

PERFORMANCE AUDIT

of the

YOUTH DEVELOPMENT CENTERS AND  
JUVENILE DETENTION CENTERS

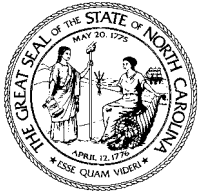
Within the

NORTH CAROLINA DEPARTMENT OF JUVENILE JUSTICE  
AND DELINQUENCY PREVENTION

OFFICE OF THE STATE AUDITOR  
RALPH CAMPBELL, JR.  
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**MAY 2003**





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May 7, 2003

The Honorable Michael F. Easley, Governor  
Secretary George L. Sweat  
Department of Juvenile Justice and Delinquency Prevention  
Members of the North Carolina General Assembly

Ladies and Gentlemen:

We are pleased to submit this performance audit of the ***Youth Development Centers and Juvenile Detention Centers within the North Carolina Department of Juvenile Justice and Delinquency Prevention.***

This report consists of an executive summary and findings and recommendations that contain program overview information. The objectives of the audit were to: 1) examine how the physical conditions of the facilities affect security, including the process for reporting incidents of possible abuse and neglect at the Youth Development Centers, 2) determine the effectiveness of the training, education, treatment, and rehabilitation programs, 3) determine the current staffing levels at the Central Office and the Centers and the type and quality of training provided for staff, and 4) examine the Department's use of technology for management of juvenile information and reporting purposes and other management control procedures. Secretary Sweat has reviewed a draft copy of this report. His written comments are included as Appendix G, page 129.

We wish to express our appreciation to Secretary Sweat, his staff, and the Directors and staff at each Youth Development and Detention Center for the courtesy, cooperation, and assistance provided us during this effort.

Respectfully submitted,

A handwritten signature in black ink that reads "Ralph Campbell, Jr." in a cursive script.

Ralph Campbell, Jr.  
State Auditor



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# EXECUTIVE SUMMARY

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## *Program Description*

Established in 2000, the Department of Juvenile Justice and Delinquency Prevention (DJJDP) is responsible for fighting juvenile crime and helping young people avoid delinquency. A major part of the Department's mission is to coordinate juvenile justice strategies in North Carolina by overseeing the State's juvenile court offices, development and detention centers. North Carolina's juvenile courts have original jurisdiction over anyone charged with a crime who was under the age of 18 (up to age 21 in certain situations) at the time of the offense, arrest, or referral to court. Juveniles awaiting a court appearance or ordered held for brief periods generally are sent to one of 14 Detention Centers. Ten of those Centers are operated by the State and four by counties, with a total of 322 beds. Once a juvenile has been judged delinquent by a court, he is assigned to one of the five Youth Development Centers operated by the Department's Youth Development Division. There are 705 Youth Development Center beds in those five centers.

## *Audit Scope and Methodology*

This performance audit of the Youth Development Centers and Juvenile Detention Centers within the North Carolina Department of Juvenile Justice and Delinquency Prevention was undertaken at the request of the Buncombe County legislative delegation. The scope of the audit encompassed the entire Department with an emphasis on the five Youth Development Centers and the 14 Detention Centers located across the State.

## *Conclusions in Brief*

### **Objective 1: Safety and Security**

The Youth Development Centers are housed in facilities that are, for the most part, over 60 years old. Half of the Detention Centers are 30-40 years old. Most Centers are in poor physical condition, and the age and construction of the Centers increases the security risks. Two of the five Youth Development Centers do not have security fences, and the use of electronic security measures is virtually non-existent. The Centers' campus-style layouts further increase security risks by requiring offenders to be moved from secured housing units to less secure buildings for meals, classes, or other reasons. Abandoned buildings obscure lines of sight allowing opportunities for escapes. Poor building layouts and high juvenile-to-staff ratios lessens the safety for both offenders and staff. Some Detention Centers are overcrowded, which can increase the stress on both offenders and staff. Due to inconsistent policies and procedures, staff is confused over what, when, and to whom to report suspected incidents of abuse and neglect. Estimated repair and renovation costs for the existing Centers is about \$44 million. The Department estimates construction of three new Youth Development Center facilities to replace the existing ones to be \$90 million.

### **Objective 2: Juvenile Training, Education, Treatment, Rehabilitation**

The Youth Development Center schools, classified as alternative schools by the State, use the North Carolina's Standard Course of Study even though the requirements are not applicable to a substantial number of juvenile offenders. Approximately 61% of offenders have specific identified therapeutic and educational needs when committed to the Centers, with about 60% of them not functionally literate according to Center teachers. On average, only 13.2% of the offenders complete a GED while at the Centers. Further, vocational programs varied at the Centers, community leaders had little input into the vocational education courses offered, and there was no systematic follow-up to assess vocational training or to assist juveniles in obtaining jobs in areas where they had received training. Youth Development Center instructional budgets were not sufficient, did not include any funding from local education authorities, and did not have any input from education staff at the Centers.

There is a lack of clarity about the importance and role of clinical treatment and rehabilitation in the system. Programs are disorganized, lack resources, and may not be allocated enough time. However, the Assessment and Treatment Center approach offers significant improvement. While several model programs are on-going within the system, major shortcomings noted included need for more group treatment, family treatment, and increased one-to-one therapy. Provision of these services would better justify the State's \$55,029 annual investment in each juvenile offender.

# EXECUTIVE SUMMARY

## Objective 3: Staffing and Training

Sixty-two percent of the Department's staff (1,233 of 1,994) work in the Youth Development Division. Sixty-one percent of the vacant positions were at the Youth Development and Detention Centers, with vacancies remaining open for over a year on average. While there has been extensive job shifting since the creation of the Department, only 12 field positions have been transferred to the Central Office. However, the Centers have suffered a net loss of 211 positions, mostly due to cuts caused by the State's budget situation. Turnover rates for the Centers have been high, averaging almost 20% annually, with turnover rates for some positions as high as 55% (cottage parent). That has resulted in uneven staff distribution for the Centers. DJJDP has not established target ratios for the different types of staff at the Centers to help balance staffing.

Training policies were inconsistent and appeared to be inadequate for certain types of employees. The Centers have not consistently provided the required orientation and in-service training for employees, and some of the training provided was not timely. Some Center personnel working directly with juvenile offenders, for instance, did not receive basic training for seven to eight months after they were hired. Most delays in training were related to staff and budget shortages.

## Objective 4: Management Systems

DJJDP management has faced a number of obstacles in forming a single, cohesive entity from two separate divisions in different agencies. Management has been updating the ten-year-old Administrative Code brought over from DHHS and AOC with the respective divisions. This process is almost complete, but the lack of formal policies and procedures hampers effective operations in the Centers since there is a mixture of old and new policies and procedures. Changing from a correctional to a therapeutic model has led to some communication problems, with educational or treatment experts in the Central Office communicating directly with specialists at the Centers. This situation has at times left the Center Directors, who have overall responsibility for Center operations, out of the information loop and caused communication problems between the field staff and the Central Office.

A second major obstacle faced by agency management has been the absence of readily available data on the juvenile population. Prior to 1999 and the formation of the Department of Juvenile Justice and Delinquency Prevention, there was no centralized, automated information system for juvenile offender data. The Department has been working on a statewide database to manage and track juvenile offenders. As of January 2003, it has spent \$9.8 million in federal and State funds to develop and implement the project. A major concern for the NC-JOIN (North Carolina Juvenile Online Information Network) project is a stable source of funding to complete this project. The agency estimates that \$3.9 million is needed to complete the design and implementation statewide by the target date of June 2007. An additional \$9.3 million is needed to maintain the technical infrastructure.

