him as a delinquent and makes him eligible for commitment to a state training school. Such children are frequently detained. During 1971 there were a total of 2,221 truancy petitions in the entire state of which 761 were filed in the judicial districts included in this study. There were 950 petitions for violation of probation in the 3 districts which were surveyed and a large proportion of these violations were filed because of truancy.

The "Guidelines for Desirable Practices" included in the Minimum Standards issued by the State Department of Social Services in 1968 contain the following admonitions in regard to the use of detention:

"No child should be placed in any detention facility unless . . . there is a substantial possibility that he will commit an offense dangerous to himself or the community or will run away pending court disposition. . . children should not be placed in detention solely because of school truancy. Truancy is a school problem which should be handled in the school system through the offering of or referral for social services and special classes or special schools when necessary. The court should cooperate with the schools, but detention should not be used as a control for truancy."

A report published by the North Carolina Bar Association in 1972 (As The Twig is Bent) states, "A large percentage of the students (in state training schools) are committed to these schools for violation of truancy probation. The only offense of many students is that they refuse to go to school."

Many of the judges and other officials who were interviewed in the course of this survey expressed the opinion that detention is an appropriate and effective disciplinary action in cases of persistent truancy. It was often explained that in most cases there were other behavior problems in addition to the truancy. One judge stated that truancy petitions were usually a "cover-up" which was resorted to in order to avoid having more serious offenses cited on the child's court record. In view of the large number of children committed to state training schools for violation of probation in truancy cases, however, there appears to be some question as to the justification for resorting to detention as a means of enforcing school attendance.

A number of judges and other officials also indicated that they were in accord with the policy of detaining children for undisciplined conduct, such as running away from home or refusal to obey parents, as a disciplinary procedure and many children were detained for such reasons. In some instances, it was no doubt necessary to place a runaway child in detention in order to insure his appearance in court, but in other cases the child had returned to his own home and could probably have remained at

home pending the court hearing, or could have been placed in a non-secure shelter care facility or boarding home. Here, again, the use of detention as a punishment appears to be ineffectual in deterring run-aways or other types of undisciplined behavior, judging by the large number of such cases which are finally committed to the state training schools. (According to the Bar Association report, the per capita rate of commitment to state training schools in North Carolina is the highest in the nation). In the case of pre-hearing detention, where the allegations have not yet been adjudicated, moreover, punishment is basically in violation of constitutional guarantees of due process.

In addition to the widespread practice of detaining children as a punitive measure in cases where there is not a "substantial possibility that he will commit an offense dangerous to himself or the community or will run away pending court disposition," children have also been detained for diagnostic or treatment purposes which should not require confinement in a secure detention facility. In one county, the judge stated that he sometimes keeps a child in the detention home for a week in order to give him the benefit of the school program in the detention home. In another county, children are apparently detained in some instances for the purpose of obtaining diagnostic service which is available in the detention home.

The Bar Association committee which studied the juvenile corrections system in North Carolina concluded that 50 percent of the children in the state training schools should never have been sent there and, as indicated in the foregoing discussion, there is reason to believe that if the use of detention for punitive, diagnostic or treatment purposes in cases where secure detention is not otherwise necessary were curtailed the number of children detained could be materially reduced. The possibility of such a reduction in the use of detention is important in relation to plans for more extensive utilization of existing detention homes as regional detention centers, and in estimating the need for additional detention facilities to serve areas which detain children in jail due to the lack of such facilities at the present time.

#### RATES OF DETENTION

Rates of detention are undoubtedly affected by differences in the incidence of juvenile delinquency in particular communities. It is felt, however, that the wide variation in detention rates which was found in this survey was largely due to differences in detention policy and intake procedures.

As shown in Table 2 (page 28) and Chart 2, (page 29) rates of detention in 1971 ranged from a low of 8.74 per 10,000 population in the 14th judicial district (Durham County) to a high of 29.37 in the 5th judicial district (New Hanover and Pender Counties). The rate of detention

was also very low in the 27th district (Gaston, Cleveland and Lincoln Counties) and in the 10th district (Wake County) but very high in the 18th district (Guilford County).

The National Council on Crime and Delinquency maintains that detention should not be necessary in more than 10 percent of the cases brought before the court. On this basis, all of the eight judicial districts detained an excessive number of children in 1971, the proportion of children filed on who were detained ranging from 18 percent to 60.5 percent. The extent to which petitions are filed depends, to a great extent however, upon administrative policy and practices. Thus, in the 26th, 18th, and 5th judicial districts the number of petitions filed in relation to total population of the district was more than twice as high as in any of the other districts. For this reason, it is felt that the ratio of the number of detentions to total population is a more valid index of the extent to which children are detained than is the ratio of detentions to petitions.

In view of the considerations discussed above in regard to detention policy and procedure and in the light of actual experience during 1971, it would seem that a detention rate of 10 per 10,000 population would be a reasonable basis for estimating detention needs. In 3 of the judicial districts the detention rates were below this figure and it is believed that implementation of recommended intake procedures and detention policies would reduce the rates of detention in the other districts sufficiently to meet this standard.

There has sometimes been resistance to construction of new detention facilities on the grounds that availability of such facilities might result in excessive detention of children. This fear underscores the importance of establishing sound procedures and policies for rigorous screening of admissions to existing as well as to new detention homes. In this connection, the high rate of detention in the 5th judicial district is very significant, since children detained in this district were confined in the New Hanover County Jail. In spite of the lack of suitable detention facilities for juveniles, 297 children were detained in this district during 1971. This represents a higher rate of detention than that of any of the 7 districts which did have juvenile detention homes. (Thirty-eight of the children were detained in connection with an episode of racial conflict in a local school, but if this group were not counted the detention rate would still be 25.61 per 10,000 population which is second only to the rate for the 18th judicial district.)

#### ALTERNATIVES TO DETENTION

One of the most essential alternatives to detention is the availability of effective probation services. In the judicial districts which were surveyed there is great variation as to the extent and quality of such services. In some instances, the district counselor or department of social services

is not consulted or involved in new cases until after the court hearing with the result that many children have been detained without adequate consideration as to whether or not the matter could have been handled without detention or even without the necessity of a court hearing.

The lack of community services for diagnosis and treatment of socially maladjusted children is another factor which contributes to the use of detention in cases where secure custody is not otherwise necessary. As noted above, children have been detained for the express purpose of providing remedial education or in order to obtain diagnostic evaluations due to the lack of such services in the community. In other cases detention has been invoked for the purpose of removing a delinquent or undisciplined child from an unsatisfactory home situation or to provide rehabilitative treatment because no local social agency or placement resource was available and the only other alternative would have been commitment to a state training school. As noted above, according to the State Bar Association report, North Carolina commits more children to the state training schools than any other state on a per capita basis. This high rate of commitments reflects the dearth of services for children in the local communities which results in excessive use of detention as well as excessive dependence upon the state training schools.

In two of the counties which were surveyed, the detention home administrators have developed noteworthy special programs in an effort to fill needs which have not been met by other local agencies. One of these is the Mecklenburg Youth Service Bureau Project (See Appendix B), which was initiated by the director of the Mecklenburg County juvenile detention home (Juvenile Diagnostic Center) and is operated under his direction with the aid of federal funds granted by the Law Enforcement Assistance Administration. The other is the program of diagnostic evaluation and extra-mural treatment which has been developed by the director of the New Hanover juvenile detention home (Lower Cape Fear Juvenile Services Center).

The professional staff of the Mecklenburg Youth Services Bureau provides intensive supervision, counseling and case-work services to children who have been permitted to remain in the community with the aid of such supportive services as an alternative to commitment to a state training school. During the first phase of this demonstration project 90 percent of the children referred to the Youth Services Bureau by the court were successfully diverted from commitment to a state training school. The second phase of the Youth Services Bureau project will expand the services of the Bureau by accepting referrals from social agencies, schools and parents as well as from the court, thereby reducing the number of cases referred to the court and providing an alternative to official procedures. Thus, in the second phase of the project, the Youth Services Bureau will play a significant role in reducing pre-court detention as well as in expediting releases of children who have been detained. The

offices of the Youth Services Bureau are not situated at the detention home but are located in the court building near the offices of the district court counselors. The fact that this project was initiated and is being administered by the director of the detention home illustrates the significant leadership which detention home administrators have provided in efforts to improve standards and services in the field of juvenile corrections throughout the state.

The primary function of the new Lower Cape Fear Juvenile Services Center is to provide a suitable place for the temporary custody of children detained by the court and to eliminate the necessity of confining juveniles in the county jail. The program planned for this new detention home, however, will also provide diagnostic evaluations and recommendations to the court. Information will be obtained from schools and other agencies which have had contact with the child, psychological and medical examinations will be provided, significant behavior and attitudes observed during the period of detention will be recorded and staff of the detention home will participate with representatives of other interested agencies in a case conference for the purpose of developing the evaluation and recommendations to be submitted to the court prior to the disposition hearing.

This program, which goes beyond the services usually provided by detention homes, is consistent with the thinking of the detention home planning committee which selected the name Lower Cape Fear Juvenile Services Center "in keeping with the idea that the program can be expanded in terms of diagnosis and treatment or that collateral services can be added." (See Appendix C )

A further extension of the detention home program was initiated due to the fact that construction of the building was not completed as soon as expected. Since staff had already been recruited and had been given special training, they were utilized in providing evaluative and treatment services on an "extra-mural" basis. Arrangements were made to use a church building during the day for group activities, individual children were assigned to work on the grounds of the detention home under supervision of staff, and evaluation conferences similar to those planned as a part of the detention home program were conducted. This service to children who were not detained due to the delay in completion of the detention home, appears to be a significant demonstration of the possibility of keeping children out of detention in selected cases by providing intensive supervision, treatment and diagnostic services in the community.

#### SHELTER CARE FACILITIES

Non-secure receiving homes or boarding homes are utilized for the temporary care of dependent and neglected children but are not used for temporary custody of delinquent or undisciplined children in the counties

which were surveyed. Following the disposition hearing, delinquent and undisciplined children may be referred to the county department of social service for placement in a boarding home or private boarding school but shelter care facilities are not used as an alternative to pre-hearing detention. In four of the counties it was reported that there was also a lack of adequate receiving homes to provide temporary care for dependent and neglected children so that in some cases children had to be placed in a foster home without an opportunity for proper planning and selection, and at times there might not be a foster home available when urgently needed because of an emergency. In one county it was stated that the lack of a receiving home for non-delinquent children made it necessary for the department of social services to file an undisciplined petition in order to provide temporary care for the child in the detention home in cases where a child had to be removed from a foster home immediately for some reason or where some other emergency made it necessary to provide temporary care right away. No information was available as to the number of such cases but it appears that undisciplined petitions are occasionally filed as a means of obtaining temporary shelter for children who might otherwise not have required secure custody or this type of petition, in the counties which do not have receiving homes or special boarding homes available to handle such situations. The department of social services of Gaston County has obtained Law Enforcement Assistance Administration grants for construction of two 9 bed receiving homes to meet the need for shelter care in that county.

In two counties, boarding homes had been used for detention of delinquent and undisciplined children pending court hearings in former years but this practice had been discontinued because of runaways or other problems. Some of the judges and other officials who were interviewed in this survey felt that non-secure shelter care facilities could be used to advantage as an alternative to secure detention in selected cases, particularly in cases of undisciplined children. The prevailing opinion, however, was that non-secure group homes or boarding homes would not be feasible for pre-court custody of delinquent and undisciplined children. Although runaways from the state training schools are very common and constitute a significant part of the admissions to the detention homes, there is much concern about the danger of children running away from the detention home and the general feeling seemed to be that if children could be trusted to remain in a non-secure shelter care home they probably could have stayed at home pending the court hearing.

Experience in other states such as New York and Michigan has demonstrated, however, that subsidized boarding homes, group homes or other "non-secure" facilities can be very advantageous in providing temporary care for children who cannot safely remain in their own homes pending court hearings, but who do not need to be held in secure custody. It is therefore felt that serious consideration should be given to the utilization

of "non-secure" facilities as an alternative to placement in a detention home in selected cases. It is especially important that adequate case-work service should be provided for the children detained in such non-secure facilities. For this reason, it would be particularly feasible for this kind of program to be initiated in communities where the probation office or other agency such as the Mecklenburg County Youth Services Bureau is able to provide intensive supervision.

#### ADMINISTRATION

All of the Juvenile Detention Homes in North Carolina have been established and are operated by the counties and are therefore under the administration of county government. State law provides, however, that detention homes shall be operated under the supervision of juvenile court judges (G.S. 110-24) so that there is a division of authority and responsibility in the administration of the detention homes. The state department of social services also has responsibility for setting standards applicable to juvenile detention homes and for approving all appointments of detention home personnel.

In actual practice, the administration of detention homes is handled in various ways. In two counties (Durham County and Gaston County) the chief district court counselor and the supervisor of juvenile counseling services serve as the directors of their respective detention homes in addition to their other duties. As state employees they do not receive any salary from the county and are technically under the supervision of the Administrative Officer of the Courts. They have very little contact with the Court Administrative Officer other than submitting quarterly statistical reports to him, but work very closely with the District Court judges who delegate major responsibility for management of the detention home and for control of admissions to them. This arrangement is approved by the county managers and has made for excellent co-ordination between the court, court counseling services and the detention home, but in both counties the directors feel very strongly that there should be a full time director in charge of the detention home. Experience in these two counties indicates that it would be desirable for the detention home to be administered by a full time director under the supervision of the chief district court counselor or supervisor of counseling services.

In Wake County the administration of the detention is complicated by the fact that the detention home was established on the grounds of the Wake County Home as a subordinate branch or satellite of that large institution for aged and infirm adults. The detention home does not have a separate budget but is provided for by allocations from the budget of the County Home as needs arise. Meals, except for breakfast, are transported to the detention home from the kitchen of the County Home and the allowance for salaries was extremely inadequate until funds for the employment of the superintendent



and a counselor were obtained through the federal Emergency Employment Act in 1971. Separation of the Wake County Juvenile Home from the County Home is urgently needed in order to permit proper planning and a businesslike, responsible administrative structure.

In Mecklenburg County and in New Hanover County the detention home directors function under the general direction of the court and the county manager but exercise a great deal of independent responsibility for the program and management of the detention home. County managers, judges and court counselors supervise or otherwise influence the administration of the detention home to varying degrees in the other counties.

In discussing the possibility of establishing regional detention facilities for areas which do not have detention homes at present, there appeared to be general agreement that it would probably be necessary for such new facilities to be operated under state administration. Most of the judges and other officials in the counties which now have detention homes concurred in the opinion, however, that the existing detention homes should continue under county administration and indicated that they would be opposed to having them placed under the administration of a state agency. In a few instances strong objection was voiced to the imposition of standards by state or federal agencies as a condition of financial subsidy, but a majority of the county officials who were interviewed appeared to be receptive to the idea of complying with minimum standards in order to qualify for financial assistance in operating detention facilities.

#### FEDERAL GRANTS

Federal grants have been an important factor in improving physical facilities, providing additional personnel and establishing innovative programs related to detention. As noted above, the Mecklenburg Youth Services Bureau was established as a demonstration project with Law Enforcement Assistance Administration funds. The staff of the Wake County Juvenile Home was greatly strengthened by the employment of a director and a counselor which was made possible through an Emergency Employment Act grant. The full time teacher at the Forsyth County Youth Center was employed with Emergency Employment Act funds also. The Youth Services Agency in Winston-Salem, which is not administratively connected with the Forsyth County Detention Home but which works with socially maladjusted children in the community, thereby reducing the need for detention, was established through a Law Enforcement Assistance Administration grant. Gaston County was able to secure air-conditioning and other improvements for the detention home with the aid of Law Enforcement Assistance Administration funds and, as mentioned above, has received grants for construction of two 9-bed receiving homes which will be operated by the county department of social services.

The Lower Cape Fear Juvenile Services Center was built with financial assistance from Law Enforcement Assistance Administration and also receives federal funds for a major part of the operating costs. The experience of these counties suggests that federal grants can be very important in helping to implement future plans to expand juvenile detention services and to improve standards of detention throughout the state.

Beginning on page 33 is a summary of information and comments concerning the eight individual juvenile detention centers.