## Specific Findings

## Page

### Objective 1: Safety and Security

#### Safety Issues:

- ☐ All Youth Development Centers do not have site security and access control measures. .... 21
- ☐ Security risks are increased by the Centers' campus style layouts. .... 23
- ☐ The age and construction of Center buildings increases the security risks. .... 24
- ☐ The Youth Development and Detention Centers buildings are in poor condition. .... 26

#### Security Issues:

- ☐ Building layout and staffing ratios contribute to unsafe conditions. .... 28
- ☐ Some state operated juvenile Detention Centers are overcrowded. .... 30
- ☐ DJJDP's reporting system for possible abuse incidents is not consistent or effectively documented. . 31

### Objective 2: Juvenile Training, Education, Treatment, Rehabilitation

#### Juvenile Training and Education Issues:

- ☐ The North Carolina standard Course of Study is not compatible with the needs of the juvenile offenders. .... 36
- ☐ Youth Development Centers' education files for individual juveniles were incomplete. .... 38
- ☐ Dealing with juvenile offenders requires teachers with a unique set of skills and experience. .... 38
- ☐ There does not appear to be any rationale for the array of specialized education programs at the Centers. .... 39



## EXECUTIVE SUMMARY

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- ❑ Youth Development Center instructional budgets are not sufficient. .... 41
- ❑ DJJDP's educational staff face unique challenges in providing quality education. .... 42
- ❑ There is limited community involvement in Center education programs. .... 43

#### Juvenile Treatment and Rehabilitation Issues:

- ❑ There is a general lack of clarity about the importance and role of clinical treatment and rehabilitation in the system. .... 44
- ❑ Treatment programs at most of the centers are disorganized and lack resources. .... 45
- ❑ Staff is confused on how to transition from a correctional to an individual needs clinical philosophy. .... 46
- ❑ There are several current attempts to build model programs within the system. .... 47
- ❑ Centers are inconsistent in their ability to maintain active group treatment programs. .... 48
- ❑ Staff to juvenile ratio in most Centers does not appear to allow for the provision of intensive one to one contact with licensed professionals. .... 49
- ❑ Centers don't have the resources to offer needed family treatment options. .... 50
- ❑ The Assessment and Treatment Planning Center approach represents a significant potential improvement to the clinical system. .... 51

### **Objective 3: Staffing and Training**

#### Staffing Issues:

- ❑ Vacant positions negatively affect Youth Development and Detention Centers operations. .... 61
- ❑ DJJDP field staff has been reduced since the creation of the department. .... 62
- ❑ Turnover rates for specific positions at DJJDP are high. .... 63
- ❑ Both Youth Development and Detention Centers suffer from inequitable staff distribution. .... 65
- ❑ Youth Development and Detention Centers are under-staffed in direct care positions. .... 66
- ❑ DJJDP has not established formal juvenile to direct care staff and teacher ratios. .... 67
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#### Training Issues:

- ❑ Training policies are not consistent and may be inadequate for certain types of employees. .... 72
- ❑ Youth Development and Detention Centers have not consistently provided the required orientation and in-service training. .... 73

### **Objective 4: Management Controls**

#### Internal Control Issues:

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#### Technology Issues:

- ❑ Lessons learned from J-NET can benefit NC-JOIN development. .... 82
- ❑ DJJDP may not have the resources to adequately complete development of NC-JOIN. .... 84

## SUMMARY OF MAJOR FINDINGS and RECOMMENDATIONS

FROM THE PERFORMANCE AUDIT OF

***"Youth Development Centers and Juvenile Detention Centers within the Department of Juvenile Justice and Delinquency Prevention"***

Issued May 2003

### MAJOR CONCLUSIONS:

#### 1. Safety and Security

The Centers' age and campus layout create security risks.

#### 2. Juvenile Education/Treatment

Offender education and treatment practices need to be updated and enhanced.

#### 3. Staffing and Training

Vacancies and untimely training negatively affect Center operations.

#### 4. Management Controls

Mixed policies and inaccessible offender data hamper operations.

### MAJOR RECOMMENDATIONS:

1

Youth Development Centers should be replaced.

2

Modify curriculum to address offender needs; restructure treatment options.

3

Devise strategy to fill positions sooner; provide timely training.

4

Identify stable funding source for NC-JOIN; finalize policies.

- ☐ Revise safety/security policies
- ☐ Address immediate need safety/security shortcomings
  - Increase use of technology/electronic security measures
  - Re-examine use of buildings and student movement
  - Modify most problematic physical layouts
- ☐ Examine need for more Detention Centers
- ☐ Train employees on suspected abuse reporting requirements

- ☐ Consider paying instructors on different pay scale
  - Set up process for approval of education / training courses
  - Evaluate educational budget procedures
- ☐ Articulate clinical philosophy; tie in all Center activities
  - Establish clear procedures for transition from correctional model
  - Consider alternative treatment options
  - Fully develop Assessment Centers

- ☐ Determine adequate staffing levels at Centers
  - Establish juvenile to staff ratios for all positions
- ☐ Consider position study for upgrades, especially high turn-over positions
- ☐ Provide basic and job-specific training to all staff
  - Provide required training timely

- ☐ Give operational policies/procedures high priority; train staff
- ☐ Define matrix organizational structure; lines of authority, responsibility
- ☐ Continue emphasis on development/implementation of NC-JOIN
  - Request priority for funding from General Assembly
  - Identify alternative funding sources

### AGENCY RESPONSE:

Focus on replacing outdated facilities.

Looking at curriculum as allowed; addressing treatment options.

Working with OSP; revising training strategies.

Finalizing policies; seeking NC-JOIN funding.

# JUVENILE JUSTICE DEFINITIONS

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## NORTH CAROLINA DEPARTMENT OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Definitions of words and phrases that are used throughout this report, as well as terms and program titles that are unique to NC DJJDP are listed below to aid the reader and to serve as a reference source.

**Adjudication:** The court process whereby a juvenile is found to be delinquent, undisciplined, dependent, neglected, or abused.

**Alternatives to Detention Services (ATD):** Services provided by a court counselor by court order as an alternative to secure detention. The services reduce the number of days a juvenile remains in secure custody by providing close, daily supervision in the home in lieu of secure detention.

**Assessment and Treatment Planning Center:** A secure facility where, during the first 30 days of commitment to the Department, juveniles are screened, assessed, and evaluated regarding their clinical, rehabilitative, and educational needs, and plans are developed to address these needs.

**Camp Woodson:** A therapeutic adventure-based camping program, implemented through Youth Development, which operates in wilderness areas throughout the state. In the program, juveniles live outdoors, participate in individual and group counseling, learn personal responsibility, develop a respect for an understanding of the natural world, develop plans for successful re-entry into their communities, and take part in activities that build trust, self-esteem, and cooperation.

**Center for the Prevention of School Violence (CPSV):** A resource center and “think tank” promoting safe schools and positive youth development. DJJDP’s primary resource for dealing with the problem of school violence with the focus on ensuring that schools are safe and secure so that every juvenile is able to attend a school that is safe and secure, free of fear and conducive to learning.

**Chief court counselor:** The person responsible for administration and supervision of juvenile intake, probation, and post-release supervision in each judicial district, operating under the supervision of the Department of Juvenile Justice and Delinquency Prevention.

**Community-based program:** A program providing nonresidential or residential treatment to a juvenile under the jurisdiction of the juvenile court in the community where the juvenile’s family lives. A community-based program may include specialized foster care, family counseling, shelter care, and other appropriate treatment.

**Complaint:** A written allegation that a juvenile is delinquent or undisciplined with a signature verifying that the allegation is true. A complaint initiates the intake process.

**Court counselor:** An employee of DJJDP who provides intake, probation, protective supervision, post-release supervision and/or other services under the direction of the chief court counselor.

**Delinquent juvenile:** Any juvenile who, while less than 16 years of age but at least 6 years of age, commits a crime or infraction under state law or under an ordinance of local government, including violation of motor vehicle laws.

**Department of Juvenile Justice and Delinquency Prevention (DJJDP):** The state’s juvenile justice agency responsible for a broad range of programs designed to reduce crime and delinquency and protect the general public. It has responsibility for state-operated youth development centers and juvenile Detention Centers as well as those programs funded by the Department but operated by other service providers. Facilities and program areas include 5 youth development centers, 14 juvenile Detention Centers, 2 state-operated wilderness camps, 7 Eckerd Wilderness Camps, 59 Governor’s One-on-One Volunteer programs, 6 Multipurpose Group Homes, 100 SOS Programs, 556 JCPC funded programs, and juvenile court counselor services in 100 counties.