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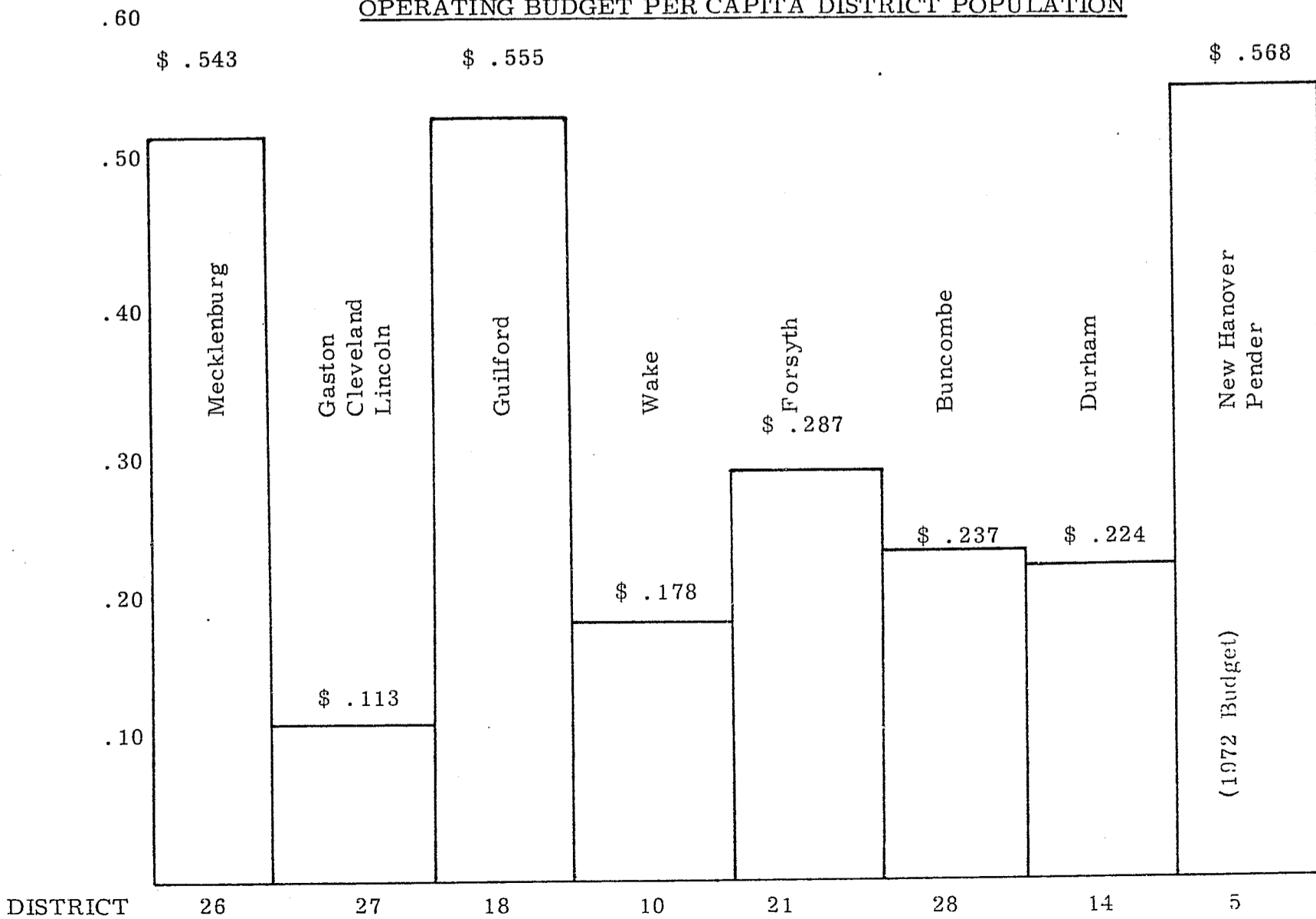
TABLE 1 BUDGET COMPARISONS

COUNTY	DIS-TRICT	DISTRICT POPULA-TION 1970 CENSUS	OPERA-TING BUDGET	PETI-TIONS 1971	DETE-N-TIONS (DIS-TRICT)	BUDGET FOR DETEN-TION	BUDGET PER CAPITA DIST. POPULA-TION
Mecklenburg	26	354,656	\$192,458	2,825	509	\$ 361.08	\$ .543
Gaston Cleveland Lincoln	27	253,653	\$ 28,597	744	220	\$ 123.26	\$ .113
Guilford	18	228,590	\$126,900	1,794	658	\$ 169.43	\$ .555
Wake	10	228,453	\$ 40,600(est)	794	225	\$ 163.05	\$ .178
Forsyth	21	314,348	\$ 61,580	564	341	\$ 160.78	\$ .287
Buncombe	28	145,056	\$ 34,324	522	220	\$ 146.06	\$ .237
Durham	14	132,681	\$ 29,800	371	116	\$ 215.94	\$ .224
New Hanover Pender	5	101,139	\$ 57,429	813	297	\$ 193.36	\$ .568

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CHART 1.

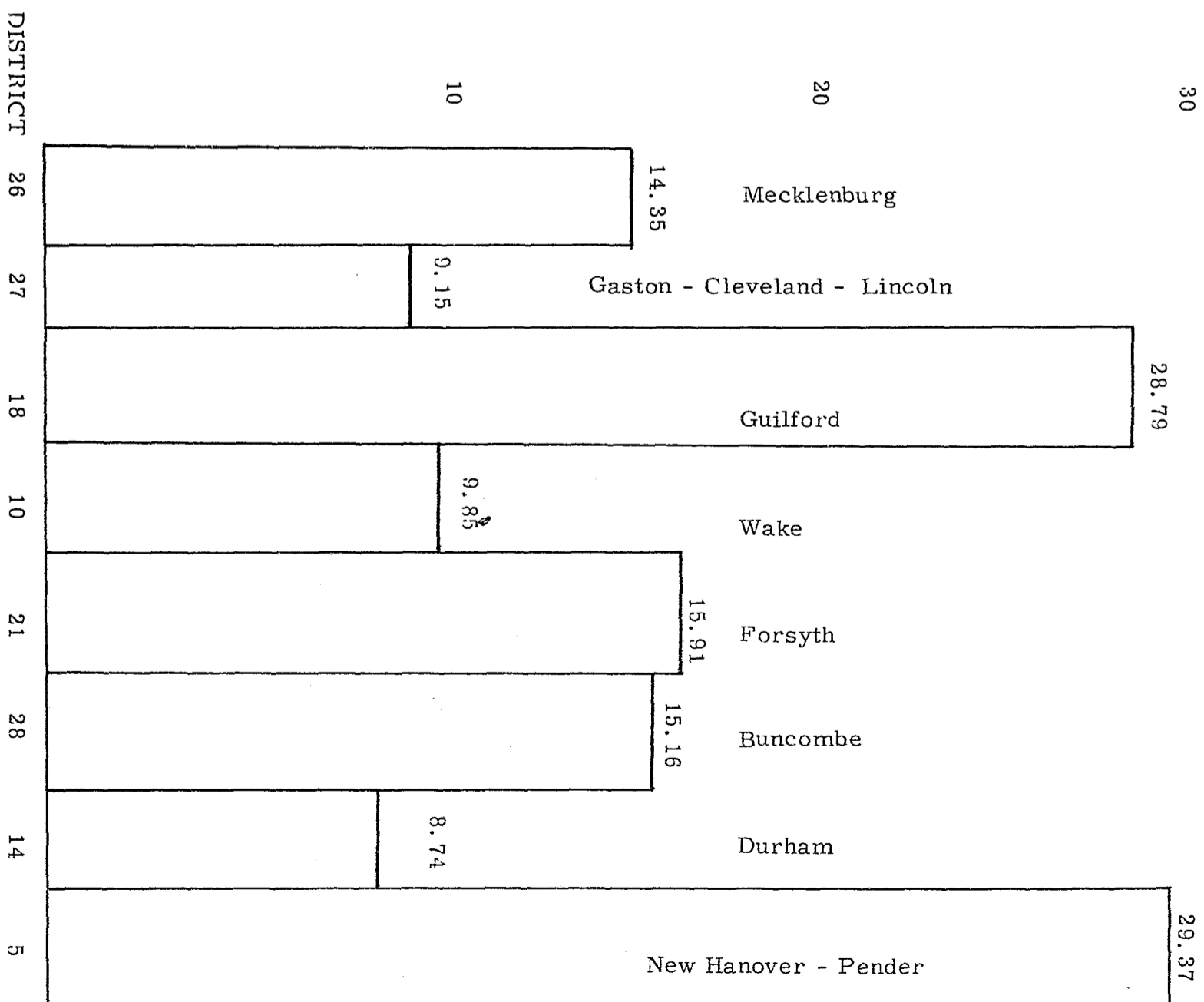
OPERATING BUDGET PER CAPITA DISTRICT POPULATION



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TABLE 2. DETENTION RATES

COUNTY	DISTRICT	DETENTIONS PER 10,000 DISTRICT POPULATION	PETITIONS PER 10,000 DISTRICT POPULATION	RATIO OF DETENTIONS TO PETITIONS
Mecklenburg	26	14.35	79.65	18%
Gaston Cleveland Lincoln	27	9.15	29.33	29.6%
Guilford	18	28.79	78.48	36.6%
Wake	10	9.85	34.76	28.3%
Forsyth	21	15.91	26.31	60.5%
Buncombe	28	15.16	29.33	42.1%
Durham	14	8.74	27.96	31.3%
New Hanover Pender	5	29.37	83.08	36.5%





# NATIONAL JUVENILE DETENTION ASSOCIATION

P. O. BOX 2328

SARASOTA, FLORIDA 33578

30

PHONE (813) 922-7716

## QUESTIONNAIRE: A STUDY OF JUVENILE DETENTION FACILITIES IN NORTH CAROLINA

### A. IDENTIFYING INFORMATION

1. Name of facility \_\_\_\_\_
2. Address \_\_\_\_\_
  
3. Name and title of administrator \_\_\_\_\_
4. Governing body or agency \_\_\_\_\_

### B. PHYSICAL FACILITIES

1. Description of building or buildings \_\_\_\_\_
  
2. Approximate area of floor space and of premises
  - a. Floor space \_\_\_\_\_
  - b. Land \_\_\_\_\_
3. Capacity
  - a. Boys \_\_\_\_\_
  - b. Girls \_\_\_\_\_

### C. WORK LOAD

1. Number of children in custody as of August 1, 1972
  - a. Boys \_\_\_\_\_
  - b. Girls \_\_\_\_\_
2. Number of children admitted during month of July 1972
  - a. Boys \_\_\_\_\_
  - b. Girls \_\_\_\_\_
3. Average number of days spent in detention by children who were released during the month of July 1972. (Total number of days children released during the month had been in custody divided by the number of children released.)
  - a. Boys \_\_\_\_\_
  - b. Girls \_\_\_\_\_

### D. STAFF

1. Total number of employees \_\_\_\_\_

2. List of positions and salaries and number of employees in each position. (Attach page if needed)

Number	Position	Salary	Full/part time
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

3. Staff organization. Attach diagram or chart showing lines of authority and supervisory relationships between staff positions.

### E. BUDGET

1. Source of funds \_\_\_\_\_
2. Annual appropriation for salaries \_\_\_\_\_
3. Annual appropriation for food supplies \_\_\_\_\_
4. Annual appropriation for all other supplies and services \_\_\_\_\_
5. Total annual budget \_\_\_\_\_

### F. PROGRAM

1. Medical services. (Explain extent of service available)
   
\_\_\_\_\_
   
\_\_\_\_\_
2. Educational services.
   
\_\_\_\_\_
   
\_\_\_\_\_
3. Recreational activities.
   
\_\_\_\_\_
   
\_\_\_\_\_
4. Religious services.
   
\_\_\_\_\_
   
\_\_\_\_\_

## 5. Counseling services.

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G. Forms and written material. (Attach any forms, procedural guides, statistical reports or other informational material which may be available)

H. Comments. (Explain briefly any special problems which may exist in regard workload, physical facilities, staffing pattern, budget, etc.)

## MECKLENBURG COUNTY JUVENILE DIAGNOSTIC CENTER

GENERAL INFORMATION

Location: Charlotte, North Carolina  
 Administrator: Raymond Casner, Director  
 County: Mecklenburg  
 Judicial District: 26  
 Population of District: 354,656 (1970 Census)

PHYSICAL FACILITIES

One story, brick and concrete structure completed 1971, cost \$238,000.  
 Maximum capacity: 32 children  
 25 acre site situated in rural, wooded area, 14 miles from the county courthouse. Playground for outdoor recreational activity adjoining the building is enclosed by chain link fence.  
 Living quarters for children include 18 single sleeping rooms for boys and 14 single rooms for girls. A classroom and two activity rooms open off of the day-room. There is a kitchen and dining room and offices for the director, secretary, psychologist and psychological assistant. Space is lacking for admissions procedures and storage.

WORK LOAD

Admissions from 26th judicial district during 1971	509
Admissions from other jurisdictions	24
Average daily population during 1971	16
Detentions per 10,000 population (judicial district)	14.35
Petitions (delinquent and undisciplined) per 10,000 pop.	79.65

STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part time</u>
1	Director	\$ 16,000	Full time
1	Psychologist	13,800	Full time
1	Psychological Asst.	8,220	Full time
1	Cook II	5,712	Full time
1	Cook I	3,332	Full time
6	Group Counselor	7,848 - 9,864	Full time
6	Juvenile Attendant	5,976 - 7,500	Full time
1	Secretary	6,252	Full time
1	Teacher	(furnished by school board)	9 months

Working schedules provide for one man and one woman to be on duty supervising children during the night and morning hours and for two

consultation in regard to problems of individual children.

The staff psychologist provides some outpatient service in addition to administering psychological tests to children who are detained.

#### Records and Reports

Behavior observation reports are prepared by members of the staff who supervise the children. A group activity report is also completed by the staff on duty each day. The school teacher prepares a report for each child containing results of psychological tests, evaluation of school achievement and classroom behavior and educational recommendations.

A behavior summary is forwarded to the court and information is transmitted to probation officers verbally in regard to individual children.

#### DETENTION CONTROL

The probation officer is usually not involved in new cases until after the adjudication hearing except for authorizing detention during night hours (utilizing orders which have been signed by the judge in advance for this purpose).

Court policy in regard to detention is highly variable due to rotation of judges in the juvenile court. "Undisciplined" cases account for approximately 60% of the admissions to the detention home and in some of these cases the child was detained as a punishment or for diagnostic purposes rather than because of the need for secure custody pending court disposition.

In spite of the lack of adequate procedures for screening admissions to the diagnostic center and lack of consistent court policy in regard to criteria for detention, the rate of detention in this judicial district (14.35 per 10,000 population) is not as high as might be expected in view of the high rate of petitions (79.65 per 10,000 population).

#### JAIL DETENTION

As previously noted in this report, 74 children were detained in the county jail due to lack of space in the detention home during the first five months of 1971 when the former detention facility which only had 18 beds (instead of the present 32 beds) was still in use. Since the new center was activated jail has seldom been used for detention of juveniles. During the first eight months of 1972 five children under the age of 16 were detained in jail, including one

men and two women to be on duty during the afternoon and evening hours. Counselors and attendants work a 12 hour day on alternate 4 day and 3 day weeks, thus working 48 hours one week and 36 hours on the alternate week.

College graduation is required for the position of group counselor. The ratio of staff to average daily population in 1971 was 1 to .89.

#### BUDGET

Salaries	\$139,976
Food Supplies	7,900
All Other	44,582
Total Budget	192,458 (fiscal year 1972-1973)

Budget appropriation per admission \$361.08  
Budget per capita district population .543

#### PROGRAM

##### Medical Services

Children are examined by a doctor who visits the center twice a week or as needed and is on call for emergencies.

##### Educational Services

School classes are conducted by a teacher furnished by the county Board of Education nine months of the year. Tutoring service has also been provided by students on field placement from Central Piedmont Community College.

##### Recreational Activity

Planned recreational activities include basketball, softball, boxing, arts and crafts and home economics. Monthly treats and activity programs are provided by several women's organizations. A daily group activity report is completed for the information of the director.

##### Religious Program

Sunday services are conducted by a local church group and by members of the staff.

##### Counseling Services

Informal counseling is provided by group counselors and juvenile attendants as well as by the psychologist and director, court counselors and staff of the Youth Services Bureau. A weekly staff conference is held with staff from the county mental health clinic for the purpose of

who was charged with murder, one who had given a false age and three boys who were charged with armed robbery and had been bound over for trial in the criminal court. (When seen by the writer, these boys had been in jail for two weeks and it appeared that the court proceedings might require several months. They had been in the diagnostic center on previous occasions and the director felt that they could safely be detained there again if so ordered by the court.)

#### COMMENT

The physical facilities of the Mecklenburg County Diagnostic Center are excellent with the exception of the lack of suitable accommodations for admission procedures and storage. This deficiency could be corrected by additional construction. Personnel standards are above average in respect to number and qualifications of staff and this is reflected in the relaxed atmosphere and constructive daily program of the center. The facilities and program of this detention home could be utilized to greater advantage if valid criteria for admission were implemented and if additional counties used it as a regional detention center. The present number of employees could not be reduced without jeopardizing the desirable level of service which is now maintained, but the same complement of staff could handle a larger daily population.

During 1971, the ratio of staff to average daily population was 1 to .89. If more children from other counties were cared for on a contract basis, the average daily population could increase from 16 to 18 or higher without detriment to the daily program and if admissions were screened more effectively it might be possible to provide detention service on a contract basis to Anson County, Cabarrus County, Union County and Stanly County. The Mecklenburg County Youth Services Bureau, which was initiated in November, 1971, should prove to be specially helpful in diverting cases from the court and from detention when the intake for this program of service for socially mal-adjusted children in the community is broadened to permit intervention before a case is referred to the court, as planned in phase two of the project.

#### RECOMMENDATIONS

1. Physical facilities - It is recommended that the existing Mecklenburg County Juvenile Diagnostic Center be remodeled and enlarged to provide:
  - a) Admissions area
  - b) Storage area
2. Detention Control - It is recommended that criteria for detention be rigorously implemented to insure that children are not detained unless it is essential for them to be held in secure custody for their own protection, for the protection of the community, or to insure their presence in court.

3. Regional Detention Service - It is recommended that detention service be provided by the Mecklenburg County Juvenile Diagnostic Center for the North Carolina Counties of Cabarrus, Anson, Union and Stanly on a contract basis and with an appropriate per diem fee.
-

also serves as administrator of the detention home, is not included in the detention home budget.

**GASTON COUNTY JUVENILE DETENTION HOME**

GENERAL INFORMATION

Location: Dallas, North Carolina  
 Administrator: Mrs. Betty J. Harris, Court Supervisor,  
 Juvenile Counseling Services  
 County: Gaston  
 Judicial District: 27  
 Population of district: 253,653 (1970 Census)

PHYSICAL FACILITIES

One story brick building, completed 1967, cost \$100,000  
 Maximum capacity: 12 children  
 Located on a 10 acre site situated in rural area 6 miles from Gaston County courthouse. Large outdoor play area enclosed by chain link fence. Living quarters for children include a boys wing containing five single bed rooms, bath room, 2 isolation rooms with toilet and bath; a girls wing containing 5 single bed rooms and bath room, a multi-purpose room for indoor recreation, dining, etc. Other facilities include kitchen and pantry, office, medical examination room and a two room apartment for staff which is occupied on alternate weeks by the two couples who serve as houseparents.

WORK LOAD

Admissions from 27th Judicial District during 1971	220
Admissions from other jurisdictions	12
Average daily population (on first day of month)	3.3
Detentions per 10,000 population (judicial district)	9.15
Petitions (delinquent and undisciplined) per 10,000 pop.	29.33

STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part time</u>
2	Houseparents (couple)	\$7,500 (total)	full time
2	Houseparents (couple)	\$7,500 (total)	full time
1	Cook	\$3,684	full time

The two couples (houseparents) live in the detention home and are responsible for care of the children day and night for seven consecutive days on alternate weeks. Thus each couple has two weeks on duty and two weeks away from the detention home each month. The cook works 6 days per week.

The salary of the court supervisor of juvenile counseling services, who

BUDGET

Salaries	\$19,797 (Includes cost of living adjustment added to salaries in Dec.)
Food Supplies	3,200
All Other	5,600
Total Budget	28,597

Budget appropriation per admission	\$123.26
Budget per capita district population (annual)	.113

PROGRAM

Medical Services

Children are examined by county doctor and are taken to a doctor, clinic or hospital by their probation officer if in need of medical care.

Educational Services

Volunteers provide tutoring during the school year. The population is usually too small to warrant a teacher and none is assigned.

Recreational Activity

Recreational activity is directed by houseparents on an informal basis. Volunteers also assist in providing recreational program.

Religious Services

Conducted by staff.

Counseling Services

Probation officers are responsible for providing case-work services through visits to children at the detention home. Informal counseling is also provided by the houseparents.

Records and Reports

A "Staff Observation Report" is prepared by the probation officer in each case with the assistance of the houseparents who have the opportunity to observe children in daily activities in the detention home. The probation officer also prepares the "Detention Memorandum" and the "Face Sheet" which contain information concerning



reasons for detention, family status, etc. A copy of these forms is kept at the detention home and is available to the houseparents. The probation officer also is responsible for giving parents the "Information Sheet for Parents."

#### DETENTION CONTROL

Requests for detention are screened by the Supervisor of Juvenile Counseling Services who also serves as director of the detention home and who has been authorized to control admissions to the detention home as well as to screen requests for juvenile court petitions. It is the stated policy of the court to avoid detention unless secure custody is needed to prevent danger to the child or to others, or to ensure the child's presence in court. The intake procedure includes investigation of the need for detention or of possible alternatives by the probation officer in cases where such steps are indicated.

The effectiveness of intake procedures and court policy in controlling the use of detention in the 27th judicial district is attested by the low rate of detention in this district. (9.15 per 10,000 population).

#### JAIL DETENTION

It appears that children are not detained in jail in Gaston County except in extreme cases. According to the Supervisor of Juvenile Counseling Services, three children were transferred to the jail during the past year due to exceptional problems. In one instance, for example, a 14 year old runaway from Michigan, who had been involved in attacking a matron at a training school, was transferred to jail after she had threatened to kill one of the women in the detention home.

#### COMMENT

The detention program in Gaston County is notable for the detention control procedures and court policy which have apparently been very effective in minimizing the use of detention in this judicial district. The arrangement by which the probation officer (Supervisor of Juvenile Counseling Services) administers the detention home also facilitates co-ordination of probation services and detention services.

It is essential, however, that there should be a full-time director in charge of the detention home, and the other responsibilities of the probation officer make it impossible for her to give sufficient time to management of the detention home. In addition to the lack of a full-time

director, the detention home is seriously understaffed, with the result that the excellent program outlined in the Standards and Guides for the Gaston County Juvenile Detention Home cannot be carried out in actual practice. (See Appendix A ) The schedule which places responsibility for the care and treatment of detained children throughout the day and night upon one pair of houseparents who are on duty for 7 consecutive days every other week places an excessive strain upon them and it would be unrealistic to expect houseparents working under such conditions to provide the kind of constructive activities, guidance and diagnostic observation which are so important in working with the constantly changing groups of emotionally disturbed and socially maladjusted children who come to the detention home. In order to provide an adequate standard of service in the Gaston County Juvenile Detention Home there should be staff on active duty at night to provide continuous supervision of detained children and to take care of children who may be admitted during the night hours. There also should be two shifts during the day as the stress of working with children in a detention home is too great to attract and retain well qualified personnel or to maintain proper levels of performance if staff are required to work more than 40 hours per week.

The cost of upgrading the program of the detention home as described above might be considered excessive unless there were a larger number of children to be cared for in the detention home. There is, however, great need for additional detention services to be provided on a regional basis for counties which do not have their own detention homes and which have made it a practice to detain children in jail up to this time. Generally speaking, it is desirable for a detention home to be able to detain as many as 20 children in order to justify the employment of sufficient staff to maintain adequate standards of care and treatment. For this reason, it would be advisable for the existing detention home to be enlarged in order to be able to cope with a more practicable number of detained children.

During 1971 the average daily population of the detention home on the first day of each month was 3.3. The staff of a detention home must be adequate to cope with maximum population, rather than with the average, but if the Gaston County Juvenile Detention Home were to provide service for additional counties on a contract basis, it would be feasible to plan for an average of at least twice as many children as were detained in 1971, even if the existing facilities were not enlarged.

It should also be noted, that the present expenditures for detention services in Gaston County are extremely low. (See Table 1, page 26, and Chart 1 page 27). It might be possible to obtain federal funds for expansion and improvement of the physical facilities of the detention home. Gaston County received a Law Enforcement Assistance Administration grant for

improvements during the fiscal year 1971-1972 and also has obtained grants for the establishment of two 9 bed group homes which are to be operated by the county department of social services.

In order to implement the recommendations for additional staff to improve the program of the detention home and for extension of services to additional counties, it will be essential to provide a state subsidy to help defray operating costs, not only for the care of children from Gaston County but also for those from other counties who are detained on a contract basis.

(The assistant county manager of Gaston County has suggested that funds for this purpose could be provided by designating \$1 of the fee charged for court costs in the same way that portions of the \$15 court fee are now designated for retirement of law enforcement personnel and for construction, maintenance and operation of court facilities.)

RECOMMENDATIONS

1. Physical facilities - It is recommended that the existing Gaston County Juvenile Detention Home be remodeled and enlarged to increase the capacity to 20.
2. Personnel - It is recommended that the staff of the detention home be re-organized and expanded as follows:
  - a. Addition of a full time position for a superintendent responsible for administration of the detention home under the direction and supervision of the Court Supervisor, Juvenile Counseling Services.
  - b. Addition of a full-time assistant superintendent
  - c. Addition of 6 group counselors to provide for a male counselor and a female counselor to be on duty on the morning shift (6 am to 2 pm) and on the afternoon shift (2 pm to 10 pm)
  - d. Addition of a full-time recreation worker
  - e. Addition of 2 group attendant positions to provide for a male attendant and a female attendant to be on duty during the night shift (10 pm to 6 am)
  - f. Additions of 2 part-time group attendant positions to provide relief for the night staff.
  - g. Addition of a full-time housekeeper.
  - h. Elimination of the full-time houseparent positions.
  - i. Assignment of a full-time school teacher (to be furnished by the county school department).
3. Regional detention - It is recommended that detention service be provided by the Gaston County Juvenile Detention Home for the North Carolina Counties of Cleveland, Lincoln, Rutherford and Catawba on a contract basis and with an appropriate per diem fee.

GENERAL INFORMATION

Location: Asheville, North Carolina  
 Administrator: Mrs. Agnes Israel, Superintendent  
 County: Buncombe  
 Judicial District: 28  
 Population of District: 145,056 (Census of 1970)

PHYSICAL FACILITIES

One-story brick building.  
 Maximum capacity: 16 children  
 Located on a 7 acre site, situated in rural surroundings 6 miles from the courthouse. One acre field enclosed by chain-link fence is available for outdoor activity. There is also a patio inside the building which is surrounded by glass windows on three sides, but is protected overhead by heavy screen to prevent escapes. Living quarters for the children include a boys wing containing two 2-bed rooms and one 3-bed room, a girls wing which also contains two 2-bed rooms and one 3-bed room and two 1-bed "strong rooms" with toilet and bath in each one, which can be used for either boys or girls. Other facilities include a recreation room, kitchen, dining room and living quarters for the superintendent and her husband (who is employed elsewhere) and for the relief superintendent and her husband. The staff living quarters include a living room which is also used as a reception room for visitors.

WORK LOAD

Admissions from 28th Judicial District during 1971	220
Admissions from other jurisdictions	15
Average daily population during 1971 (end of month)	4.1 days
Detentions per 10,000 population (judicial district)	15.16
Petitions (delinquent and undisciplined) per 10,000 pop.	29.33

STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part Time</u>
1	Superintendent	\$ 5,096	full time
1	Relief Superintendent	1,716	part time (2 days
1	Assistant Superintendent	3,900	full time per wk)
1	Relief Assistant Supt.	1,716	part time (2 days
1	Cook	3,666	full time per wk)
1	Housekeeper	3,328	full time
1	Night Watchman	75 (per wk)	full time (7 nights per wk.)

BUDGET

Salaries	\$ 23,530
Food Supplies	2,000
All Other	8,794
Total Budget	34,324

Budget appropriation per admission	\$146.06
Annual budget per capita district population	.237

PROGRAM

## Medical Services

There is no provision for physical examinations or medical care at the detention home. Children are taken to the county health clinic for medical care if necessary and for physical examination if they are committed to the state training school.

## Educational Services

There is no provision for school classes or for individual tutoring at the detention home.

## Recreational Activity

Indoor and outdoor recreation is supervised by the staff on an informal basis. The recreation room is small and the superintendent feels that there should be a separate recreation room for girls because the boys and girls tend to quarrel.

## Religious Program

There is no provision for religious observances at the receiving home to be conducted by staff or volunteer church groups.

## Counseling Services

There is no planned counseling service except for incidental guidance given by staff and visits from court counselors who also transport children to clinic, court, etc., when necessary.

## Records and Reports

No case records or written reports are kept except for a 5 x 7 admission record card and the monthly statistical report which is required by the State Department of Social Services.

DETENTION CONTROL

An order signed by the judge is required before any child is admitted to the detention home. During the night there is a court clerk on duty who calls the judge for approval of detention if necessary.

A high percentage of the children referred to the court (42.1%) are detained. This may be largely due to the screening of complaints by the Community Services Bureau of the Asheville Police Department which, according to Lt. Whitney Davis, investigates about 300 juvenile cases but only files petitions in 10 or 15 cases in an average month.

Many petitions are filed by school officials however, and children are sometimes detained for truancy, especially in cases where the truancy represents a violation of probation. The chief district judge feels that cases filed for truancy usually involve other problems as well and that in 75 percent of these cases, the allegation of truancy is a "cover-up" which is used to give the court jurisdiction without putting more serious offenses on record which might cause difficulty for the child in later years. He also believes that detention often has a beneficial effect upon the attitudes and behavior of children and sometimes continues a case for a few days in order to keep a truant in the detention home as a corrective measure.

JAIL DETENTION

During 1971 six children were transferred from the receiving home to the county jail for security reasons, but there was only one such transfer since the present superintendent was appointed at the beginning of 1972. Some children have been placed directly in jail by court order however, and according to the officer in charge, 8 boys and one girl were held in the county jail during 1972. (At the time the writer visited there were two boys in the jail.)

COMMENT

The Buncombe County Receiving Home provides custodial care which meets basic needs for food, shelter and supervision but does not supply medical services, educational program, religious influence, behavioral observation reports, individual and group counseling, or planned activities which are so important in order to counteract negative effects of institutional confinement, to help in redirecting social attitudes and behavior and to contribute toward evaluation of the problems and needs of the socially maladjusted children who are placed in its custody.

The number of children detained (1971 average daily population: 4.1 children) might be considered too small to justify the staff and facilities which would be necessary to provide a higher level of service, but other counties in this part of the state are in need of detention services and with adequate staff and some structural improvements this detention home could accommodate twice as many children. Such improvement and expansion of services would require the assistance of state and, possibility, federal funds in keeping with plans for a statewide system of juvenile detention centers.

It would be desirable to remodel and enlarge the existing building in order to provide individual sleeping rooms for most of the children and to eliminate the security hazard which is presented by the exposed glass in the panels which surround the inside patio. The most important change, however, would be the employment of sufficient personnel on a 40-hour per week working schedule to maintain child-care staff on duty each morning and afternoon as well as during night hours. The present schedule which requires staff to live in, and to be responsible for the supervision of children all day long, subjects them to excessive strain and it would be unrealistic to expect anyone working under such conditions to provide the kind of service which is needed. This kind of schedule also makes it difficult to recruit and retain well-qualified personnel for the exacting and strenuous task of caring for undisciplined and delinquent children in a detention home.

It appears that volunteers are not utilized in the receiving home as a matter of policy. This is regrettable as volunteers could be very helpful in many ways such as assisting with recreational activities, providing individual tutoring, conducting religious programs or securing material contributions.

In addition to the need for improvement in the program of the detention home, there is a serious deficiency of services for children in the community. In particular, the county Department of Social Services does not have adequate shelter care facilities with the result that a number of dependent children are referred to the juvenile court on undisciplined petitions solely for the purpose of obtaining temporary shelter for them in the detention home.

There is also a lack of resources for clinical evaluation of children who could be given help in the community if such services were available instead of being detained and committed to the evaluation center of the state training schools.

#### RECOMMENDATIONS

1. Physical facilities - It is recommended that in Buncombe County

Receiving Home be remodeled and enlarged to increase the capacity to 20: to provide individual sleeping rooms, including at least two with toilet and wash-stand; to provide a large day-room for indoor activity; to provide a school classroom; to provide adequate space for the directors office and for admissions procedure; and to eliminate the safety hazard created by exposed window glass surrounding the patio.

2. Personnel - It is recommended that the staff of the Receiving Home be re-organized and increased as follows:
  - a) Addition of a full-time non-resident director to administer the Receiving Home under the direction of the Chief District Court Counselor
  - b) Addition of a full-time assistant superintendent
  - c) Addition of 6 full-time group counselor positions to provide for a male and a female counselor to be on duty during the morning shift (6 am to 2 pm) and during the afternoon shift (2 pm to 10 pm)
  - d) Addition of a full-time recreation worker
  - e) Addition of 2 full-time group attendant positions to provide for a man and a woman to be on duty during the night shift (10 pm to 6 am)
  - f) Addition of 2 part-time group attendant positions to provide relief for the night staff
  - g) Addition of a full-time typist-clerk
  - h) Elimination of existing resident superintendent positions
  - i) Elimination of existing relief superintendent positions
  - j) Elimination of existing assistant superintendent position
  - k) Elimination of existing relief assistant superintendent position
  - l) Elimination of existing night watchman position
  - m) Assignment of teacher by county school department
  - n) Assignment of visiting doctor and visiting nurse to provide physical examinations and medical care for detained children.

3. Detention Control - It is recommended that criteria for detention be rigorously implemented to insure that children are not detained unless it is essential for them to be held in secure custody for their own protection, for the protection of the community or to insure their presence in court.
4. Regional Detention Service - It is recommended that detention service be provided by the Buncombe County Receiving Home on a contract basis and with appropriate per diem fees, for the counties of Cherokee, Clay, Graham, Swain, Macon, Jackson, Haywood, Madison, Henderson, and Transylvania.

**FORSYTH COUNTY YOUTH CENTER**

GENERAL INFORMATION

Location: Winston-Salem, North Carolina  
 Administrator: Ruth A. Van Hoy, Director  
 County: Forsyth  
 Judicial District: 21  
 Population of District: 214,348

PHYSICAL FACILITIES

One story brick building, constructed 1962, cost \$140,000. Maximum capacity: 17 children. Located on a 1.26 acre site situated in large, undeveloped county-owned area six miles from the courthouse. Has a 90' x 100' fenced area for outdoor activity. Living quarters for children include a boys wing with 11 individual bedrooms (2 with own toilet), bathroom, and a television and lounging alcove; a girls wing with 6 individual bedrooms (1 with toilet), bathroom, and television and lounging area. Both wings, as well as the office and entrance lobby open on to a large room which serves as the dining room as well as recreation room. There is also a second large room which is used as the school classroom.

A medical examination room near the entrance on the boys side has a secure isolation room adjoining it. Other facilities include the kitchen, the directors office, a glass-enclosed staff office which projects into the multi-purpose room thus permitting visual supervision of the corridors on both sides, and an apartment for the night attendant. (The kitchen is not used for preparation of meals as food is brought from the county jail in thermal containers and re-heated if necessary).

WORK LOAD

Admissions from 21st Judicial District during 1971	341
Admissions from other jurisdictions	42
Average daily population (end of month)	13.5
Detentions per 10,000 population (Judicial District)	15.91
Petition (delinquent and undisciplined) per 10,000 pop.	26.31

STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part Time</u>
1	Director	\$12,720	full-time
1	Youth Center Supervisor	5,604	full-time
		(plus living quarters)	

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part time</u>
1	Matron	\$5,364	full-time
1	Matron	5,148	full-time
1	Night Attendant	4,740	full-time
		(plus living quarters)	
3	Female Relief Attendants	101.28(per mo.)	part-time
2	Male Relief Attendants	84.40(per mo.)	part-time
1	Male Attendant Custodian	5,604	full-time

(Full-time teacher furnished 12 months of year by school district)

Note: The Youth Center Supervisor occupies a separate building near the Youth Center. The Night Attendant and her husband live in the apartment within the Youth Center building. She is on duty at night but he is not on the Youth Center staff although he could be called in case of an emergency.

BUDGET

Salaries	\$45,300
Food Supplies	(Not charged to Youth Center budget)
All Other	\$16,280
Total Budget	61,580

Budget appropriation per admission	\$160.78
Annual budget per capita district population	.287

Note: The total budget figure shown above does not include the cost of meals furnished from the county jail. The actual expenditure per admission and per capita (district population) expenditure for detention services would therefore be a little higher than the figures shown above.

PROGRAM

Medical Services

All children are seen by a public health nurse who visits twice each week and are examined by the doctor who also comes twice a week. Examinations include a blood test, T.B. skin test and smears or urine tests if necessary. In case of illness which requires more than minor medical attention, children are taken to the hospital.

Educational Program

A full-time teacher is furnished by the school district throughout

the year. The teacher's salary is paid from Emergency Employment Act funds and classroom equipment was also provided through a federal grant. Diagnostic evaluation of educational abilities and needs is emphasized in the school program.

Recreational Activity

The Youth Center is exceptionally well provided with areas for indoor activity and has a conveniently located playground for outdoor recreation. Students from Wake Forest University will assist in conducting recreational activities.

Religious Program

A chaplain intern conducts services on Sunday and provides religious counseling for children who wish it during the week.

Counseling Services

The director, who is a trained social worker, counsels detained children in addition to the case-work services provided by court counselors. Additional counseling service is given by students from the University of North Carolina at Greensboro.

Records and Reports

An observation report is prepared in each case by the director of the Youth Center for the information of the court counselor and the judge. A written statement explaining policies and rules of the Center is provided for children upon admission. A manual is being prepared for the purpose of public information as well as to serve as a procedural guide.

DETENTION CONTROL

The number of children detained in Forsyth County during 1971 was equal to 60.5 percent of the number of delinquent and undisciplined petitions filed in this district. This is much higher than the ratio of detentions to petitions in any of the other judicial districts which operate detention homes and is six times as high as the rate recommended nationally by detention professionals. An analysis of monthly reports from the Youth Center indicates, moreover that twice as many children were detained because of "undisciplined" behavior as were detained for "delinquent" conduct.