**Detention:** The secure confinement of a juvenile pursuant to a court order.

**Detention Centers:** A facility approved to provide secure confinement and care for juveniles. Detention facilities include state and locally administered detention homes and centers.

**Disposition:** The treatment plan ordered by the court for the juvenile after the case has been adjudicated.

**District:** Boundaries for DJJDP court services operations administered by chief court counselors. The 39 DJJDP districts generally coincide with District Court Districts as set out in NC General Statute 7A-133.

**Diversion plan/contract:** An agreement at intake between the juvenile, the juvenile’s parent, guardian or custodian, and the court counselor where the complaint against the juvenile is diverted from court and the juvenile agrees to certain expectations and/or is referred to a resource for services.

**Eckerd Camps:** A year-round wilderness camping residential treatment program, implemented through Youth Development, for youth whose behavior has led to their removal from family, school, and community. Counselor-teachers live with the youth and through programming and experiential learning promote self-esteem, personal responsibility, communication skills, and self-discipline.

**Faith-based initiative:** A new DJJDP initiative that is designed to offer delinquent juveniles the opportunity to explore their own spiritual growth and to invite the faith community to engage with these juveniles and their families to create conditions that support their positive growth and development.

**Governor’s One-on-One program:** A mentor program, implemented through Intervention and Prevention, that utilizes adult volunteers to build relationships with and help redirect troubled youth. Mentors assist youth by tutoring, assisting with skill building, participating in recreational activities and workshops, and providing transportation to medical and other appointments.

**H.E.A.R.T.:** Holistic Enrichment At-Risk Teens. A holistic gender-specific substance abuse residential treatment and education program for adjudicated females.

**House arrest:** A requirement that the juvenile remain at the juvenile’s residence unless the court or the juvenile court counselor authorizes the juvenile to leave for specific purposes.

## JUVENILE JUSTICE DEFINITIONS

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**Intake counselor:** A person who screens and evaluates a complaint alleging that a juvenile is delinquent or undisciplined to determine whether the complaint should be filed as a petition.

**Intensive supervision:** A level of supervision services provided by a court counselor for a juvenile under the jurisdiction of the court including intensive probation. Intensive supervision requires an increase in the number of contacts with the juvenile and parent(s).

**Juvenile Crime Prevention Council (JCPC):** The local body that works in partnership with the state to develop community-based alternatives to youth development centers to provide community-based delinquency and substance abuse alternatives that will protect the community and juveniles.

**Needs assessment:** A systematic assessment of service and treatment needs of a juvenile and family. Factors related to each juvenile and his/her family are scored and totaled to determine the appropriate needs level. At least three priority needs are identified and should be addressed in a court disposition and/or a service plan to determine appropriate service interventions. Risk and needs assessments are used together to help determine the amount of supervision as well as services, interventions, and treatments a juvenile may need.

**Petition:** The document filed with the court to initiate a juvenile court proceeding.

**Post-release supervision:** The supervision of a juvenile who has been returned to the community after having been committed to the DJJDP for placement in a youth development center.

**Probation:** The status of a juvenile who has been adjudicated delinquent, is subject to specified conditions under the supervision of a court counselor, and may be returned to the court for violation of those conditions during the period of probation.

**Protective supervision:** The status of a juvenile who has been adjudicated undisciplined and is under the supervision of a court counselor.

**Risk assessment:** A statistical procedure for estimating the probability that a juvenile will commit future delinquent offenses. Factors related to the juvenile's age, number of referrals to intake, most serious prior adjudication(s), prior assaults, runaway history, substance use, school behavior, peer relationships, and parental supervision are scored and totaled to determine a risk level. Risk level, current offense, and delinquency history are considered by the court counselor in making a recommendation and by judges in determining a disposition level.

**School violence:** Any behavior that violates a school's educational mission or climate of respect or jeopardizes the intent of the school to be free of aggression against persons or property, drugs, weapons, disruptions, and disorder (as defined by the Center for the Prevention of School Violence and recognized by the National Criminal Justice Reference Service).

**Secure custody:** Physical placement of a juvenile in an approved detention facility, pursuant to a court order.

**Sexual offender treatment:** For JCPCs: Any community-based program that is sex offender specific and excludes other types of mental health services, has an assessment component, is practiced primarily in groups, is confrontive, and generally legally mandated, has a family group component and has designated follow-up procedures. For DJJDP Facilities: A program that specifically addresses an individual's sexual offending behaviors, has an assessment component, is practiced primarily in groups, is confrontive, and results in the development of a Relapse Prevention Plan.

**Status offender:** An undisciplined juvenile.

**Support Our Juveniles (SOS) program:** A program, implemented through Intervention and Prevention, in which community volunteers are paired with middle school juveniles to help juveniles improve academic performance and self-esteem. Volunteers collaborate with teachers, guidance counselors, and parents to promote a meaningful learning environment.

**Temporary custody:** The physical taking and holding of a juvenile under personal supervision, before a petition is filed and without a court order.

**Undisciplined juvenile:** a) A juvenile who, while less than 16 years of age but at least 6 years of age, is unlawfully absent from school; or is regularly disobedient to and beyond the disciplinary control of the juvenile's parent, guardian, or custodian; or is regularly found in places where it is unlawful for a juvenile to be; or has run away from home for a period of more than 24 hours; or b) A juvenile who is 16 or 17 years of age and who is regularly disobedient to and beyond the disciplinary control of the juvenile's parent, guardian, or custodian; or is regularly found in places where it is unlawful for a juvenile to be; or has run away from home for a period of more than 24 hours.

**Wilderness program:** A rehabilitative residential treatment program in a rural or outdoor setting.

**Youth Development Center (YDC):** A secure residential facility authorized to provide long-term treatment, education, and rehabilitative services for delinquent juveniles committed by the court to the Department of Juvenile Justice and Delinquency Prevention.

Source: DJJDP's web page

## AUDIT OBJECTIVES, SCOPE, AND METHODOLOGY

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North Carolina General Statute 147-64.6 empowers the State Auditor with authority to conduct performance audits of any State agency or program. Performance audits are reviews of activities and operations to determine whether resources are being used economically, efficiently, and effectively.

This performance audit of the Youth Development Centers and the Juvenile Detention Centers within the Department of Juvenile Justice and Delinquency Prevention (DJJDP) was undertaken at the request of the Buncombe County legislative delegation. The request was an outgrowth of allegations of mismanagement and abuse, coupled with media reports of problems at the Swannanoa Youth Development Center. Preliminary discussions identified what appeared to be systemic concerns. Therefore, the scope of the audit encompassed the entire Department with an emphasis on the five Youth Development Centers and the ten State-operated and four local county-operated Detention Centers located across the State. Since many of the issues identified required the assistance of subject matter specialists, the State Auditor supplemented his staff with experts in the areas of education, training, and treatment of juvenile offenders, as well as facility security experts.

The audit sought to answer a number of questions relative to the operation of Youth Development and Juvenile Detention Centers within the Department of Juvenile Justice and Delinquency Prevention. Questions included:

- How secure are the current Youth Development Centers, and how safe are the juveniles at these Centers?
- What improvements / renovations would be needed at the Centers to improve the safety and security of both the juveniles and the staff?
- How effective are the education, training, treatment, and rehabilitation programs at the Centers?
- What is the rate of employee turnover at the Centers, and are they adequately staffed?
- Have positions been transferred from the Centers and other field operations to the DJJDP Central Office?
- Does DJJDP have the necessary resources to effectively and efficiently administer the programs under its purview?
- Is DJJDP effectively utilizing technology options to manage the juvenile population, provide needed data, and fulfill its mission?

These questions lead to the development of the following objectives:

- ❑ **Objective 1 - Safety and Security:** To examine how the physical conditions of the facilities affect security, including the process for reporting incidents of abuse at the Youth Development Centers.
- ❑ **Objective 2 – Juvenile Training, Education, Treatment, Rehabilitation:** To determine the effectiveness of training, education, treatment, and rehabilitation programs.
- ❑ **Objective 3 – Staffing and Training:** To determine the current staffing levels at the Central Office, Youth Development Centers, and Detention Centers; and type and quality of training provided for staff.

## AUDIT OBJECTIVES, SCOPE, AND METHODOLOGY

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- ❑ **Objective 4 –Management Systems:** To examine DJJDP’s use of technology for management of juvenile information and reporting purposes and other management control procedures.

During the period October 2002 through February 2003, we conducted the fieldwork for this performance audit. To achieve the audit objectives, we employed various auditing techniques that adhere to the generally accepted auditing standards as promulgated in *Government Auditing Standards* issued by the Comptroller General of the United States. These techniques included:

- Review of existing General Statutes and the North Carolina Administrative Code as they related to DJJDP.
- Analysis of policies and procedures at the DJJDP Central Office and at each Youth Development Center and Detention Centers visited.
- Interviews with DJJDP Central Office staff, as well as interviews with staff at the Department of Health and Human Services and the Administrative Office of the Courts.
- Review of internal and external reports on DJJDP and the handling of juvenile offenders.
- Examination of organizational charts and job descriptions for DJJDP.
- Compilation and analysis of funding and expenditure data for DJJDP as a whole and the Youth Development and Detention Centers specifically.
- Survey of district Court Counselors.
- Analysis of incident reports at the Youth Development Centers, as well as workers’ compensation claims for staff at the Centers.
- Site visits and staff interviews at all five Youth Development Centers and six Detentions Centers to determine areas of concern, staffing levels, and level and kind of DJJDP oversight.
- Review of clinical and educational records and program documentation at each Youth Development Center.
- Examination of safety and security issues at each Youth Development Center and review of capital improvement plans and reports.
- Interviews with numerous persons outside DJJDP who are or have been involved with the program or with the creation of DJJDP.
- Interviews with former offenders, parents and advocacy groups.
- Compilation of data on other states’ juvenile offender programs.

This report contains the results of the audit as well as specific recommendations aimed at improving the operations of DJJDP in terms of economy, efficiency, and effectiveness. Because of the test nature and other inherent limitations of an audit, together with the limitations of any system of internal and management controls, this audit would not necessarily disclose all weaknesses in the system or lack of compliance. Also, projection of any of the results contained in this report to future periods is subject to the risk that procedures may become inadequate due to changes in conditions and/or personnel, or that the effectiveness of the design and operation of policies and procedures may deteriorate.

**PROGRAM OVERVIEW:** The North Carolina Department of Juvenile Justice and Delinquency Prevention (DJJDP) was created by the 1998 Juvenile Justice Reform Act (Article 3C in General Statutes Chapter 147). Legislation merged the Division of Youth Services within the Department of Health and Human Services and the Juvenile Services Division within the Administrative Office of the Courts. These two divisions created the Office of Juvenile Justice and Delinquency Prevention, which was initially located in the Governor's Office. In 2000, the Office of Juvenile Justice was elevated to cabinet-level status.

The mission of DJJDP is to promote public safety and juvenile delinquency prevention, intervention, and treatment through the operation of a seamless, comprehensive juvenile justice system. The goals of DJJDP are:

- To promote public safety as the cornerstone of North Carolina's juvenile justice system;
- To promote juvenile delinquency prevention, intervention, and treatment at the State and community levels so that juvenile crime and delinquency are reduced;
- To establish and maintain a seamless, comprehensive juvenile justice system.

Currently, DJJDP is organized into four major divisions to accomplish its goals: Administration and Operations, Intervention / Prevention, Youth Development, and Center for the Prevention of School Violence. (See Exhibit 1, page 12.) The major functions of each division are discussed below.

**Administration and Operations:** The *Administration Division* oversees the legislative efforts of DJJDP, develops DJJDP's legislative agenda, coordinates legislative reports, responds to legislative inquiries, and represents DJJDP at the General Assembly and committee hearings. Additionally, this Division oversees the communications, policy, internal audit, safety, and chaplaincy initiatives of DJJDP.

The *Operations Division* is the support arm of DJJDP, providing a qualified workforce, accounting for all fiscal activities, maximizing internal resources, and directing funds in conjunction with departmental mission and goals.

**Intervention / Prevention:** The Intervention/Prevention Division provides intake, probation, and post release supervision services for delinquent and undisciplined juveniles statewide. In addition, this Division provides technical and financial support for local juvenile justice programs through the Juvenile Crime Prevention Councils (JCPCs) in each county. The Division also assists counties that are unable to address all of their specific identified needs within their allotment of JCPC funding by developing or coordinating efforts to target areas of unmet needs.

DJJDP partners with *Juvenile Crime Prevention Councils* in each county to galvanize community leaders, locally and statewide, to reduce and prevent juvenile crime. JCPC board members, appointed by the county Board of Commissioners, meet monthly in each county. DJJDP allocates approximately \$23 million to these councils annually to

# PROGRAM OVERVIEW

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## PROGRAM OVERVIEW

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subsidize local programs and services. The JCPCs work to fund these types of services and programs in their local communities:

- Counseling
- Home-based family services
- Treatment centers
- Psychological services
- Residential group homes
- Restitution
- Specialized foster care
- Shelter care
- Guided growth programs

*Court Counseling Services* are provided through district court counselor offices, with staff serving juveniles in each county. The Chief Court Counselor supervises court counselor staff and is responsible to a DJJDP Area Administrator. Court Counselors are responsible for:

- Intake--receiving and evaluating delinquent and undisciplined complaints that law enforcement or citizens refer for possible court action.
- Evaluation--Counselors interview the complainant and/or the victim, the juvenile and the juvenile's parent, guardian, or custodian, and persons who are known to have relevant information about the juvenile or the juvenile's family to make a decision whether to approve the complaint for court action or to handle the complaint without court action.
- Reporting--to the court regarding juveniles who are adjudicated delinquent to assist the court in making the most appropriate disposition for a juvenile.
- Monitoring--court orders that a judge may make regarding undisciplined or delinquent youth.
- Working--with undisciplined juveniles who are placed under protective supervision and with delinquent juveniles who are placed on probation.

Juveniles who are determined by the court to have committed serious delinquent offenses and who have a high delinquency history are committed to the Department of Juvenile Justice and Delinquency Prevention for placement in a youth development center.

More specialized services such as Alternative to Detention Counselors and the Transportation programs augment the primary work of court counselors. *Alternative to Detention Counselors* provide daily contact, supervision, and monitoring of an extremely small caseload of individuals who would otherwise need to be in secure detention. *Transportation Officers* provide for the secure transfer of individuals between court, detention, and Youth Development Centers.

The *Support Our Juveniles* (SOS) Program is a community based after-school initiative that provides support and guidance to young people by involving them in constructive activities to keep them focused and out of trouble. The SOS Program provides after-school activities for school-aged children through grants to neighborhood and community-based organizations. These programs provide the delivery of services by public and non-public agencies to these children.