These findings suggest that the court tends to utilize detention in many cases as a method of correction or training rather than on

the basis of need for secure custody. A number of children were detained because of truancy and it appears that they are sometimes detained for the express purpose of giving them the benefit of the school program in the Youth Center which is highly regarded by the court. Another factor which may contribute to dependence upon the detention home as a facility for services other than the normal function of detention is the lack of alternative community services for children. The department of social services does not have adequate shelter care facilities with the result that it has sometimes been necessary to file undisciplined petitions for the purpose of providing temporary care for dependent children in the detention home. (Plans under way for establishment of a receiving home will presumably overcome this problem in the near future.) The Winston-Salem Youth Services Agency which is supported by federal funds should help to deal with truants and other "undisciplined" children in the community in lieu of detention. The new 8-bed Youth Opportunity Home for girls and a similar residential facility for boys which is in the planning stage may also serve as alternatives to detention.

#### JAIL DETENTION

Youth Center reports indicate that 7 boys were transferred to the jail from the Youth Center for security reasons during 1971. The reasons for detention in these cases were burglary in 3 cases, runaway in 2 cases, rape in 1 case, and truancy in 1 case. The director of the Youth Center stated that no children were transferred to the jail during the past 6 months. (Information as to any children who might have been detained in jail by the court without first being placed in the Youth Center was not obtained).

#### COMMENT

The Forsyth County Youth Center has good physical facilities and a well rounded program which includes medical services, counseling, observational reports, and a strong educational program. There is a problem due to the fact that there is only one female attendant on duty at night and she cannot safely allow boys out of their rooms to go to the bathroom. As a result, boys are required to use a chamber pot during the night. There should be a man as well as a woman on duty at night in order to correct this situation and in order to maintain adequate security at all times. The arrangement for meals is also questionable. Food supplied by the county jail presumably affords adequate nutrition but probably is not as well adapted to the needs of children as meals prepared for them on the premises would be. The number of children in custody would justify the addition of a cook to the staff.

The most important problem in regard to detention appears to be the large number of children who are detained for undisciplined behavior such as truancy which usually would not indicate a need for secure custody pending court adjudication. If admissions to the Youth Center were screened in accordance with the principle that "no child should be placed in any detention facility unless -- there is a substantial possibility that he will commit an offense dangerous to himself or the community or will run away pending court disposition" (Minimum Standards for the Operation of Local Confinement Facilities Section XII Appendix B.) the number of admissions to the Youth Center would be materially reduced, thereby enabling the Center to extend service on a regional basis to a greater extent than it has heretofore. During 1971, forty two children from other jurisdictions were detained in the Youth Center and 12 different counties have benefited from such service at various times in the past. Other counties pay at the rate of \$10 per diem for the first 10 days and \$12 per diem thereafter.

As part of a statewide plan for improvement and expansion of juvenile detention services, re-imbursement should be extended from state funds for part of the per-capita cost of detaining local children as well as for part of the cost incurred by other jurisdictions which avail themselves of detention services in Forsyth County on a fee basis. Improvement of community services for children and more selective use of detention in accordance with generally accepted criteria would make it possible for the Youth Center to serve a larger geographical area and the financial assistance provided by a state subsidy would help us to pay for improvements at the Youth Center such as additional staff to correct the problem of night supervision and to prepare meals.

#### RECOMMENDATIONS

1. Physical facilities - It is recommended that the Forsyth County be remodeled and expanded to add several individual sleeping rooms with toilet and wash-stand; and to enlarge the kitchen and service area.
2. Personnel - It is recommended that the staff be re-organized and increased as follows:
  - a) Addition of 1 full-time assistant superintendent
  - b) Addition of 6 full-time group counselor positions to provide for a male counselor and a female counselor to be on duty during the morning shift (6 am to 2 pm) and during the afternoon shift (2 pm to 10 pm)
  - c) Addition of 1 full-time recreation worker
  - d) Addition of 2 full-time group attendant positions to provide for a man and a woman to be on duty during the night shift

(10 pm to 6 am).

- e) Addition of 2 part-time group attendant positions to provide relief for the night shift
  - f) Addition of a full-time cook
  - g) Addition of a full-time housekeeper
  - h) Addition of a full-time typist-clerk
  - i) Elimination of existing resident position of Youth Center supervisor
  - j) Elimination of 2 existing positions of matron
  - k) Elimination of existing resident position of night attendant
  - l) Elimination of 3 existing part-time positions of female relief attendant
  - m) Elimination of 2 existing positions of male relief attendant
  - n) Elimination of existing position of male attendant custodian.
3. Detention Control - It is recommended that criteria for detention be rigorously implemented to insure that children are not detained unless it is essential for them to be held in secure custody for their own protection, for the protection of the community, or to insure their presence in court.
4. Regional Detention Service - It is recommended that detention service be provided by the Forsythe County Youth Center on a contract basis, with appropriate per diem fees, for the counties of Yadkin, Stokes and Surry.

## GUILFORD COUNTY JUVENILE DETENTION HOME

### GENERAL INFORMATION

Location: Greensboro, North Carolina  
 Administrator: James P. Davis, Director  
 County: Guilford  
 Judicial District: 18  
 Population of District: 228,590

### PHYSICAL FACILITIES

One-story brick building, constructed 1957  
 Maximum capacity: 24 children  
 Located on a 80 acre site situated 6 miles from county courthouse. Fenced area for outdoor activity. Living quarters for children include; boys wing containing eight 2-bed sleeping rooms; girls wing containing four 2-bed sleeping rooms; day-room which also serves as dining room; class-room and adjoining library; kitchen and service area. The director's office and the secretary's office adjoin the entrance.

Each of the children's sleeping rooms has its own toilet and washstand. There is an observation panel in each door, but the toilet area is concealed by a partition. The day room and classroom with its library are very small and crowded for the number of children in custody.

### WORK LOAD

Admissions from 18th Judicial District during 1971	658
Admissions from other jurisdictions	91
Average daily population (end of month)	12.5
Detentions per 10,000 population (Judicial District)	28.79
Petitions (delinquent and undisciplined) per 10,000 pop.	78.48

### STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/part Time</u>
1	Director	\$10,000	full time
1	Counselor	7,500	full time
1	Secretary	5,976	full time
1	Home Supervisor	7,500	full time
6	Juvenile Attendants	5,976	full time
2	Juvenile Attendants	5,712	full time
4	Juvenile Attendants	2.75 per hr.	part time



Expenditures for retirement, merit increases, F.I.C.A. and employee insurance amount to a total of \$10,588.

Attendants' schedules provide for a man and a woman to be on duty from 7 am to 3 pm and for two men and one woman to be on duty from 3 pm to 11 pm, in addition to the director, the counselor and the school teacher. At night there is a woman on duty, and a man who sleeps in the building and is on call to assist with night admissions or emergencies. Four of the women attendants prepare meals as part of their duties.

The school teacher is furnished by the school district but serves as a member of the staff under supervision of the director.

#### BUDGET

Salaries	\$92,300
Food Supplies	8,500
All Other	26,100
Total Budget	126,900

Budget appropriation per admission	\$169.43
Budget per capita district population	.555

#### PROGRAM

##### Medical Services

All children are examined within a few days of admission and a doctor is on call in case of illness. Children are taken to the health clinic for the complete medical examination which is required for those who are committed to a state training school.

##### Educational Program

A full-time school teacher is assigned to the detention home. On the day the writer visited, there were 14 children in the detention home and the classroom was very crowded. Some individual tutoring is provided by students.

##### Recreational Activity

Indoor recreation is hampered by the limited space in the day room. Volunteers from a church group assist with the recreational program 3 times a week. A volunteer also conducts sewing and crafts activity. Outdoor activity includes basketball, volleyball and horseshoes. There is a pool table in the day room.

#### Religious Services

A religious program is conducted by volunteers on Sunday morning and Tuesday afternoon.

#### Counseling Services

The staff counselor works with children on three morning shifts and two afternoon shifts each week.

An experimental, behavior-modification project which had previously been conducted in the detention home in co-operation with the University of North Carolina was discontinued after the present director took charge in February 1972. Subsequently there was much publicity in the newspapers as a result of criticism leveled against the new director by several former members of the staff who had resigned after the previous director left to accept another position. No attempt was made to investigate conflicting statements which were made in this controversy or to evaluate results of the behavior-modification project as it was felt that this would not be within the scope of this study.

#### Records and Reports

Statistical reports and operational records are maintained as well as a daily log and individual case files, but written behavior observation reports are not prepared for submission to the court or court counselor.

#### DETENTION CONTROL

Guilford County has one of the highest rates of detention in relation to district population in the state (28.79 per 10,000). It also ranks very high in respect to petitions filed (78.48 per 10,000). It was reported that the police department referred 39 percent of the juvenile cases they investigated to the juvenile court (which is a very high percentage) and 36 percent of the cases referred to the court were detained. Approximately 50 percent of the children who were detained pending court hearing were released at the adjudicatory hearing which suggests that detention in secure custody was probably not necessary in many cases.

Further evidence that the number of detentions could be materially reduced without unduly endangering the community was derived from an analysis of the cases of 732 children who were released from the detention home during 1971 which indicated that a majority of these children were detained for "undisciplined" rather than

for delinquent behavior. In 61 cases the reason for detention was listed as truancy and truancy was also the basis for detention in a large proportion of the cases detained for violation of probation.

The district court counselor is empowered to screen requests for detention and the official policy is said to be to detain only if necessary to protect the child or the community. On the other hand, detention is also regarded as a corrective measure by court officials in Guilford County and in some cases the court considers placement in the detention home as an alternative to committing a child to a state training school.

Detention service is provided for other counties on a contract basis at the rate of \$10 per diem. Ninety-one children were detained for other counties in the Guilford County Detention Home during 1971.

#### JAIL DETENTION

The director of the detention home stated that to the best of his knowledge, no juvenile had been confined in the jail during the past three years, with the exception of one boy who was in jail briefly after attacking the previous director of the detention home.

#### COMMENT

Some remodeling and expansion is needed to correct defects in the existing physical facilities. The day-room and the school classroom are too small to properly accommodate the number of children in custody. Additional sleeping rooms should be added because 2-bed rooms create excessive risk of homosexual aggression or other adverse incidents and there should be individual sleeping rooms for most, if not all, of the children. The partitions in the bedrooms should also be modified to permit more adequate visual supervision from the corridor.

The staff should be strengthened by addition of a cook in order that attendants should not be diverted from the care of children by culinary duties.

The most important problem, however, is the excessively high rate of detention and the practice of detaining children for undisciplined conduct such as truancy in cases where detention is not necessary. Such misuse of detention reflects a need for more adequate services for children in the community and a tradition of dependence upon detention and commitment to state training schools which has grown up as a result of the lack of such community resources.

If admission to the detention home were screened in accordance with the principle that "no child should be placed in any detention home unless...there is a substantial possibility that he will commit an offense dangerous to himself or the community or will run away pending court disposition" as recommended by the North Carolina State Department of Social Services, the number of detentions would be materially reduced and it would be possible for the Guilford County Detention Home to provide regional services to a greater extent than it has heretofore.

As part of a state-wide plan for improvement and expansion of juvenile detention services, re-imburement towards the cost of detaining local children should be provided from state funds (in addition to the subsidy to counties which avail themselves of existing detention facilities on a fee basis and the assistance extended by the state through establishment and operation of new regional detention centers.) Such financial assistance from the state would help to pay for improvements in the physical facilities and for the maintenance of high standards of service in the detention home.

#### RECOMMENDATIONS

1. Physical facilities - It is recommended that the Guilford County Juvenile Detention Home be remodeled and enlarged to provide individual sleeping rooms for the children; to provide a large day room for indoor activity; to provide an adequate school classroom; to provide suitable admission, storage and service areas and to improve security.
2. Personnel - It is recommended that the staff be re-organized and increased as follows:
  - a) Addition of a full-time assistant director
  - b) Addition of 5 full-time group counselors to provide for a male counselor and a female counselor to be on duty during the morning shift (6 am to 2 pm) and during the afternoon shift (2 pm to 10 pm).
  - c) Addition of a full-time recreational worker
  - d) Addition of a full-time cook
  - e) Addition of a full-time housekeeper
  - f) Assignment of a visiting doctor and a visiting nurse to provide physical examinations and medical care for children at the detention home

- g) Elimination of the existing home supervisor position
- h) Elimination of 6 existing juvenile attendant positions
3. Detention Control - It is recommended that criteria for detention be rigorously implemented to insure that children are not detained unless it is essential for them to be held in secure custody for their own protection, for the protection of the community, or to insure their appearance in court.
4. Regional Detention Service - It is recommended that detention service be provided by the Guilford County Juvenile Detention Home on a contract basis and with appropriate per diem fees, for the counties of Rockingham, Randolph, and Montgomery.
- 

## DURHAM COUNTY YOUTH HOME

### GENERAL INFORMATION

Location: Durham, North Carolina  
 Administrator: Fred K. Elkins, Director  
 County: Durham  
 Judicial District: 14  
 Population of District: 132,681

### PHYSICAL FACILITIES

One-story brick building, constructed 1945  
 Maximum capacity: 16 children  
 Located on a 4 acre site situated 2 miles from the county courthouse. Fenced areas for outdoor activity. Living quarters for children include a boys wing containing four 2-bed sleeping rooms and a bathroom; a girls wing containing four 2-bed sleeping rooms and a bathroom; a small day-room (T-V room), a small library and a kitchen and small dining room. There are also a laundry room, an office and an apartment for the superintendent and his wife.

The building is air-conditioned and windows of the sleeping rooms are secure against escape, but the window glass is not protected on the inside.

### WORK LOAD

Admissions from 14th Judicial District during 1971	116
Admissions from other jurisdictions	22
Average daily population (end of month)	2.3
Detentions per 10,000 population (Judicial District)	8.74
Petitions (delinquent and undisciplined) per 10,000 pop.	27.96

### STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full/Part Time</u>
2	Superintendent and Matron	\$7,000 (plus maintenance)	full-time
1	Maid-cook	4,200	full-time
2	Relief Superintendent and Matron (Wednesday nights and alternate week-ends)	1,500	part-time

The Chief District Court Counselor acts as director of the Youth Home without compensation from the county. The Superintendent and his wife (matron) act as houseparents, with 24 hour responsibility for supervision of children and the Director is actually the administrator of the facility.

BUDGET

Salaries	\$14,000
Food Supplies	6,500
All Other	9,300
Total Budget	29,800

Budget appropriation per admission	\$215.94
Budget per capita district population	.224

PROGRAM

## Medical Services

Children who are committed to a state training school are taken to the health department for physical examination and in case of illness, a doctor is called to the Youth Home. In emergency, children can be taken to a nearby hospital. No physical examinations or medical care are provided except as noted above.

## Educational Services

There is no educational program in the Youth Home except that several school teachers have provided volunteer service at times.

## Recreational Activity

Outdoor activity includes basketball and ping-pong. Indoor recreation includes games, T-V, reading, etc. Volunteers assist on Wednesday evenings.

## Religious Service

There is no planned religious program

## Counseling Services

Counseling is provided by court counselors and by volunteers but is not a responsibility of the Youth Home staff.

## Forms and Written Material

Statistical reports and operational records are maintained but behavior-observation reports are not prepared.

DETENTION CONTROL

The Chief District Court Counselor, who also serves as director of the detention home, personally screens all requests for detention and is supported by the court in refusing to detain unless secure custody is imperative for protection of the community or of the child himself. He feels that the three judges who handle juvenile cases on a rotating basis have the same policy in regard to detention so that there is no problem in regard to consistency. In addition to exercising strong control over detention intake, the Chief Counselor was active in bringing about establishment of a youth bureau in the police department and has participated in training officers.

The rate of detention in Durham County (8.74 per 10,000 population) in the lowest in the state and the average length of stay in the Youth Home (6.85 days) during 1971 was also the lowest.

Twenty-two children from other jurisdictions were detained in the Durham County Youth Home during 1971. Other counties pay a fee of \$15 per diem, after the first day, for such detention services.

JAIL DETENTION

It appears that children are not detained in jail except on very rare occasions when it has been necessary to transfer one from the Youth Home to the jail for security reasons. The Director states that this only happens about twice a year and he feels that a security room should be provided at the Youth Home in order to make such transfers unnecessary.

COMMENT

The outstanding feature of the Durham County Youth Home is the effective control of detention intake which seems to have resulted from rigorous screening of requests for detention by the court counselor and from court policy in minimizing the use of detention.

The daily program of the Youth Home is essentially limited to custodial care, with little or no provision for services such as medical care, school classes or tutoring, counseling, diagnostic observation, religious observance or planned group activities. The Director feels that there is a pressing need for a full-time superintendent (apart from the present "superintendent" whose duties are actually those of a houseparent) since his own duties as Chief District Court Counselor are a full-time responsibility. Additional staff is also needed in order to conduct the kind of program which can counteract the negative effects of incarceration and which can make the detention experience a part

of the total rehabilitative process. There also should be some one awake and on duty during the night hours. (The Superintendent and his wife live on the premises but are asleep at night and the doors of the rooms in each wing are therefore left open at night so that children can go to the bathroom. This presents excessive risk of hazardous or unwholesome incidents.)

The use of 2-bed sleeping rooms is undesirable and additional construction should be considered in order to provide single bed-rooms for most, if not all, of the children as well as to provide at least two rooms with individual toilets and wash-stands which can be used as security rooms. There is also need for a more adequate dining room or cafeteria and for a larger day-room for indoor activity.

The average daily population has been so small (2.3 children) that it would be difficult to justify the cost of improvements in staff, program and physical facilities unless the Durham County Youth Home is to be used more fully as a regional detention center. As part of a state-wide plan for juvenile detention, part of the cost of detaining children from Durham County should be re-imbursed through a state subsidy and other counties should also receive assistance from the state toward the cost of fees for detention service obtained from Durham County. Such financial assistance from the state would help to make it possible to expand and improve the detention program without imposing an excessive burden upon the taxpayers of Durham County.

#### RECOMMENDATIONS

1. Physical facilities - It is recommended that the Durham County Youth Home be remodeled and enlarged to increase the capacity to 20; to provide single sleeping rooms (including at least 2 rooms with toilet and wash-stand for use as isolation rooms; to provide a large day room for indoor activities; and to provide a suitable dining room or cafeteria; and to provide for a school classroom.
2. Personnel - It is recommended that the staff of the youth home be re-organized and increased as follows:
  - a) Addition of a full-time superintendent to administer the youth home under the direction of the chief district court counselor
  - b) Addition of a full-time assistant superintendent
  - c) Addition of 6 full-time group counselors in order to provide for a male counselor and a female counselor to be on duty during the morning shift (6 am to 2 pm) and during the afternoon shift (2 pm to 10 pm)

- d) Addition of a full-time recreation worker
  - e) Addition of 2 full-time group attendants to provide for a male and a female to be on duty during the night shift (10 pm to 6 am).
  - f) Addition of 2 part-time group attendants to provide relief for the night shift
  - g) Addition of a full-time housekeeper
  - h) Addition of a typist-clerk
  - i) Elimination of existing resident superintendent and matron positions
  - j) Assignment of a teacher by the county school department
  - k) Assignemtn of a visiting doctor and a visiting nurse by the county health department to provide physical examinations and medical care for detained children.
3. Regional Detention Service

It is recommended that detention services be provided on a contract basis with appropriate per diem fees for the counties of Alamance, Chatham, Orange, Caswell, Person, and Granville.

### WAKE COUNTY JUVENILE HOME

#### GENERAL INFORMATION

Location: Raleigh, North Carolina  
 Administrator: Fred Henson, Superintendent  
 County: Wake  
 Judicial District: 10  
 Population of District: 228,453

#### PHYSICAL FACILITIES

One-story brick building, constructed 1956  
 Maximum capacity: 14 children  
 Site 200' x 60', situated on grounds of Wake County Home, one mile from courthouse.

Living quarters for children include five 2-bed sleeping rooms and one 4-bed sleeping room. Each of the bed-rooms is equipped with toilet and shower. There is a day-room at each end of the central corridor. Other facilities include a counselors office, directors office, kitchen, laundry, and quarters for a resident couple. There is a small fenced outdoor area which includes a basket-ball court and a covered patio.

The building is air-conditioned. The childrens bed-rooms have been furnished with rugs, curtains and furniture by a women's club and another group provided the paved and covered patio. Except for breakfast, all meals are brought to the Juvenile Home from the kitchen of the Wake County Home in thermal containers.

#### WORK LOAD

Admissions from the 10th Judicial District during 1971	225
Admissions from other jurisdictions	24
Average daily population (end of month)	4.9
Detention per 10,000 population (judicial district)	9.85
Petitions (delinquent and undisciplined) per 10,000 pop.	34.76

#### STAFF

<u>Number</u>	<u>Position</u>	<u>Salary</u>	<u>Full-Part Time</u>
1	Superintendent	\$ 7,308	full-time
1	Counselor (male)	6,960	full-time
1	Counselor (female)	5,220	full-time
2	Resident couple	6,000	full-time
2	Resident couple	\$1.65 per hr	part-time
1	Matron	\$1.65 per hr	part-time

The full-time resident couple are on duty from 5 pm to 8 am on week-nights. The part-time resident couple are on duty for 24 hours on Sunday. The Superintendent and the matron are on duty for 24 hours on Saturday. The two counselors are on duty from 8 am to 5 pm on week days.

#### BUDGET

Salaries	\$30,600 (includes \$14,268 from Emergency Employment Act)
Food Supplies	Supplied from Wake County Home
All Other	Supplied from Wake County Home
Total Budget (estimated)	\$40,600

Budget (estimated) per admission	\$163.05
Budget (estimated) per capita district pop.	.178
County Expenditure (estimated) per capita	.111

Salaries of the superintendent and the male counselor are paid from Emergency Employment Act funds. The Juvenile Home receives food and other supplies from the Wake County Home and is not budgeted separately for these items.

#### PROGRAM

##### Medical Services

Children who are committed to state training schools are taken to the county Health Department for physical examination by their probation officers. In case of illness, children are transported to the County Hospital by the Sheriff. Children do not receive a routine physical examination by a doctor or nurse at the Juvenile Home.

##### Educational Services

There is no provision for school classes or individual tutoring at the Juvenile Home. Educational films are provided once a week by the police department and are projected by a police-woman from the police community relations bureau.

##### Recreational Activity

Volunteers have been recruited to conduct arts and crafts activity and to assist in other recreational activities as well as to provide additional equipment and supplies. Outdoor activities include basket ball, badminton, volleyball, horse shoes, and cook-outs on the patio.

Indoor activities include T-V, radio, handicrafts, table tennis and other games. A particular effort is being made to enlist college students as volunteers.

#### Religious Services

Religious instruction and services are conducted by volunteers from a local church on Sunday and Wednesday.

#### Counseling

Informal individual and group counseling are provided by the counselors on the staff, both of whom are college graduates with majors in psychology. Policies and rules of the Juvenile Home are explained to children by the counselor in an orientation interview at the time of admission.

#### Records and Reports

In addition to statistical reports and operational records, individual case-records are maintained. Evaluative summaries are submitted to the court counselor in some cases and in other cases the superintendent provides verbal reports by telephone.

Parents are furnished with the "Parent's Information Sheet" which explains policies and objectives of the Juvenile Home as well as rules and procedures. There is also a comprehensive manual of operations and procedures. (See Appendix D ).

#### DETENTION CONTROL

Requests for detention are generally processed by the court clerk without referral to the district court counselor in delinquency cases, but the court counselor is usually consulted in regard to undisciplined petitions.

The policy of the court appears to be to avoid detention for "undisciplined" conduct such as truancy or running away from home in cases where the child can be trusted to remain at home pending the court hearing. Judge S. Pretlow Winborne called attention to the opinion handed down by the court of appeals reversing commitment of a 15 year old boy to the state training school on the basis of a petition alleging truancy in violation of probation (14 ct. of app. 426). He feels that state school commitments for truancy will be eliminated in future as a result of this and similar legal decisions.

The policy of the court appears to have been effective in reducing the use

of detention in Wake County judging from the rate of detention during 1971 (9.81 per 10,000 population) which was one of the lowest in the state

Twenty-four children from other jurisdictions were detained in the Wake County Juvenile Home during 1971. Other counties are charged \$10 per diem for such detention service.

#### JAIL DETENTION

It appears that children are hardly ever detained in jail in Wake County currently although they were occasionally held in jail in former years due to security problems in the Juvenile Home. Security was strengthened during the past year through installation of protective screens and improved staff coverage. In one instance, a girl who escaped after assaulting the matron was detained overnight in jail, but this said to be very exceptional.

#### COMMENTS

It appears that the present superintendent, who was appointed to this position in September 1971, has been successful in transforming the Wake County Juvenile from a very limited and sub-standard custodial institution to one which functions in a generally progressive and constructive manner. The superintendent and the counselor who serves as "program co-ordinator" have enlisted the active assistance of some thirty-one women's clubs, church groups and other civic organizations who have enriched the program of the detention home by such projects as furnishing and decorating the children's bed-rooms, supplying recreational supplies and equipment and furnishing volunteer services. An exceptionally fine volunteer training program has been developed to prepare volunteers to work effectively in conducting arts and crafts activities, games and other programs and to establish helpful relationships with the children in the Juvenile Home (See Appendix E )

The Manual of Procedure embodies sound principles of detention and appears to be implemented in practice as well as circumstances permit. The progress which has been accomplished during the past year is especially noteworthy in view of the archaic organizational structure which relegates the Juvenile Home to the status of a minor subsidiary of the Wake County Home, an institution for the care of aged and infirm indigents.

Efficient management of a juvenile detention home is seriously hampered unless the superintendent has the responsibility and authority to plan and administer the operational budget of the facility. In Wake County, the Juvenile Home does not have its own budget and is obliged to seek

allocations for supplies and equipment on a piece-meal basis from the administration of the County Home. The arrangement for meals to be furnished from the kitchen of the old people's home is undesirable and it would be better to have meals planned and prepared for the children in the detention home. For this purpose it would be necessary for the juvenile home to be provided with culinary staff who might also assist with housekeeping tasks which have absorbed an inordinate amount of time and effort from counseling staff heretofore.

The area available for outdoor activity is very limited and additional playground space is needed. It would also be desirable to replace the existing 2-bed sleeping rooms by single bed-rooms if possible since the practice of having two children in a room at night creates excessive risk of unwholesome incidents.

The operational budget for detention in Wake County has been traditionally extremely meager. Prior to the employment of the present superintendent, the total annual appropriation for salaries was \$8,000 and the staff was limited to one resident couple and their relief. At present, the salaries of the superintendent and one counselor are provided by federal Emergency Employment Act funds so that the actual expenditure of county funds for salaries amounts to \$16,332 and the estimated total expenditure of county funds for juvenile detention amounts to only \$.111 per year per capita county population. In other words, Wake County spends less for juvenile detention, in proportion to population, than any of the other counties which maintain juvenile detention homes.

The low average daily population of the Juvenile Home (4.9 children) might make it difficult to justify the cost of needed improvements, but there is great need for additional detention service for counties which do not have their own juvenile detention facilities. If a state-wide program for juvenile detention is established, there will, presumably, be provision for a subsidy to defray a major portion of the cost of detaining children from Wake County as well as to assist other counties in paying the per diem fee for detention services obtained from Wake County. Such financial assistance from the state would make it possible to expand and improve the program of the Wake County Juvenile Home without imposing an excessive burden upon the tax-payers of this county.

The juvenile detention home should be completely divorced from the old people's home and it would be desirable to rebuild it in a different location with more adequate outdoor space and in an area further removed from the center of the city.

## RECOMMENDATIONS

1. Physical facilities - It is recommended that the Wake County Juvenile Home be replaced by a new facility at a location further removed from the center of the city and on a site with ample space for out-door activities. If such replacement is not feasible, the existing structure should be remodeled and enlarged to increase the capacity to 20; to provide individual sleeping rooms for the children; to provide a large day-room for indoor activity; to provide a school classroom; to provide an adequate kitchen and dining room; and to provide a large out-door area enclosed by a fence for recreational activity.
2. Personnel - It is recommended that the staff of the juvenile home be re-organized and increased as follows:
  - a) Addition of a full-time assistant superintendent
  - b) Addition of 4 group counselors in order to provide ( with the present 2 counselors) for a man and a woman to be on duty on the morning shift (6 am to 2 pm) and in the afternoon (2pm to 10 pm)
  - c) Addition of a full-time recreation worker
  - d) Addition of 2 group attendants to be on duty during the night shift (10 pm to 6 am)
  - e) Addition of 2 part-time group attendants to relieve the night shift
  - f) Addition of one cook
  - g) Addition of a full time housekeeper
  - h) Addition of a full-time typist-clerk
  - i) Elimination of full-time resident couple position
  - j) Elimination of part-time resident couple position
  - k) Assignment of a teacher by county school department
  - l) Assignment of a visiting doctor and a visiting nurse by the county health department to provide physical examinations and medical care for detained children.



3. Administration - It is recommended that the Wake County Juvenile Home be completely separated from the Wake County Home; that it be provided with a separate operational budget, and that it be administered by the superintendent under the direction of the chief district court counselor.
4. Regional Detention Service - It is recommended that the Wake County Juvenile Home provide detention service to the counties of Franklin, Vance and Warren on a contract basis with appropriate per diem fees to be paid for such service.

## LOWER CAPE FEAR JUVENILE SERVICES CENTER

### GENERAL INFORMATION

Location: Castle Hayne, North Carolina  
 Administrator: Ronald R. Knopf, Director  
 County: New Hanover  
 Judicial District: 5  
 Population of District (1970 Census) 101,139

### PHSYCIAL FACILITIES

One-story brick and concrete building, constructed 1972.  
 Cost: \$244,000  
 Maximum capacity: 18 children  
 Located on a 12 1/2 acre site, situated in rural area 6 miles from the New Hanover County Courthouse. Fenced area for out-door activity. Living quarters for children include 18 single bed-rooms. Six of the bed-rooms have toilets and washstands and four of these are designated as isolation rooms.

The bed-rooms are arranged along the sides of a large activity area, with a dining room at one end. Other facilities include the kitchen, pantry, service area, lavatories, two interview rooms, a control booth (from which the entire children's living area can be observed), a clinic office, and an apartment for resident staff.

NOTE: Construction was not completed at the time of inspection in September, 1972 and the Center was therefore not yet in operation.

### WORK LOAD

Due to the lack of a separate juvenile detention facility, all children detained in New Hanover County were confined in the county jail. The following data concerning children detained during 1971 refers to detention in the jail.

Juvenile admissions to the county jail during 1971	297
Detentions per 10,000 population (Judicial District)	29.37
Petitions (delinquent and undisciplined) per 10,000 pop.	83.08

NOTE: Thirty-eight of the children detained in 1971 were taken into custody because of a race riot at a local high school. If this group were excluded, the rate of detention would be 25.61 per 10,000 population.

STAFF

The staffing pattern for the Juvenile Services Center provides for a morning shift (7 am to 3 pm) and an afternoon shift (3 pm to 11 pm) with a male counselor and a female counselor on duty for each of these shifts. The night shift (11 pm to 7 am) will have a woman on duty, with the resident counselor (male) on call. In addition to being available if needed during the night, the resident counselor will cover the morning shift post and his wife will be on duty from 7 am to 6:30 pm on week-days with responsibility for preparation of meals. Relief coverage will be provided by part-time staff. The over-all operation of the Juvenile Services Center will be administered by the full-time director.

BUDGET

Salaries	\$48,658 (Includes \$24, 936 from Law Enforcement Assistance Administration)
Food Supplies	8, 000
All Others	16, 545
Total Budget	73, 203

Budget Appropriation per Admission (1971 admissions)	\$193. 36
Appropriation per Capita District Population	\$ . 568
County Funds Appropriated per Capita Population	\$ . 477

(Not including funds from L. E. A. A.)

PROGRAM

NOTE: Inasmuch as the Youth Services Center was not yet in operation at the time of this survey, the following paragraphs refer to services and activities which were still in the planning stage for the most part.

## Medical Services:

Physical examinations will be given to all children who are detained for more than a brief period. Children will be taken to the county Health Department for this purpose on Mondays and Wednesdays. A public health nurse will visit the Center on Fridays and Wednesdays and will be on call for emergencies at other times.

## Educational Services

No school teacher is assigned to the Center but members of the

staff and volunteers will conduct educational activities and individual tutoring as a part of the daily program.

## Recreational Activity

Organized recreational activity is planned as a scheduled part of the daily program. Outdoor activities will include basket-ball, horse shoes and other games. Indoor recreation will include arts and crafts and other group activities as well as informal recreation such as pool, television, reading, etc.

## Religious Services

Religious observances and instruction will be conducted by staff members and volunteers on Sundays.

## Counseling

Individual counseling will be provided by Youth Services staff as well as by probation officers (Department of Social Service workers) and staff of other agencies who may be concerned with particular cases. Group inter-action sessions will be conducted by staff members and volunteers each evening.

## Records and Reports

In addition to statistical reports and operational records, behavior reports will be prepared for each child. Diagnostic evaluations will be furnished to the court upon request including recommendations for disposition. Such evaluative reports will be based upon diagnostic study including clinical examinations; social history information obtained from schools, social agencies and interested persons; observation of significant behavior and attitudes during the period of detention; and a case-conference in which probation officers, social workers and others who have knowledge of the case will be invited to participate.

DETENTION CONTROL

Requests for detention in cases referred by parents, Department of Social Services, or school officials are generally processed by the clerk of the court who obtains the Judge's signature if he is available but who is authorized to issue a detaining order without such court approval at other times. The court clerk screens cases referred by parents and sometimes refers such cases to the Department of Social Services worker who is in charge of protective services as an alternative to detention. The police take requests for petitions and for detention to the

magistrate for filing and it appears that there is virtually no intake screening in such cases. <sup>76</sup>

Judge Gilbert H. Burnett, who has presided over Juvenile Court cases for a number of years, indicated that he would be in favor of having detention intake screened by a court counselor, but New Hanover does not have court counselors due to the statutory requirement of 84,000 population in the county to qualify for district court counselors.

The number of children detained during 1971 was exceptionally high in relation to the population of the judicial district. (29.37 per 10,000 population). This high rate of detention is especially significant in view of the wide-spread belief that lack of juvenile detention facilities tends to minimize the number of children detained.

#### JAIL DETENTION

In addition to the lack of adequate supervision and the absence of any suitable program for children in the jail, there is no provision for boys to be completely separated from adult prisoners and girls have been kept in direct contact with women prisoners in the New Hanover County jail.

#### COMMENTS

The Lower Cape Fear Juvenile Services Center has been well planned to provide a high standard of service and to function effectively in fulfilling the objectives of detention cited as a guide for detention homes in North Carolina in the Minimum Standards for the Operation of Local Confinement Facilities, (Appendix XII B.) namely, (1) to minimize the adverse effects of confinement; (2) to enable observation and study; and (3) to enhance later treatment. The written statements of policy and program incorporate the best current thinking in the field of juvenile detention.

One of the most significant aspects of the new juvenile detention program has been the "extra-mural" evaluative and treatment service which has been performed by the staff who were employed and trained in anticipation of the scheduled opening of the Youth Services Center. The work carried on by these members of the staff with the assistance of volunteers during the period pending completion of construction suggests the possibility of extending this type of "day-service" as an on-going alternative to detention comparable to the "diversionary" project of the Mecklenburg Youth Services Bureau.

Another outstanding feature of the Youth Services Center is the excellent program for recruitment and utilization of volunteers, including

college students, in a variety of helpful activities. (See Appendix F).

A potential threat to the success of the entire program of the Youth Services Center is the drastic upward trend of detention during recent years in the 5th Judicial District. In order to prevent the juvenile detention home from becoming badly over-crowded with the attendant danger of reverting to detention of children in the county jail, and in order to avoid the deleterious effects of detaining children in cases where secure custody is not warranted, it is imperative that requests for detention should be examined and screened by qualified personnel to insure that children are not confined un-necessarily pending court hearing. A major step toward improvement of detention control would be the enactment of appropriate legislation to permit the appointment of district court counselors in New Hanover County.

Future strengthening of procedures for control of detention intake and changes in policy concerning institutional commitment of children referred to the court because of undisciplined behavior such as truancy which may be anticipated as a consequence of the report of the North Carolina Bar Association ("As The Twig is Bent") and pursuant to the appellate court decision in the case of Edward Peters Jr., (14 N.C. 426) should result in a material decrease in the rate of detention. It should therefore be possible not only to avoid over-crowding in the Youth Services Center, but also for the Center to serve as a regional juvenile detention center for the Lower Cape Fear area, as originally intended. State funds, which should become available as a part of state-wide planning for juvenile detention services, would defray a substantial part of the cost of detaining children from New Hanover as well as helping other counties pay the per diem fees for detention services by the Youth Services Center.