## PROGRAM OVERVIEW

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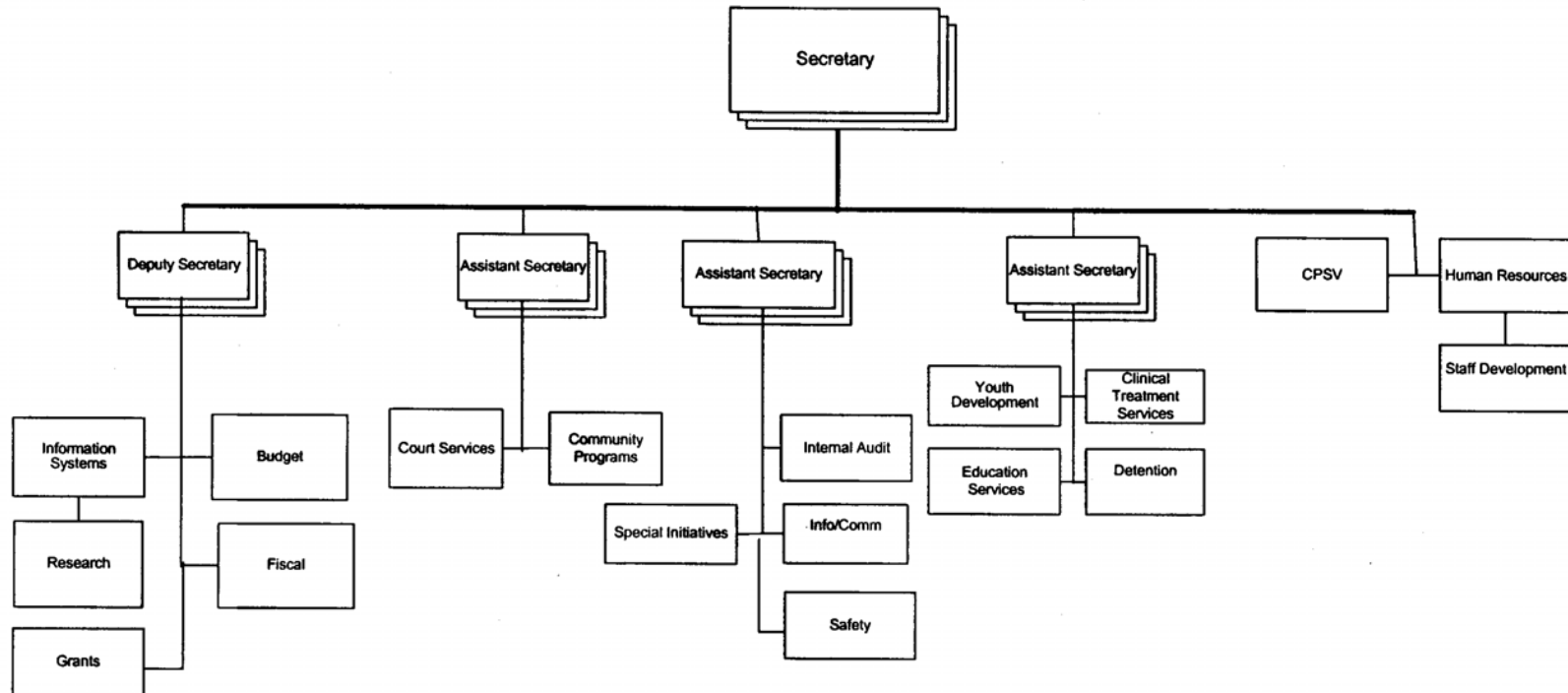
There are also a number of other specialty programs under the Intervention / Prevention area. The *North Carolina Eckerd Wilderness Camps* serve boys and girls, ages 10 through 17, with behavioral problems. The camps are year-round, staff-secure, residential therapeutic programs, providing an alternative to more restrictive programs. The *Multipurpose Juvenile Home Program* is designed to provide secure non-institutional alternatives to secure Detention and Youth Development Centers through contracts with private providers. The *Governor's One on One Program* provides technical assistance, training, monitoring, and funding for local program coordinators who recruit, screen, and match adult volunteers who agree to spend at least four hours a week for one year in a one to one relationship with a troubled young person.

**Youth Development:** The Youth Development Division of the North Carolina Department of Juvenile Justice and Delinquency Prevention is responsible for the operation of the five Youth Development Centers, Camp Woodson, ten Juvenile Detention Centers (and contracts with four other county-operated Detention Centers), and the Juvenile Transportation Units. This Division has over 1,200 employees with an annual budget of over \$55,000,000 and is responsible for the day- to- day operation and management of the 705 juvenile Youth Development Center beds and the 322 Detention Center beds (214 state-operated and 108 local county-operated).

**Center for the Prevention of School Violence:** The Center for the Prevention of School Violence serves as a resource center and “think tank” offering knowledge and expertise in the areas of prevention and positive youth development with the intent of assisting efforts that are directed at guiding all of North Carolina’s youth toward becoming productive members of their schools and communities.

## PROGRAM OVERVIEW

### EXHIBIT 1 Department of Juvenile Justice and Delinquency Prevention (DJJDP) Organizational Chart as of November 2002



Source: DJJDP

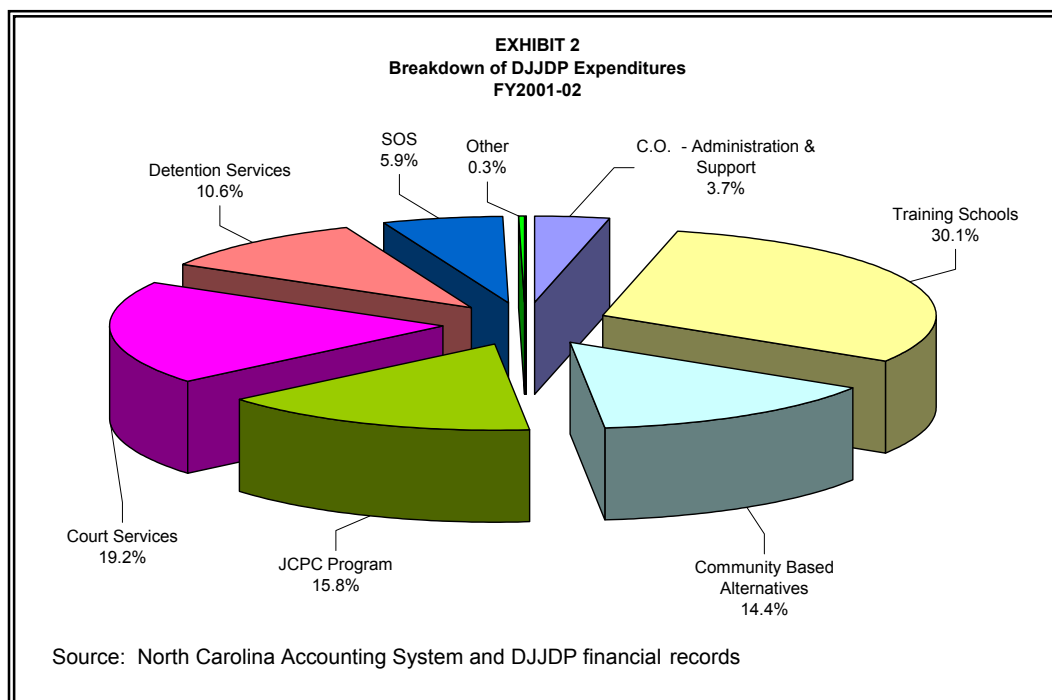
## PROGRAM OVERVIEW

DJJDP's total authorized budget for fiscal year 2002-03 shows revenue and appropriations of \$141,156,237. Total revenues and expenditures for DJJDP for fiscal years 1998-99 through 2001-02 are shown in Table 1.

<b>TABLE 1</b> <b>Department of Juvenile Justice and Delinquency Prevention</b> <b>Authorized Budget Data</b>					
	<b>FY98-99</b>	<b>FY99-00</b>	<b>FY00-01</b>	<b>FY01-02</b>	<b>FY02-03</b>
<b>Revenues</b>					
Grants	\$ 4,521,897	\$ 6,111,629	\$ 6,964,850	\$ 7,135,428	\$ 8,116,034
Sales, Services, & Rental	17,252	22,792	22,638	20,183	24,400
Fees, Licenses, and Fines	18,996	7,900	0	0	0
Contributions & Donations	0	0	125	0	0
Miscellaneous	29,828	1,558	1,516	36	101,788
Intra Governmental Transactions	7,003,108	11,660,149	8,190,946	5,787,444	3,664,648
<b>Total Revenues</b>	<b>\$ 11,591,082</b>	<b>\$ 17,804,029</b>	<b>\$ 15,180,075</b>	<b>\$ 12,943,091</b>	<b>\$ 11,906,870</b>
<b>Appropriations</b>	<b>123,122,583</b>	<b>133,753,830</b>	<b>137,823,047</b>	<b>130,873,276</b>	<b>129,249,367</b>
<b>Total Revenues and Appropriations</b>	<b>\$ 134,713,664</b>	<b>\$ 151,557,859</b>	<b>\$ 153,003,122</b>	<b>\$ 143,816,367</b>	<b>\$ 141,156,237</b>
<b>Expenditures By Cost Centers</b>					
C.O. - Administration & Support	\$ 3,679,994	\$ 5,270,814	\$ 5,640,221	\$ 5,296,936	Fiscal year end data not available at audit release date
Training Schools	44,689,796	45,341,097	47,071,518	43,245,247	
Community Based Alternatives	22,438,121	17,965,892	20,854,353	20,692,045	
JCPC Program	17,610,943	27,511,075	23,724,936	22,765,107	
Court Services	23,663,591	28,698,897	29,821,400	27,659,161	
Detention Services	15,222,017	15,553,761	16,995,044	15,211,145	
SOS	6,948,747	7,097,190	8,366,037	8,537,844	
Other	460,455	4,119,132	529,613	408,882	
<b>Total Expenditures</b>	<b>\$ 134,713,664</b>	<b>\$ 151,557,859</b>	<b>\$ 153,003,122</b>	<b>\$ 143,816,367</b>	

Source: North Carolina Accounting System, DJJDP records

The focus of this performance audit was the operations of the five Youth Development Centers (formerly called Training Schools) and the 14 Detention Centers under DJJDP. As shown in Exhibit 2, the Youth Development Centers account for 30.1% of total expenditures, while the Detention Centers account for another 10.6%.



# **PROGRAM OVERVIEW**

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## FINDINGS AND RECOMMENDATIONS

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This section of the report details the individual findings and recommendations for each of the major objectives of the audit. To assist the reader, we have listed under the objectives the relevant questions we sought to answer during the audit.

Performance audits, by nature, focus on areas where improvements can be made to increase the effectiveness and efficiency of the operation under audit. **The identification of areas for improvement should not be taken to mean that the staff has not performed its duties or provided the State with needed services within the existing resource constraints.** The findings and recommendations contained in this report should be viewed in this light.

In fact, the Department of Juvenile Justice and Delinquency Prevention (DJJDP) has made strides in all of the areas highlighted by the 1998 juvenile justice reform effort despite the fact that DJJDP's establishment did not formally occur until July 2000. DJJDP management reports that with just under three years of existence, DJJDP has managed a great deal of change in a context marked by challenges evidenced in the historical record as well as the current condition of State government.

According to research conducted by the 1997 Governor's Commission on Juvenile Crime and Justice, the historical existence of two state agencies primarily responsible for the supervision and delivery of services to juveniles adjudicated delinquent as well as the provision of prevention programs resulted in "... coordination lapses in case management of juveniles; communication barriers and restrictions on the sharing of information; jurisdictional issues when juveniles are released from secure facilities; and a general sense of 'territorialism' between the two agencies."<sup>1</sup> DJJDP's most recent accomplishments (listed in Appendix F, page 125) are illustrative of the fact that it has successfully worked with juvenile code reform, changes in sentencing and dispositions, and an increased emphasis on juvenile delinquency. DJJDP has established a framework for addressing juvenile delinquency through a coordination of service provision along a comprehensive continuum that stretches from youth who are in schools and communities to those who are confined to DJJDP facilities. It provides programs and services that are focused on early prevention as well as those that are oriented toward intervention and confinement. All of its programs and services fit together to form a juvenile justice system which is designed to keep the public safe from juvenile crime as well as to prevent juvenile crime from occurring.

DJJDP management reports that it has accomplished this while establishing the infrastructure of a single department intended to "... better coordinate a genuine partnership between [the] state and communities in dealing with the problems associated with juvenile delinquency."<sup>2</sup> And DJJDP has done so with a state budget allocation that has decreased each year since its establishment.

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<sup>1</sup> Governor's Commission on Juvenile Crime and Justice: Final Report (February, 1998).

<sup>2</sup> Ibid.

## FINDINGS AND RECOMMENDATIONS

**Objective 1 - Safety and Security:** *To examine how the physical conditions of the facilities affect security, including the process for reporting incidents of abuse at the Youth Development Centers.*

**Overview:** Established in 2000, the Department of Juvenile Justice and Delinquency Prevention “. . . has responsibility for enhancing public safety with regard to juvenile crime and preventing the delinquency and further delinquency of youth<sup>3</sup>. . .” A major part of DJJDP’s mission is to coordinate juvenile justice strategies in North Carolina by overseeing the State’s juvenile court offices, and Youth Development and Detention Centers. North Carolina’s juvenile courts have original jurisdiction over all youth charged with a law violation who were under the age of 16 at the time of the offense, arrest, or referral to court. The court may exercise jurisdiction up to age 21 in certain delinquency cases. The courts also have original jurisdiction over all youth charged with undisciplined offenses who were under the age of 18 at the time of the offense. These youth are ineligible for commitments to Youth Development Centers.<sup>4</sup>

**A Detention Centers** *is a secure, temporary residential facility where juveniles stay while waiting to go to court or until placement can be made in one of the Youth Development Centers.*

Exhibit 3, page 18, depicts the flow of a juvenile case from complaint to disposition. When a juvenile is arrested by local law enforcement, he/she will be transported<sup>5</sup> by DJJDP personnel to the nearest Detention Center. The mission of the Detention Centers is “. . . to provide a safe, secure, humane environment for the juveniles, opportunities for behavioral change, and quality services and programs to each juvenile based on need. . .”<sup>6</sup> Table 2 shows the major reasons for detention. Detention Centers provide medical, mental health, educational, and support services while the juvenile is there. The average length of stay at a Detention Centers is 11 days. Detention Centers admitted 9,246 juvenile offenders in calendar year 2001 and 8,821 juvenile offenders in 2002.

Once the juvenile has been through his/her initial court appearance and adjudicated

**TABLE 2**  
**Reasons for Detention**  
**Calendar Year 2002**

	%
Delinquent (before disposition)	40.0
Dispositional (intermittent confinement)	37.4
Dispositional (30 days or less)	4.8
Contempt of Court	2.9
Undisciplined	6.1
Out of State Runaway	1.1
Return from Escape	0.8
Status Offender	4.5
Youth Devel. Ctr. Commitment	2.4
Source: DJJDP	

<sup>3</sup> DJJDP web page: [www.juvjus.state.nc.us](http://www.juvjus.state.nc.us).

<sup>4</sup> North Carolina General Statutes, Juvenile Code, Chapter 7B

<sup>5</sup> The Youth Development Division of DJJDP operates 27 transportation teams whose job it is “. . . to securely and safely transport the juvenile to the nearest Juvenile Detention Centers.”

<sup>6</sup> DJJDP web page.

## FINDINGS AND RECOMMENDATIONS

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delinquent and committed to DJJDP, he/she is processed at one of DJJDP's two Assessment and Treatment Centers<sup>7</sup>. The juvenile is then assigned to one of the five Youth Development Centers operated by DJJDP. "The overall mission of the Youth Development Centers is to provide juveniles with a safe, secure environment that fosters healthy decision-making and personal responsibility. The Youth Development Centers also seek to equip juveniles with the skills necessary to become productive citizens in society once they are released."<sup>8</sup>

DJJDP operates five Youth Development Centers and ten Detention Centers located across the State. In addition to the ten Detention Centers operated by DJJDP, four other Detention Centers are operated by counties under contract with DJJDP. (See Exhibit 4, page 19.) The contracted Detention Centers must follow the North Carolina Minimum Standards for Juvenile Detention Facilities and the local county government policies and procedures.