#### RECOMMENDATIONS

1. Educational Programs - It is recommended that a teacher be assigned to the Juvenile Services Center by the county school department.
2. Detention Control - It is recommended that criteria for detention be rigorously implemented to insure that children are not detained unless it is essential for them to be held in secure custody for their own protection, for the protection of the community or to insure their presence in court.
3. Regional Detention Service - It is recommended that detention service be provided by the Lower Cape Fear Juvenile Services Center on a contract basis and with appropriate per diem fees, for the counties of Pender, Brunswick, and Columbus.

### JAIL DETENTION

The practice of detaining juveniles in local adult jails and lockups in North Carolina is a serious problem that should be eliminated by legislative measures.

During 1971, juvenile court records files indicate a total of 1,541 juvenile jail cases detained in local county operated jails. Data collected by the study team and compared with the monthly reports filed with the Department of Social Services, Division of Jail and Detention Services, indicate 429 additional cases of county jail detention in 1971 without legal documentation or record in the county juvenile files. (See Tables 3, 4, 5, & 6). Statistics from the Department of Social Services also indicate a total of 110 cases of juvenile jail detention in the municipal jails of North Carolina during 1971. (See Table 7).

Actual court record files indicate a wide variance in the types of cases represented by juveniles held in local adult facilities and an average stay of approximately two days. Several cases of children shown as neglect cases were also noted on local jail log books.

### Children Under 16 in Municipal Jails\*

January - December, 1971

Out of 99 operating municipal jails in North Carolina, an average of 60 submitted a population report each month in 1971. The following 18 municipal jails reported having confined juveniles in 1971. (\*From North Carolina Department of Social Services, Division of Jail and Detention Services.)

Municipality	County	No. of Months Reported	Juveniles Confined				
			Total	White		Non-white	
				Male	Female	Male	Female
Andrews	Cherokee	9	1	1	0	0	0
Ayden	Pitt	8	2	2	0	0	0
Benson	Johnston	2	2	2	0	0	0
Bethel	Pitt	12	10	0	0	5	5
Dunn	Harnett	9	3	0	0	0	3
Edenton	Chowan	11	4	3	0	0	1
Fair Bluff	Columbus	12	1	1	0	0	0
Farmville	Pitt	11	4	0	0	4	0
Hickory	Catawba	2	2	1	1	0	0
Kinston	Lenoir	12	53	18	5	22	8
Mt. Airy	Surry	7	6	4	0	1	1
Mooresville	Iredell	12	1	1	0	0	0
N. Kannapolis	Rowan	12	2	2	0	0	0
Roanoke Rapids	Halifax	12	7	2	1	4	0
Scotland Neck	Halifax	9	1	0	0	1	0
Southern Pines	Moore	12	7	1	3	3	0
Wake Forest	Wake	6	3	3	0	0	0
Warsaw	Duplin	4	1	1	0	0	0
TOTAL			110	42	10	40	18

TABLE 3 CHILDREN DETAINED IN NORTH CAROLINA - 1971

JUDICIAL DISTRICT	COUNTY	CHILDREN DETAINED IN COUNTY JAIL	CHILDREN DETAINED OTHER DETENTION HOMES	CHILDREN DETAINED LOCAL DETENTION HOMES	CHILDREN DETAINED WITH NO RECORD IN COURT FILE
1	CAMDEN				
	CHOVAN				
	CURRITUCK	7			1
	DARE	3			
	GATES				
	PASQUOTANK PERQUIMANS				
2	BEAUFORT	11			9
	HYDE				
	MARTIN	4			
	TYRRELL WASHINGTON	1			2
3	CARTERET	8			
	CRAVEN	62			4
	PANHICO	1			
	PITT	45			62*
4	DUPLIN	36			4
	JONES				
	ONSLOW	21			1
	SIMPSON	26			5
5	PENDER	5			2
	NEW HANOVER	297**			---
6	BERTIE				
	HALIFAX	50			7
	HERTFORD	1			1
	NORTHAMPTON	5			

TABLE 4 CHILDREN DETAINED IN NORTH CAROLINA 1971

JUDICIAL DISTRICT	COUNTY	CHILDREN DETAINED IN COUNTY JAIL	CHILDREN DETAINED OTHER DETENTION HOMES	CHILDREN DETAINED LOCAL DETENTION HOMES	CHILDREN DETAINED WITH NO RECORD IN COURT FILE
7	EDGECOMBE	36			7
	NASH	16			5
	WILSON	17			3
8	GREENE	1			
	LENOIR	49			3
	WAYNE	35			38
9	GRANVILLE	5			
	FRANKLIN	1	2		2
	PERSON	8	2		1
	VANCE	3			4
	WARREN	1			
10	WAKE	1		122	
11	HARNETT	11			
	JOHNSTON	3			7
	LEE	5			
12	CUMBERLAND	47			3
	Hoke	17**			
13	BLADEN	21			4
	BRUNSWICK				
	COLUMBUS	38			
14	DURHAM	6		114	2
15	ALAMANCE	38	9		23
	CHATHAM	7			
	GRANOE	8			

TABLE 5 CHILDREN DETAINED IN NORTH CAROLINA - 1971

JUDICIAL DISTRICT	COUNTY	CHILDREN DETAINED IN COUNTY JAIL	CHILDREN DETAINED OTHER DETENTION HOMES	CHILDREN DETAINED LOCAL DETENTION HOMES	CHILDREN DETAINED WITH NO RECORD IN COURT FILE
16	ROBESON	92			24
	SCOTLAND	29			16
17	CASWELL				
	ROCKINGHAM	11			2
	STOKES	2			
	SURRY	2			1
18	GUILFORD	2**		658	--
19	CABARRUS	42			20
	MONTGOMERY	8			
	RANDOLPH	19	12		12
	ROWAN	62	5		16
20	ANSON	4			
	MOORE				
	RICHMOND	11			13
	STANLY	6			
	UNION	2			
21	FORSYTH	1		341	14
22	ALEXANDER	9			10
	DAVIDSON	32			35
	DAVIE	1			1
	IREDELL	22			14
23	WILKES	26			4
	YADKIN	4			
	ALLEGHANY				
	ASHE	12			3

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TABLE 6 CHILDREN DETAINED IN NORTH CAROLINA - 1971

JUDICIAL DISTRICT	COUNTY	CHILDREN DETAINED IN COUNTY JAILS	CHILDREN DETAINED OTHER DETENTION HOMES	CHILDREN DETAINED LOCAL DETENTION HOMES	CHILDREN DETAINED WITH NO RECORD IN COURT FILE
24	AVERY				
	MADISON	1			
	MITCHELL				
	WATAUGA	6			2
	YANCEY				
25	BURKE	3			
	CALDWELL	13			6
	CATAWBA	35			13
26	MECKLENBURG	74		436	1
27	CLEVELAND	5			3
	GASTON	1		220	1
	LINCOLN	6			
28	BUNCOMBE			176	
29	HENDERSON	44			5
	RUTHERFORD	19			2
	MCDOWELL	12			1
	POLK				
	TRANSYLVANIA	10			
30	HAYWOOD	15			4
	JACKSON	5			1
	MACON	1			
	SWAIN	2			
	CHEROKEE				
	CLAY				
	GRAHAM	1			

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NOTES;

\*Jail detention figures for these counties included 62 children from Pitt County and 38 children from New Hanover County detained during civil disturbances.  
 \*\*These statistics were gathered from individual county jail records only.

## PROPOSED REGIONAL DETENTION SYSTEM

### REGIONAL DETENTION CENTERS

1,524 children under the age of 16 were confined in local county jails in the State of North Carolina during the year 1971. With the exception of a very small number who were transferred from detention homes for security reasons, these children were placed in jail due to the lack of juvenile detention homes in many areas of the state.

In order to avoid the destructive effects upon children of close confinement in jail cells, with minimal supervision, in enforced idleness and frequently in association with adult criminals, it is recommended that a plan for statewide juvenile detention service be adopted and implemented. For this purpose, it is proposed that the existing juvenile detention centers which are presently in operation in eight counties be assisted through state subsidy to extend detention services to nearby counties and that the state establish and maintain five regional juvenile detention homes to serve geographical areas of the state for which no juvenile detention facilities are available. (See Chart on page 89).

In estimating the need for detention facilities in future years the following data have been taken into consideration:

1. Number of children detained during 1971 in the 8 judicial districts which now have juvenile detention homes.
2. Number of children detained in local jails in counties which do not have juvenile detention facilities available to them.
3. Total population of each county.
4. Average daily population of the existing juvenile detention homes during 1971.
5. Capacity of the existing juvenile detention homes.

On the basis of this information it appears that a reasonable estimate of the number of children who will be detained in a given county would be one tenth of one percent of the total population of that county. A conservative estimate of the average length of stay in detention would be 10 days. On this basis, each bed in a detention home could accommodate 36 children during the course of a year.

During 1971, the average daily population of most of the existing detention homes was far below maximum capacity. Wide fluctuations in daily population must, of course, be expected, but in some instances the daily average was so low as to indicate that the detention home could provide detention for twice as many children without over-crowding and in other instances, an increase of 25 percent in the number of admissions could be absorbed safely.

It is recognized that there may be an increase in the population of particular counties during future years, but it is felt that such increase will be counter-balanced by a reduction in the detention of children for certain types of undisciplined behavior such as truancy.

With these factors in mind, it was concluded that the existing juvenile detention homes would be capable of extending service on a regional basis as shown in tables 8-15.

In order to provide for counties which would not have detention facilities available to them even if the existing detention homes were to extend service on a regional basis as indicated above, it will be necessary to establish new detention centers in five areas as shown in tables 16-20.

### UTILIZATION OF CENTERS

In planning for the use of regional detention centers, it is anticipated that there will be times when a particular county might have occasion to place children in a different detention center than at other times. For example, if the regional center at Fayetteville happened to be full a child from Sampson County could be detained in the regional center at Kinston. Similarly, if the Mecklenburg Diagnostic Center did not have space, a child from Cabarrus County could be taken to the regional center at Salisbury.

In such instances, the county which places a child in a detention center other than its own detention home would reimburse the state regardless of whether the detention home is county-operated or state-operated in accordance with a rate established to defray part of the per capita operating costs of such service. In the case of children detained in a detention home operated by the county itself, the state should provide a subsidy corresponding to the amount furnished by the state toward per capita operating costs in state-operated regional detention centers.

### CONSTRUCTION AND OPERATION

It is recommended that the state construct and operate the five proposed regional detention centers with the possible assistance of any federal funds which might be available for such purposes. In the event that any county or group of counties is willing and able to establish a new detention home, this would, of course, be an alternative possibility, but it appears that there is little likelihood of such plans materializing in view of the limited financial resources of the counties in areas where detention facilities are so urgently needed.

### ADMINISTRATION

It is recommended that the administration of the proposed regional detention centers be vested in an appropriate state agency. The staff engaged in operation of the various regional centers should be state employees and each center should be administered by a director with full

authority to manage the programs of the center in close co-operation with the courts and probation officers of the various judicial districts within his area, and in compliance with departmental standards and policies. (See Appendix G)

DETENTION SUBSIDY PROGRAM AND MINIMUM STANDARDS

It is recommended that responsibility for administration of the detention subsidy program be vested in the same state agency which is responsible for the development of minimum standards for juvenile detention homes since the implementation of such minimum standards will be greatly reinforced as a result of the detention subsidy.

It would also be desirable for the same bureau or department to have responsibility for the establishment and operation of the proposed regional juvenile detention centers in order to facilitate maximum coordination with these inter-related functions.

An annual contract should be negotiated between the State agency responsible for administration of the regional detention program and every local county operating its own detention facility. The contract should establish:

- 1) A per diem rate for reimbursement of boarders from adjoining counties, based on the local county's prior year per diem operating costs to be paid through the state agency to the county providing services.
- 2) A per diem rate of reimbursement from the state to the local county, operated institution for a percentage of costs of detention services provided children from the local county. (Recommended at a rate of 50 percent) See flow chart on page 88 ).
- 3) Regular reimbursement dates during the calendar year for receipt of state subsidy funds.
- 4) Controls by the local facility for acceptance of boarders based upon normal admission procedures, bed space available and prior notice of admission.

BUDGETARY RECOMMENDATIONS FOR THE ESTABLISHMENT OF A STATE-WIDE REGIONAL DETENTION SYSTEM FOR JUVENILES  
(1972 cost estimate)

Expenditures

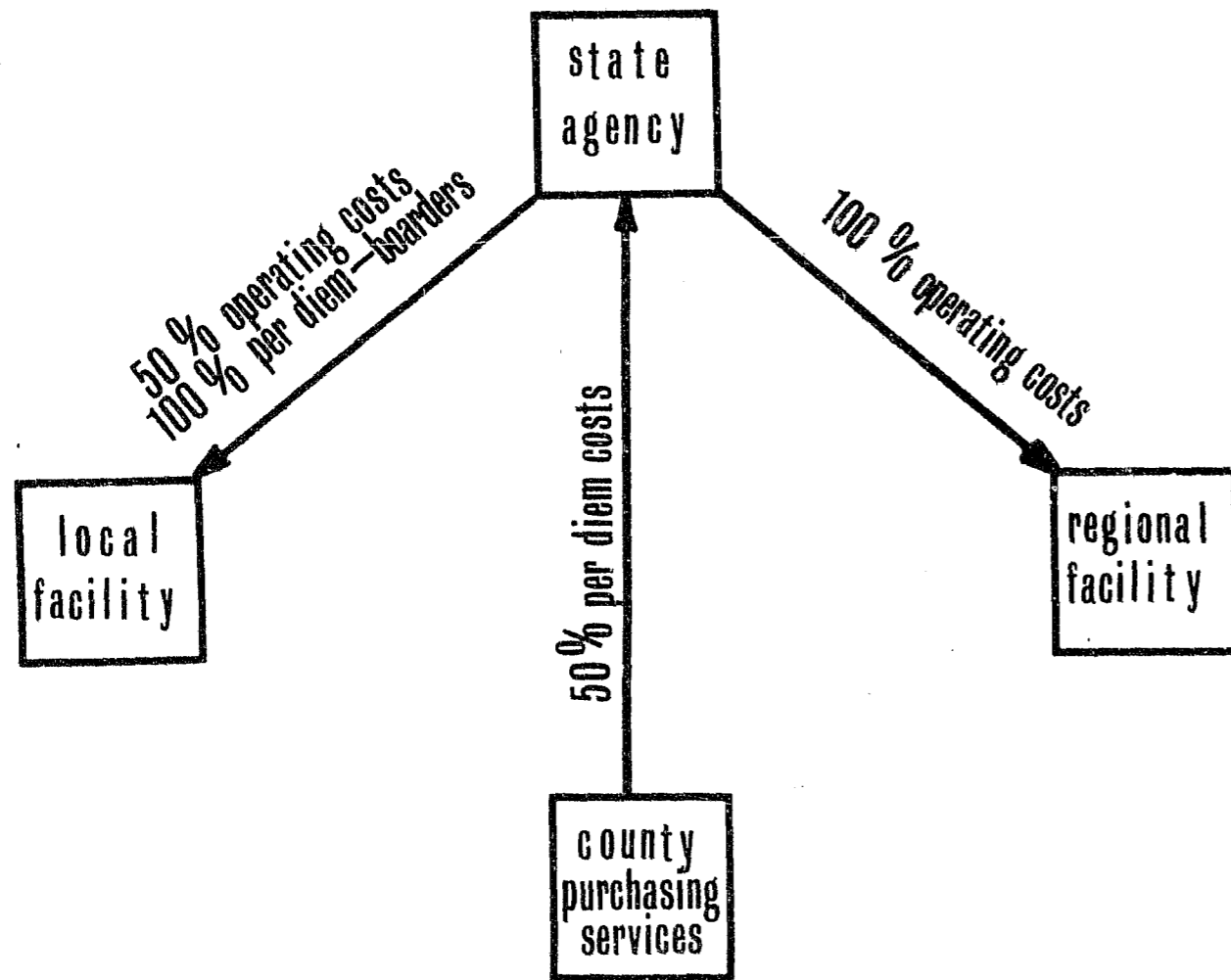
Grants in aid to improve existing detention facilities  
(50 percent match with local funds for 2 years) \$150,000.00

Initial land acquisition, architects fees, and construction of 5 regional centers (estimated cost 20- bed facility) \$400,000 1973 Construction Timetable	\$2,000,000.00
Operating costs first year \$250,000 for 5 regional centers	\$1,250,000.00
Administrative costs for State agency operating regional facilities and subsidy program (1st yr.)	\$ 110,000.00
Estimated first year state subsidy for local existing detention centers. (Based upon average estimated center population x \$35.00 per diem x 50%)	\$ 512,227.00

Receipts

First year (5 centers operating) Reimbursements for per diem costs (50%) from counties using regional state detention centers.	\$ 376,862.00
(Based upon average estimated center populations x \$35.00 per diem x 50%)	





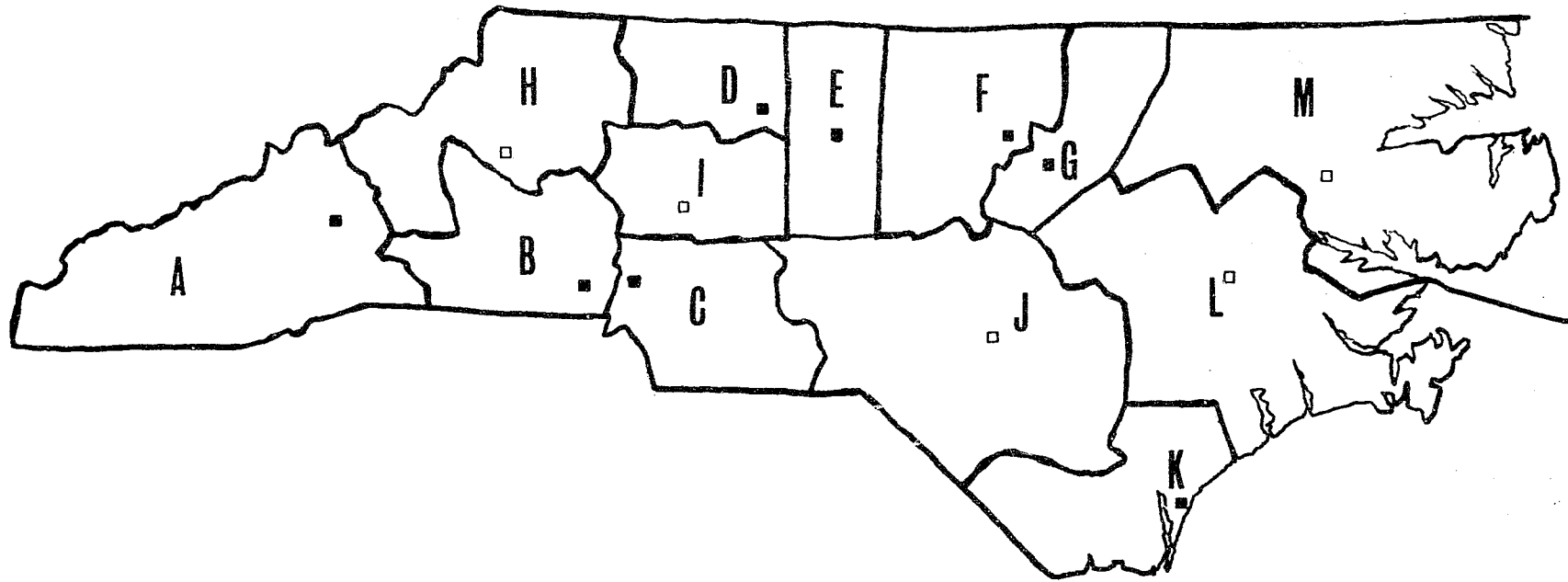
**SUBSIDY PROGRAM**

Financial Flow Chart

**CONTINUED**

**1 OF 2**

PROPOSED REGIONAL DETENTION SYSTEM  
SHOWING EXISTING AND RECOMMENDED FACILITIES



- Existing Local Juvenile Detention Centers
- Proposed State Regional Detention Centers

TABLE 8 Existing Juvenile Detention Homes

AREA A

District	County	Capacity	Population Avg. Daily 1971	Admissions 1971	County Jail Detention 1971	County Population 1970	Estimated Detained Cases	Estimate of Avg. Number Beds Needed
28	Buncombe	16	4.1	220	0	145,056	145	4.1
30	Cherokee				0	16,330	16	.5
30	Clay				0	5,180	5	.1
30	Graham				1	6,562	6	.2
30	Swain				2	7,861	8	.2
30	Macon				1	15,788	16	.5
30	Jackson				6	21,593	22	.6
30	Haywood				19	41,710	42	1.2
24	Madison				1	16,003	16	.5
29	Henderson				49	42,804	43	1.3
29	Transylvania				10	19,713	20	.6
	TOTALS			220	89	338,600	339	9.8

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TABLE 9 Existing Juvenile Detention Homes

AREA B

District	County	Capacity	Population Avg. Daily 1971	Admissions 1971	County Jail Detention 1971	County Population 1970	Estimated Detained Cases	Estimate of Avg. Number Beds Needed
27	Gaston	12	3.3	220	2	148,415	148	4.1
27	Cleveland				8	72,556	73	2.0
27	Lincoln				6	32,682	33	.9
29	Rutherford				21	47,337	47	1.3
25	Catawba				53	90,873	91	2.5
	TOTALS			220	90	391,863	392	10.8

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TABLE 10 Existing Juvenile Detention Homes

AREA C

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimate of Avg. Number Beds Needed</u>
26	Mecklenburg	32	18	509	74	354,656	355	9.9
20	Union				2	54,714	55	1.5
19	Cabarrus				74	74,629	75	2.1
20	Stanly				6	42,822	43	1.2
20	Anson				4	23,488	23	.6
	TOTALS			509	160	550,309	551	15.3

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TABLE 11 Existing Juvenile Detention Homes

AREA D

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimate of Avg. Number Beds Needed</u>
21	Forsyth	17	13.5	341	1	214,348	214	5.9
23	Yadkin				4	24,599	25	.7
17	Stokes				2	23,782	24	.7
17	Surry				3	51,415	51	1.4
	TOTALS			341		314,144	314	8.7

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TABLE 12 Existing Juvenile Detention Homes

AREA E

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimated Avg. No. Beds Needed</u>
18	Guilford	24	12.5	658	2	288,590	288	9.0
17	Rockingham				13	72,402	72	2.0
19	Randolph				31	76,358	76	2.1
19	Montgomery				<u>8</u>	<u>19,267</u>	<u>19</u>	<u>.5</u>
	TOTALS				54	456,617	455	12.6

TABLE 13 Existing Juvenile Detention Homes

AREA F

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimated Avg. No. Beds Needed</u>
14	Durham	12	2.3	371	8	132,681	132	3.6
15	Alamance			9	61	96,362	96	2.7
15	Chatham				7	29,554	30	.8
15	Orange				8	57,707	8	.2
17	Caswell				0	19,055	19	.5
9	Person				9	25,914	26	.7
9	Granville				<u>5</u>	<u>32,762</u>	<u>33</u>	<u>.9</u>
	TOTALS				98	394,035	344	9.4

TABLE 14 Existing Juvenile Detention Homes

AREA G

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimated Avg. No. Beds Needed</u>
10	Wake	14	4.9	225	1	228,453	223	7.0
9	Franklin				3	26,820	27	.8
9	Vance				7	32,691	33	.9
9	Warren				<u>1</u>	<u>15,810</u>	<u>16</u>	<u>.4</u>
	TOTALS				12	303,774	304	8.8

TABLE 15 Existing Juvenile Detention Homes

AREA K

<u>District</u>	<u>County</u>	<u>Capacity (Standards)</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Future Estimated Detained Cases</u>	<u>Estimated Avg. No. Beds Needed</u>
	New Hanover	18	N/A-1971	N/A-1971	297	82,996	83	2.3
	Pender				7	18,149	18	.5
	Brunswick				0	24,223	24	.7
	Columbus				<u>38</u>	<u>46,937</u>	<u>47</u>	<u>1.3</u>
	TOTALS				342	172,305	172	4.8

TABLE 16 Proposed Regional Detention Homes

AREA H - Lenoir, North Carolina

District	County	Capacity	Population Avg. Daily 1971	Admissions 1971	County Jail Detention 1971	County Population 1970	Estimated Detained Cases	Estimated Avg. Daily Number Beds Needed
25	Caldwell	16	-	-	19	56,699	57	1.6
23	Alleghany				0	8,134	8	.2
23	McDowell				13	30,648	31	.9
24	Yancey				0	12,629	13	.4
24	Mitchell				0	13,447	13	.4
24	Avery				0	12,655	13	.4
24	Watauga				8	23,404	23	.6
23	Ashe				15	19,571	20	.6
23	Wilkes				30	49,524	50	1.4
22	Alexander				<u>19</u>	<u>19,466</u>	<u>19</u>	<u>.5</u>
	TOTALS				104	246,177	247	7.0

TABLE 17 Proposed Regional Detention Homes

AREA I - Salisbury, North Carolina

District	County	Capacity	Population Avg. Daily 1971	Admissions 1971	County Jail Detention 1971	County Population 1970	Estimated Detained Cases	Estimated Avg. Daily Number Beds Needed
19	Rowan	20	-	-	78	90,035	90	2.5
22	Davidson				67	95,627	96	2.7
22	Davie				2	18,855	19	.5
22	Iredell				<u>36</u>	<u>72,197</u>	<u>72</u>	<u>2.0</u>
	TOTALS				183	276,714	277	7.7

TABLE 18 Proposed Regional Detention Homes

AREA M - Williamston, North Carolina

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimated Avg. Daily Number Beds Needed</u>
2	Martin	15			4	24,730	25	.7
7	Edgecombe				43	52,341	52	1.4
6	Halifax				57	53,884	54	1.5
7	Nash				21	59,122	59	1.6
6	Bertie				0	20,528	20	.6
6	Northampton				0	24,009	24	.7
6	Hertford				2	23,529	24	.7
2	Beaufort				20	35,980	36	1.0
2	Hyde				0	5,571	6	.2
1	Dare				3	6,995	7	.2
2	Tyrrell				0	3,806	4	.1
2	Washington				3	14,038	14	.4
1	Chowan				0	10,764	10	.3
1	Perquimans				0	8,351	0	.2
1	Pasquotank				0	26,324	27	.3
1	Camden				0	5,453	5	.1
1	Currituck				8	6,076	7	.2
1	Gates				0	8,524	0	.3
	TOTALS				161	301,425	330	11.0

TABLE 19 Proposed Regional Detention Homes

AREA L - Kinston, North Carolina

<u>District</u>	<u>County</u>	<u>Capacity</u>	<u>Population Avg. Daily 1971</u>	<u>Admissions 1971</u>	<u>County Jail Detention 1971</u>	<u>County Population 1970</u>	<u>Estimated Detained Cases</u>	<u>Estimated Avg. Daily Number Beds Needed</u>
3	Lenoir	20	-	-	52	55,204	55	1.5
4	Onslow				22	103,126	103	2.9
4	Duplin				40	38,015	38	1.1
3	Wayne				73	35,408	35	2.4
11	Johnston				16	61,737	62	1.7
4	Jones				0	9,779	10	.3
3	Craven				66	62,554	63	1.8
3	Pitt				107	73,900	74	2.1
3	Green				1	14,967	15	.4
7	Wilson				20	57,486	57	1.5
3	Carteret				8	31,603	32	.9
	TOTALS				405	593,779	594	16.6



TABLE 20 Proposed Regional Detention Homes

AREA J - Fayetteville, North Carolina

District	County	Capacity	Population Avg. Daily 1971	Admissions 1971	County Jail Detention 1971	County Population 1970	Estimated Detained Cases	Estimated Avg. Daily Number Beds Needed
12	Cumberland	20	----	----	50	212,042	212	5.9
16	Scotland				45	26,929	27	.8
12	Hoke				17	16,436	16	.5
16	Robeson				116	84,842	85	2.4
11	Harnett				11	49,667	50	1.4
20	Moore				0	39,048	39	1.1
13	Bladen				25	26,477	26	.7
20	Richmond				24	39,899	40	1.1
11	Lee				5	30,467	30	.8
4	Sampson				31	44,594	45	1.3
	TOTALS				324	570,401	570	16.0

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## REVISION OF MINIMUM STANDARDS

Standards relating to security and personnel are briefly alluded to in the General Statutes of North Carolina, Chapter 110, Art. 2, Juvenile Services; The Commissioner of Social Services was mandated to develop and publish minimum standards for the operation of local confinement facilities, G.S. Chap. 153-52. The minimum standards for the Operation of Local Confinement Facilities was published by the Department of Social Services on November 6, 1968 and Section X and Section XII, Appendix B refer specifically to juvenile detention.

## RECOMMENDATION

That a separate publication be issued which specifies minimum standards for juvenile detention facilities.

It is assumed that the minimum standards were set in order to improve the general detention services as practiced in the state and that they were acceptable to the allocating bodies and others. A separate publication would enhance the understanding of the standards among those directly involved in the field and could further clarify the role of the State Departments responsibility for the semi-annual inspection and evaluation of juvenile facilities.

State operated regional juvenile detention facilities would be expected to meet the minimum standards as published and should strive to exceed these standards in order to achieve a leadership role in efforts to achieve a positive change in detention and other child care services throughout the state.

It appears that a separate publication would improve the understanding and expectations on the part of all concerned and, to further this end, the standards should be specifically identified, isolated and numerically listed, i. e., Standard No. 1... , in the areas of:

1. Admission Control and Procedures
2. Administration
3. Personnel
4. Program
5. Medical Services
6. Physical Facilities
7. Clinical Services

The existing standards as published by the Department of Social Services in 1968 should be revised by the appropriate state department in a format that explicitly details desirable practices in precise language. The Desirable Standards of philosophy and function, as expressed in the existing narrative form in Section XII, Appendix B, MINIMUM STANDARDS FOR THE OPERATION OF LOCAL CONFINEMENT FACILITIES, should be retained and incorporated into a policy and procedures manual and made available to interested parties. The development of this publication should include those persons and groups as recommended.

Consideration should be given to the following concepts and suggestions:

ADMISSION CONTROL PROCEDURES

- STANDARD NO. 1 - Policies regarding admission and intake procedures, in accordance with the appropriate general statutes, shall be made available in written form to enforcement agencies, schools, court and detention staff and all other interested parties.
- STANDARD NO. 2 - Inter-agency agreements regarding the above policies shall be reduced to written form.
- STANDARD NO. 3 - Policies and procedures for admission shall include a prescribed method of obtaining authorization to detain from the judge or his delegated representative who is responsible for screening all requests for detention.

COMMENT

This screening process is not required by statute but the Administrative Rules of Procedure, 1970, indicates that the clerk of the court should consult the District Counselor or others to seek alternatives. It is recommended that all requests for detention be screened in all jurisdictions by persons other than the clerk of the court.

- STANDARD NO. 4 - An inter-agency agreement between the court and the school administration shall be reduced to writing which prohibits school truancy behavior from being a legitimate reason for detention.
- STANDARD NO. 5 - The legal rights of children and parents shall be prepared in written form and presented and interpreted to the child/and/or parent at the time of detention by either law enforcement, the clerk, the court or the detention staff.
- STANDARD NO. 6 - The immediate custody order or the detention order form should accompany the child to the detention home and shall become a part of the permanent record. In any case the form shall be entered into the permanent detention record no later than the next working day.

STANDARD NO. 7 - A court prepared form shall be filled out by the person requesting detention and shall list the reason for the detention request, details of the alleged offense, social information and whether or not the parents have been notified.

STANDARD NO. 8 - If a request for detention is denied, the enforcement agency shall be notified of the denial and informed of the alternative action taken.

STANDARD NO. 9 - A court designated representative should visit the child on the day following the decision to detain in order to give supportive counseling and to review the necessity of continued detention.

COMMENT

This is especially desirable in cases when the detention decision is made after court hours or when the crisis leading to detention is thought to be open for re-evaluation.

ADMINISTRATION

- STANDARD NO. 1 - Administrative responsibility for the operation of the detention service shall be clearly defined in written form. Lines of authority shall be reduced to chart form and made available to interested parties.
- STANDARD NO. 2 - A citizen's advisory council shall be established for and by each detention home in order to facilitate community understanding of the service and to gain support for the improvement of the facility and the program. Sub-committees should be formed within the council to address the areas of budget, program donated funds and volunteer services, personnel needs, public relations and building and equipment needs. (See Appendix H "Advisory Councils")
- STANDARD NO. 3 - The administrator and the advisory council should develop written procedures for communication between the council, administrator, staff, agencies and community.
- STANDARD NO. 4 - Where it exists, the detention administrator should be a member of the community's child welfare service planning body.

- STANDARD NO. 5 - The administrative agency should establish a regular program of research and evaluation in cooperation with local colleges and universities for the purpose of discerning the effectiveness of its service and to explore alternate methodologies and procedures.
- STANDARD NO. 6 - The administrator should strive for resources such as public or private funds to develop program experimentation in the field of detention and group care in general.

#### PERSONNEL

- STANDARD NO. 1 - Detention Superintendent: Shall have a minimum of a bachelors degree in one of the behavior sciences and desirable experience of a supervisory nature in a residential child care setting.

Assistant Superintendents and/or Detention Case-worker: Shall have a minimum of a bachelors degree in one of the behavior sciences and desirable experience in a residential or day care child care setting or in a child welfare agency.

#### COMMENT

It is desirable that both of the above positions be filled when possible by persons with a graduate training in social work, psychology or a related field.

Supervisors and Group Counselors: Shall have a high school education and have some educational back ground either through formalized education or in-service training in child behavior and development plus appropriate experience with children and youth in a group care setting.

Detention Group Counselors and Attendants: Shall have a high school education and an expressed or demonstrated interest in children and youth.

All Other Staff: Should have training, experience and competency in job role being performed plus a demonstrated interest and ability to interact with children and youth in a positive manner.

- STANDARD NO. 2 - Job descriptions shall be provided in written form stating qualifications desired, job junction and performance expectations.
- STANDARD NO. 3 - Orientation for new employees and an on going in-service training and staff development program shall be developed in a formalized manner and staff shall be encouraged to further their training and knowledge in the areas of group care and individual behavior through participation in workshops, seminars, conferences and college and university courses.
- STANDARD NO. 4 - Time off for attendance at professional meetings, conferences and workshops shall be provided.
- STANDARD NO. 5 - A line item in the operating budget shall be included for training purposes to be expended at the discrimination of the responsible administration.
- STANDARD NO. 6 - All employees who are not retained in a contractual basis should be eligible for all employment benefits available to other employees of the administering body.
- STANDARD NO. 7 - Staff-child ratio shall allow for no more than a maximum of 12 children under the direct supervision of one person at any time.
- STANDARD NO. 8 - Male and female group counselors shall be available to the detention population at all times, including the night shift.
- STANDARD NO. 9 - Time on the job should be based on a 40 hour work week or a variation thereof which requires no more than 80 hours in a two week period.

#### PROGRAM

- STANDARD NO. 1 - Methods of discipline and control shall be in written form and written reports of disciplinary and other controlling actions shall be available to appropriate parties.
- STANDARD NO. 2 - Written observations of the child's behavior while in detention shall be provided to the agency or persons responsible for the long range planning for the child.

#### COMMENT

Such observations can be invaluable in determining the real behavior pattern of the child and this aid to the diagnostic function of the planning agency is often ignored.

STANDARD NO. 3 - An educational program shall be provided and shall be designed to meet the specific needs of the children and competent instruction shall be provided in conformance with requirements of the State Board of Education. The program should be administered by the appropriate local school district.

STANDARD NO. 4 - Volunteer services shall be made full use of and the volunteer program shall be outlined in written form. Special projects and permanent programs should be made known to the community in general and to church, civic and service groups specifically.

STANDARD NO. 5 - A volunteer training program shall be formalized and volunteers should be as aware of their duties, responsibilities and rights as any regular paid staff member. (See Appendix E)

STANDARD NO. 6 - Coeducational and corecreational programs shall be provided as well as separate activities appropriate to the different interests and needs of boys and girls.

STANDARD NO. 7 - Recreational programs shall provide a variety of activities including the usual arts and crafts and sports programs. In addition, free choice activities shall be made available and opportunities for social activities which involve boy-girl and children-adult groups.

STANDARD NO. 8 - Activities shall be planned by one specified staff member in order to insure continuity of the program.

COMMENT

Detention homes with a population of 20 children or more should have a full time recreation and activities worker whose sole responsibilities are to plan and conduct such activities, supervise volunteer services and to obtain cooperation from the community in providing funds, materials and services for the detention home.

STANDARD NO. 9 - Community resources such as libraries, parks, swimming pools, zoos and special musical and sports events should be utilized as an on-going component of the activities program.