In total, the Youth Development Centers have an operational bed capacity of 635 beds for males and 70 beds for females. At present, Samarkand Youth Development Center is the only facility that handles female offenders. The 14 Detention Centers have a total bed capacity of 322, ranging from 48 beds at Guilford to 14 beds at the Buncombe facility. Three of the five Youth Development Centers, Swannanoa, Dillon, and Stonewall Jackson, have perimeter security fences. The type of fence in place at all three of these facilities is a curved top security fence. All five of the Centers have campus style layouts. Most of the buildings used to house juveniles are over 60 years old. The housing units are contained in multiple buildings that are separate and apart from support facilities such as the school, cafeteria, gymnasium, recreation facilities, etc. Most single room layouts are linear in nature and arranged in corridors that either form separate wings or are u-shaped.

***A Youth Development Center (formerly called training school) is a long-term residential facility where juveniles, ages 10-20, who have violated the law, reside after being committed to DJJDP by the courts.***

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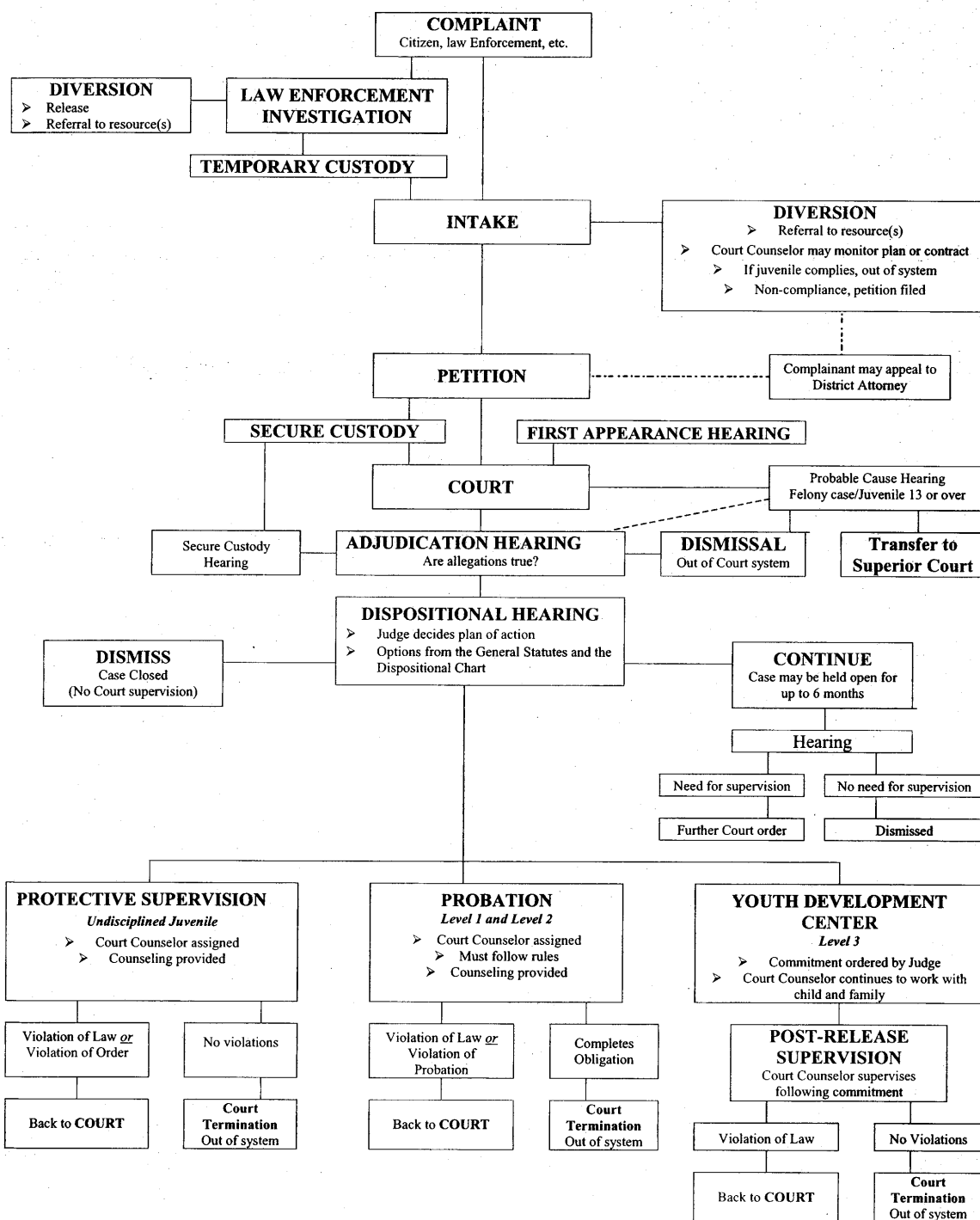
<sup>7</sup> DJJDP established a centralized Assessment and Treatment Planning Center for males on the C.A. Dillon campus and for females on the Samarkand campus in the fall of 2002. The Dillon center now does the initial processing and assessment (health, behavioral, educational) before the male juvenile is assigned to one of the Youth Development Centers. Females remain at Samarkand.

<sup>8</sup> DJJDP web page.



# FINDINGS AND RECOMMENDATIONS

## EXHIBIT 3 North Carolina Juvenile Justice Process



Source: DJJDP web page

### EXHIBIT 4

### Youth Development System Bed Capacity

### As of December 2002

The map displays the following bed capacity data for various counties and detention centers:

Location	Bed Capacity
Guilford Detention	48 Beds (County)
Urnstead Detention	20 Beds
Wake Detention	24 Beds
Perquimans Detention	24 Beds
C.A. Dillon YDC	140 Beds
Durham Detention	14 Beds (County)
Forsyth Detention	16 Beds (County)
Alexander Detention	24 Beds
Buncombe Detention	14 Beds
Swannanoa Valley YDC	258 Beds
Gastonia Detention	24 Beds
Gatling Detention	30 Beds (County)
Richmond Detention	30 Beds
Samarkand Manor YDC	70 Beds
Stonewall Jackson YDC	93 Beds
Cumberland Detention	18 Beds
Pitt Detention	18 Beds
Dobbs YDC	144 Beds
New Hanover Detention	18 Beds

Source: DJJDP

## FINDINGS AND RECOMMENDATIONS

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**Methodology:** To examine safety and security issues, we conducted site visits to each of the five Youth Development Centers and six of the fourteen Detention Centers. As part of the site visits, an architectural expert who was part of the audit team, toured the buildings, discussed security and safety issues with staff, and examined recent renovations and their effects. Detailed reviews of each building used to house juveniles in secure environments at each of the Centers were conducted. Buildings used to provide support services such as school, treatment, food service, etc., were also surveyed for physical security measures. Each of the five sites was examined for perimeter security and access control. We then examined DJJDP's *Policy and Procedures Manual* as well as each facility's *Standard Operating Procedures Manual* as it related to security and operations. We also examined DJJDP plans for capital improvement projects, as well as the Facilities Condition Assessment Program reports generated by the Office of State Construction for the Centers. Additionally, we reviewed data on the number of attempted and actual escapes at each Center, and examined average daily population data for the Centers. Interviews and discussions with former juvenile offenders, parents, former employees, and advocacy groups were also conducted. Lastly, at each location, we judgmentally selected and reviewed a sample of alleged child abuse cases for calendar years 1999-2002 for compliance with regulations and policies and to understand the types of safety situations that occur in the Centers. To assess the safety for staff, we also examined workers' compensation claims for incidents involving juvenile actions against staff. This section discusses the systemic findings relative to safety and security. Appendix B, page 91, contains findings and observations on safety and security for each Youth Development Center.

**Conclusions:** The Youth Development Centers are housed in facilities that are, for the most part, over 60 years old. Half of the Detention Centers are 30-40 years old. Most Centers are in poor physical condition. The age and construction of the Centers increases the security risks. The concrete masonry unit walls are not reinforced or filled solid with grout as is typical of new construction for these types of facilities today. All of the Centers do not have site security and access control measures. The use of electronic security measures is virtually non-existent. Security risks are further increased by the Centers' campus style layouts which require movement of offenders from secured housing units to various less secure buildings. Abandoned buildings obscure lines of sight allowing opportunities for escapes. Poor building layouts and high juvenile to staff ratios lessens the safety for both offenders and staff. Overcrowding at Detention Centers can result in less than optimum housing conditions for the offenders and increased pressure and stress on staff. Lastly, staff are confused over what, when, and to whom to report suspected incidents of abuse due to inconsistent policies and procedures. Estimates of the costs to achieve needed repairs and renovations, and to address equipment needs are approximately \$44 million. DJJDP management estimates the cost to construct three new Youth Development facilities to replace the existing Centers to be \$90 million.