COMMENT

Allowing the detained child to participate in activities outside the detention home is normal in various locales throughout the nation. Other detention homes, however, do not allow such participation and view the idea with skepticism. If, historically, such community activities have been avoided and the detention home wishes to experiment, appropriate screening of children should be employed. Obviously, if a child's offense has aroused the community negatively it would damage the home's relationship with the community if the child were to truant while attending a circus, for instance. All detention homes which utilize community resources practice some sort of screening process and do not indiscriminately send children into the community. Children chosen for such activities are under supervision but are primarily responsible for their own behavior and for their own decision concerning truanting from the group. Experience indicates that children can and do accept the responsibility and truanting is negligible. The true interest and philosophy of detention services can usually be discerned in a given community by observing the attitudes toward community activities as expressed by the court, the detention staff and the community at large. Community activities will usually be avoided as undesirable if the detention process is considered as primarily a punitive device and children are viewed as needing control, sanction and punishment as opposed to needing help in integrating into the community.

STANDARD NO. 10 - Religious services of all faiths shall be provided. Attendance should be encouraged but shall not be compulsory.

COMMENT

In many larger communities a church origination assigns a minister as a full time institutional chaplain. This person can be utilized to plan and direct the religious program. In other communities a minister can usually be found who will volunteer to perform this job. Often there are competing religious factious in a community and the detention home administration should not be placed in the position of arbitrator of this healthy competition.

STANDARD NO. 11 - Children should perform normal housekeeping chores but shall not be used as substitutes for needed janitorial and/or caretaking staff positions.

STANDARD NO. 12 - Library facilities shall be a part of the activities program and shall be stocked with appropriate, contemporary books and periodicals of interest to the age group of the detention population.

STANDARD NO. 13 - Planning of the activities program should include the ideas and expressed desires of the appropriately children.

COMMENT

A program that is not relevant to, is not accepted by, nor considered interesting by the children is of little value. Committees of children and staff can be formed and, with skillful handling the children can make a significant contribution to the program. This in addition gives the child some sense of control over his daily activities, thus avoiding the boredom of regimentation.

STANDARD NO. 14 - Visiting regulations shall be flexible and visitation by appropriate persons shall be encouraged. A list of authorized visitors should be supplied to the detention home staff by the person responsible for the case at the earliest time possible following admission to detention.

STANDARD NO. 15 - Corporal punishment or physical assault on a child by a staff member shall be cause for immediate dismissal.

MEDICAL SERVICES

STANDARD NO. 1 - A registered nurse shall be assigned by the county health department to coordinate and carry out the medical program.

STANDARD NO. 2 - Each child shall be given a medical examination - preliminary for communicable disease by the nurse and thorough by an M.D. - as soon as possible following admission to the detention home. A medical history form should be completed at this time and made a permanent part of the child's folder.

STANDARD NO. 3 - A physician or intern physician shall be contracted with to perform routine examinations and to consult on medical emergencies and problems.

STANDARD NO. 4 - Physical care, including diet, shall conform to the regulations as established by those state and local agencies having such authority.

STANDARD NO. 5 - Medications prescribed and administered to a child shall be recorded and made a part of the child's permanent folder.

PHYSICAL FACILITIES

COMMENT

The design and construction of institutional detention homes is a highly specialized field due to the junctional demands required of the structure. Prototype facilities exist and the past experience of architects and detention administrators and live staff have been utilized in these recommendations. The material in Architects Guide Appendix I can be reduced to itemized standards with ease and it is more appropriate that the appointed minimum standards committee refine the material to the mutual agreement of all members.

STANDARD NO. 1 - Architectural plans for the proposed constructive or remodeling of a juvenile detention facility shall be subject to approval by the state agency or department as designated by the state legislature or as promulgated by an authorized state agency or department.

CLINICAL SERVICES

- STANDARD NO. 1 - Psychiatric and psychological diagnosis and treatment resources shall be contracted for through private practitioners or mental health clinics located in the community or in the area.
- STANDARD NO. 2 - When psychiatric or psychological information on a child is available such information should be shared with the appropriate detention home staff.
- STANDARD NO. 3 - Written agreements shall exist between the administrative agency of the detention home and a psychiatric residential treatment center or hospital. The agreement shall define policies and procedure for the transfer of children who exhibit symptoms indicating the need of psychiatric care.
- STANDARD NO. 4 - Children shall not be detained solely for clinical evaluation.
- STANDARD NO. 5 - Case conferences should be routinely held on detained children referred for clinical evaluation and should include all staff in current contact with the child.

GENERAL COMMENTS

The purpose, function and role of any agency will dictate the types of standards which are developed. If we subscribe to the philosophy that detention should not be used as a punishment or to "teach a lesson", then we must assume that the service performs some other function.

As in most instances, the truth lies somewhere between theory and practice. Experience and empirical research indicates that detention used as punishment and as retaliatory "education", contrary to our intent, often solidifies already existing anti-social and hostile attitudes. If the youth's already existing problem with authority is aggravated and this aggravation is again turned on society, then a negative, punitive detention experience has only compounded the existent problem. Therefore, detention should not perpetuate the ineffective function of jails and prisons and the subtle inference that detention is akin to both by combining and generalising the standards merely perpetuates for both detention and jails in one document a general attitude which rejects the theoretical helping role of detention services.

Juvenile court judges, court counselors and others as designated by the judge have the responsibility to carefully screen and select those children and youth who are in need of secure detention in order to protect either the child or the community and, hopefully, not in order to punish the child or to satisfy the communities need for retaliation. If they are unable to evaluate and screen such children either because they do not subscribe to the helping principle or because they do not have other child

welfare services available, they will automatically tend to incarcerate them. Such decisions are based on the fact that the community has no other programs or facilities which will allow an alternative decision. The tendency is then to believe that secure detention facilities should be developed with precedence over all other services.

The resultant problems of such lack of total child and welfare services cannot be offset or solved by the inappropriate use of detention services. Detention is not a substitute for other children's services, including public education programs, and this should be the primary consideration when standards are developed.

The number of children detained varies according to local custom, local philosophy and interpretation of detention function by individual judges and court counselors. It also varies according to the adequacy and number of court counselors and to the availability of other child welfare services in the community.

The need for regional detention services is an indisputable fact and is dealt with in great detail in other sections of this report; how much of a need actually exists must be approached from both a theoretical and a practical view point.

Theoretical determinant of need cannot be ignored if a wide range of delinquency programs, including detention, are to be developed and we cannot ignore the impact of such programs on an apparent need for secure detention services. However, until such time as this range of delinquency programs can be provided, practical determinants must be taken into account if the archaic practice of detaining children in jails is to be alleviated.

When area data is analyzed, it is obvious that local custom, historically inherent and traditionally perpetuated, is influencing the use of secure detention. The decision to detain a child often emanates from the precedence of tradition and at times from political considerations. There appears to be no uniformity of philosophy or practice in the areas as in the counties within the areas. A 20 bed detention facility located in an area where past detention practices have not been uniform can create a situation conducive to misuse and abuse of the detention service.

It is therefore crucial to develop a statement of minimum standards which reflects uniform procedures and policies of admission and program for all areas, based on an enlightened interpretation of detention function.

Uniform child care practices within each detention home should be required. Encouragement to conform to standards (enforcement through licensing authority is desirable) can counteract the tendency toward misuse and abuse and can alleviate consideration of expanding the bed capacity of a facility in the future; it also can control the inherent problem of over crowding in a detention home.

## UNIFORM PROGRAM FOR JUVENILES

Every child who becomes involved in difficulty with the law in the State of North Carolina should have as a right, access to uniform quality programs, services, and facilities no matter where the child resides in the state.

Starting from the premise that the state should develop 13 secure regional detention centers it is suggested that serious consideration be given to the establishment or expansion of what might be called a "circle of services" that children in difficulty with the law need.

### SYSTEM OF COURT COUNSELING

All the courts in the state working with children should have available sufficient numbers of state court counselors to give quality case-work service to the children coming to their attention.

All state court counselors should meet professional standards and should be subject to the civil service system.

### COURT COUNSELING INTAKE SERVICE

The state court counseling system should provide for a court counseling intake service. Court intake counseling of children means that all cases of children referred to the court system would first be referred to the intake service. Here the state court counselor would evaluate the case and take appropriate action. The purpose of the intake service is to screen out and also work with the children who do not need to have a court hearing. The intake court counselor, after evaluation of the case, could refer the child to an appropriate agency in the community to receive service or the intake court counselor could supervise the child for a time period up to six months. If the intake court counselor working with the child, parents, and petitioner can resolve the problems to the satisfaction of everyone concerned the case would be closed. All intake work with the child would be confidential and would not constitute a court record with the child.

It is important to note that the child, parents and petitioner must agree to enter this intake case work process on a voluntary basis. If any of the parties concerned wished to have a court hearing, the intake counselor would refer the case to the court clerk for the signing of a petition.

This intake service would help alleviate the work of the court and still help the child. It would leave the judge with time to hear the more complex court cases involving children in trouble.

## SUPPLEMENTAL AND ALTERNATIVE PROGRAMS

### YOUTH SERVICE BUREAUS

The creation of Youth Services Bureaus to serve a variety of functions relevant to delinquency and related problems in the State of North Carolina is recommended.

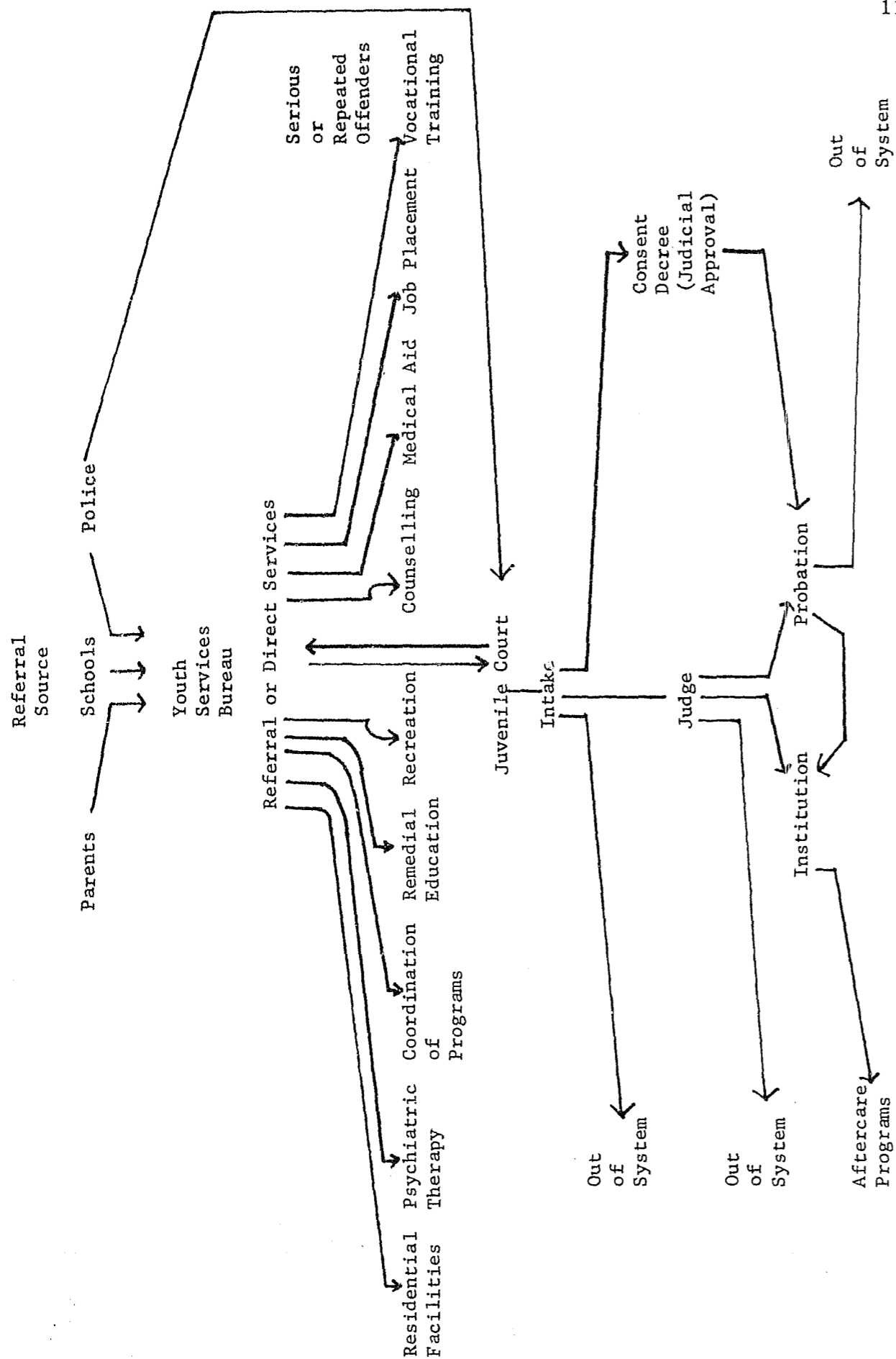
According to the President's Commission of Law Enforcement and Administration of Justice:

"An essential objective in a community's delinquency control and prevention plan should, therefore, be the establishment of a neighborhood youth serving agency, a Youth Services Bureau, with a broad range of services and mandatory functions. Such an agency ideally would be located in a comprehensive community center and would serve both delinquent and nondelinquent youths. While some of the referrals would normally originate with parents, schools and other sources, the bulk of the referrals could be expected to come from the police and the juvenile court intake staff, and police and court referrals should have special status in that the Youth Services Bureau would be required to accept them all..."

The location of the Youth Services Bureau in relation to other agencies is specified in the Commission's Proposed Juvenile Justice System. This proposed system is presented on the following page.

Thus, in a systemic sense the Youth Services Bureau should receive referrals from both community agencies and from the juvenile court. It should make referrals to other specialized community agencies and to the juvenile court.

The recommended Youth Services Bureaus should serve a variety of functions. These include the following: (1) The Bureaus should have the main responsibility for the coordination of services on a practical, day-to-day basis. They should function so as to avoid the too common phenomena of youths moving from one agency to another collecting referral slips. (2) The Bureau should move to fill the existing gaps in services. A primary aspect of this function would be the provision of alternatives for the juvenile courts. Potentially valuable alternatives include such things as group homes, half-way houses, group counseling programs, and so forth. Also they should be flexible enough to be able to meet those future needs for services which may develop. The provision of necessary services involves effective use of available referral sources, the development and/or cultivation of new referral sources, and the instigation of a variety of programs within the Bureaus themselves. (3) The Bureaus should be capable of providing extensive diagnostic services, both independently and in cooperation with existing agencies. These diagnostic services would be especially valuable for the juvenile courts and probation departments. The Bureaus should also be responsible for facilitating differential treatment based on diagnosis. (4) The Bureaus should have the resources to conduct extensive research regarding youth problems in their service area. Research should concentrate both on within-person



Juvenile Justice System as Proposed by President's Commission

factors contributing to delinquency and, also on the identification of factors in the socio-cultural environment which in some may encourage delinquency. The Bureaus should take the initiative in establishing systematic research programs and should involve the resources of the universities in the area. (5) The Bureaus should take the initiative in establishing much needed delinquency prevention programs. These programs would serve to keep youths from entering the juvenile justice system and would thus reduce the court and probation caseload. Some programs may be most profitably jointly sponsored and operated with other community agencies, while other programs may be best conducted solely by the Bureaus.

In an ideal sense the recommended Youth Services Bureaus would involve several internal components. These would include the following: (1) an intake and referral unit; and (2) a variety of specialized programs; (3) a community relations and resource develop unit; (4) a diagnostic unit; and (5) a research component.

The proposed Youth Services Bureaus should not be seen by existing agencies as threats to their programs and activities. Rather the Bureau should be regarded as supplemental and complimentary to existing agencies. The Bureaus would be concerned with filling needs which existing agencies, due to a variety of reasons, cannot now meet; and with coordinating the existing agency resources for a comprehensive attack on youth problems.

TRUANCY CASES IN THE COURT

In regards to school truancy cases, very serious consideration should be given to taking truancy cases out of the court system entirely. Truancy is a symptom of other problems whether it be a personality problem within the truant, problems in the family living situation, problems within his peer group, problems within his learning ability or problems within the school curriculum or school system.

It does not make sense to send a truant to a state institution at the present cost of institutionalization. Rather, school systems could use this money to experiment with innovative programs to meet the needs of the truant. Maybe the answer is a more informal approach to the educational process or more emphasis for the truant to be placed in an educational program with true vocational goals rather than college preparatory goals. A combination of school and work programs should also be considered.

SHELTER CARE FACILITIES

In addition to the regional secure detention centers, shelter care facilities as an alternative to detention, should be developed in each judicial district. Shelter care is the temporary care of children in physically unrestricting facilities pending return to their own home, or placement in foster homes, group homes, or institutions. Shelter care may be given in foster homes, subsidized to be available 24 hours a day, or in group homes or special temporary care institutions.



### PSYCHIATRIC SERVICES

Often the courts detain or commit children so that a psychiatric study can be made. Whenever possible the child should be allowed to remain in his own home during the course of this study. Many children can continue to live at home and attend school while the evaluation is taking place. Clinical service should be provided throughout the state on an out-patient basis.

It should be recognized that good communications among judges, psychiatrists and court counselors is of prime importance and must be maintained. Conferences among these professions should lead to more appropriate referrals to the clinic and it is possible that with proper guidance from the clinic staff the state counselors could better supervise children under their care.

Such procedures could save detention time, court time and court counselor time in addition to providing better service to the child.

### COMMUNITY GROUP HOME

The courts too often have not had too many choices in formulating rehabilitation plans for children. An oversimplification of this dilemma was either to place a child on probation or send a child to a juvenile institution. There was no "inbetween program". How often has the court heard cases where the child could not function in his or her own home and yet upon evaluation it was felt that the child should not be sent to an institution. These are the children who could benefit from living in community group homes under proper supervision.

The court counselor at the intake service, after evaluation, could refer a child to the child welfare department of social services, and the social services department would determine whether the child was a proper candidate for their community group home for children.

It is also recommended that community group homes be established for the use of the court counselor only in placing children whom the court has placed on probation. This is the type of child who is either not working out on probation in his own home or who the court feels should be sent to the group home at the initial court disposition as a condition of probation.

The cost of the operation of this type of community group home would be shared 50 percent by the county government and 50 percent by the state government.

The capacity of the home would be no more than seven children. These children would attend school, work or both.

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**END**