### FINDINGS- SAFETY AND SECURITY

#### *Security Issues:*

#### **ALL YOUTH DEVELOPMENT CENTERS DO NOT HAVE SITE SECURITY AND ACCESS CONTROL MEASURES.**

Three of the five Youth Development Centers, Swannanoa, Dillon, and Stonewall Jackson, have perimeter security fences. The type of fence in place at all three of these facilities is a curved top security fence manufactured by “First Defense”. The fence is constructed of chain link fence fabric stretched between vertical support posts. The upper half of the curved section has a close mesh wire fabric applied over the standard fabric to prevent finger holds and deter climbing. There is no use of barbed wire or razor ribbon on any of the perimeter fences to further deter escape. DJJDP management feels that, with the population of youth in their custody, the risk of injury from the use of razor ribbon outweighs any benefits of its use. All three facilities are maintaining an appropriate clear-cut area on both sides of the fence to prevent trees and vegetation from being used as aids in climbing or jumping (from trees) over the fence. Debris that falls on the fence is being removed in a timely manner. Without moving to much more costly alternatives, such as double row fencing and monitored taut wire systems, the system is an appropriate application for these facilities.

Site access to the fenced facilities is via monitored remote control electric sliding gates, manual double vehicle gates that are secured with multiple chains and padlocks, and personnel gates with remote control electric locks. At one of the unfenced facilities, Samarkand Youth Development Center, site access is controlled by a single monitored remote controlled wooden gate arm. Dobbs Youth Development Center does not have any site security or access control measures.

The use of electronic security measures, however, such as closed-circuit television (CCTV), access controls, remote operated locks, panic / duress alarms, central monitoring, metal detectors, etc., is virtually nonexistent. Closed circuit television is used to monitor the remote operated fence gates at the three centers with perimeter fences, as well as limited locations at the other Centers. (See Table 3, page 22.) The resolution on some of these monitors is so poor that only the basic shape of a vehicle is discernable. None of the Centers utilize card-key access systems (card readers), panic / duress alarms or central station monitoring (security control rooms). The exception is “E” Cottage at Dillon, which is now operated as a Detention Center and does not house juveniles associated with the Youth Development Center.

## FINDINGS AND RECOMMENDATIONS

With the exception of McWhorter and Kirk Cottages and the main office at Stonewall Jackson, there are no other remote operated locks used at Centers. The main office door has an electric strike, while McWhorter and Kirk juvenile room and housing wing exit doors utilize electromagnetic locks with group unlock function. Dillon is the only facility with a walk-through magnetometer (metal detector). All other facilities use hand wands, primarily at visitation periods. Many housing units had only one portable radio per housing wing, while others had a fixed base unit.

<b>TABLE 3</b>			
<b>Use of Security Technology at Youth Development Centers</b>			
<b>CENTER</b>	<b>UNIT</b>	<b>TECHNOLOGY</b>	<b>MONITORED FROM</b>
Stonewall Jackson	Holshouser Cottage	1 juvenile room with fixed CCTV	unit office on a black and white monitor
	Kirk Cottage	1 juvenile room with CCTV	no monitor in the unit office
	McWhorter; Kirk Cottages	intercom system	capable of two-way communication with the juvenile rooms
Samarkand	Ireland Cottage	fixed CCTV coverage in the dayroom, laundry room, corridor and dormitory	1 black and white monitor in the unit office
	Frye Cottage	fixed CCTV coverage in the dayroom, corridors and 1 juvenile room	unit office on 1 black and white monitor
	Mitchell Cottage	fixed CCTV in the dayroom, corridors and 1 juvenile room	unit office on 1 black and white monitor
	Carroll Building	houses the infirmary, housing wing with CCTV in corridor and 1 juvenile room	unit office on 1 black and white monitor; also has a black and white monitor for fixed camera at site gate arm and controls for gate arm
Source: Compiled by OSA Audit Team from Observations			

However, all Centers, with the exception of Dillon have security staffs. Swannanoa, through the Buncombe County Sheriff's Office, has an accredited police force initially authorized by the General Assembly following two homicides committed by juveniles prior to the establishment of DJJDP. The officers have arrest powers and carry weapons. The other Centers have four to six person security staffs that provide coverage on the first and second shifts.

A review of DJJDP policies and procedures for site security and access revealed that the policies were outdated. However, DJJDP is in the process of updating all policies and procedures.<sup>9</sup>

<sup>9</sup> DJJDP was operating under the old North Carolina Administrative Code regarding training centers (now Youth Development Centers) under DHHS. This code had not been revised in over 10 years. Before DJJDP could establish new policies and procedures, the Administrative Code had to be updated.

## FINDINGS AND RECOMMENDATIONS

### RECOMMENDATION

**DJJDP management should place a priority on updating and approving the policies and procedures regarding security and safety issues. Further, management should devise a plan to address the safety and security shortcomings outlined above, requesting additional funding as needed. The estimated cost to fence Dobbs and Samarkand is \$2.2 million. If the fences are constructed, DJJDP should continue to evaluate the use of inmate labor supplied by the Department of Correction to construct the fences (as was done at Swannanoa) as a means of controlling costs. The estimated cost of installing surveillance cameras is \$412,500. Lastly, providing additional radios could also enhance the use of two-way radio communications and improve safety and security at the Centers. The estimated cost to provide these radios is \$174,700.**

### **SECURITY RISKS ARE INCREASED BY THE CENTERS' CAMPUS STYLE LAYOUTS.**

All five of the Centers have campus style layouts. Housing units at each Center are contained in multiple buildings that are separate and apart from support facilities such as the school, cafeteria, gymnasium, recreation facilities, etc. Having each function contained in a separate building requires movement of the juveniles from their secured housing units to these various less secure buildings. This creates a security risk by either requiring staff needed elsewhere to escort juveniles or having no staff escort and relying on visual observation of juveniles by staff located in various buildings, communicating by two-way radio the movement and actions of the juveniles. Movement of juveniles is further hindered by abandoned buildings on some campuses obscuring the view or affording hiding locations for juveniles who may choose to run and attempt escape. Table 4 shows the number of escapes and attempted escapes from the Centers for fiscal years 1998-99 through 2001-02. The number of escapes decreased at Swannanoa when a fence was installed in fiscal year 1999-2000. The risk of flight is further elevated at Dobbs and Samarkand since they do not have perimeter security fencing. Also, having juveniles of different ages, classifications, gang affiliations, etc., interact with one another in conditions such as school class changes, where supervision is less than adequate, creates an environment that fosters behavior leading to intimidation and assaults.

**TABLE 4  
NUMBER OF ESCAPES AND ATTEMPTED ESCAPES  
FROM YOUTH DEVELOPMENT CENTERS  
Fiscal Years 1998-99 through 2001-02**

	Escapes													
Fiscal Year	Dillon		Dobbs		Jackson		Samarkand		**Swannanoa		Total		Attempted Escapes	
	*Home	Center	Home	Center	Home	Center	Home	Center	Home	Center	Home	Center	Home	Center
2001-02	1	3	0	35	2	15	4	15	7	14	14	82	3	52
2000-01	3	1	1	24	4	8	5	28	11	11	24	72	0	36
1999-00	2	0	1	33	4	8	1	14	16	9	24	64	Not	Available
1998-99	3	1	8	28	15	5	7	32	16	45	49	111	Not	Available
Total	9	5	10	120	25	36	17	89	50	79	111	329	3	88

\* "Home" indicates the number of escapes while the offender was on temporary home leave.

\*\* Number of escapes decreased after security fence installed.

Source: DJJDP Records

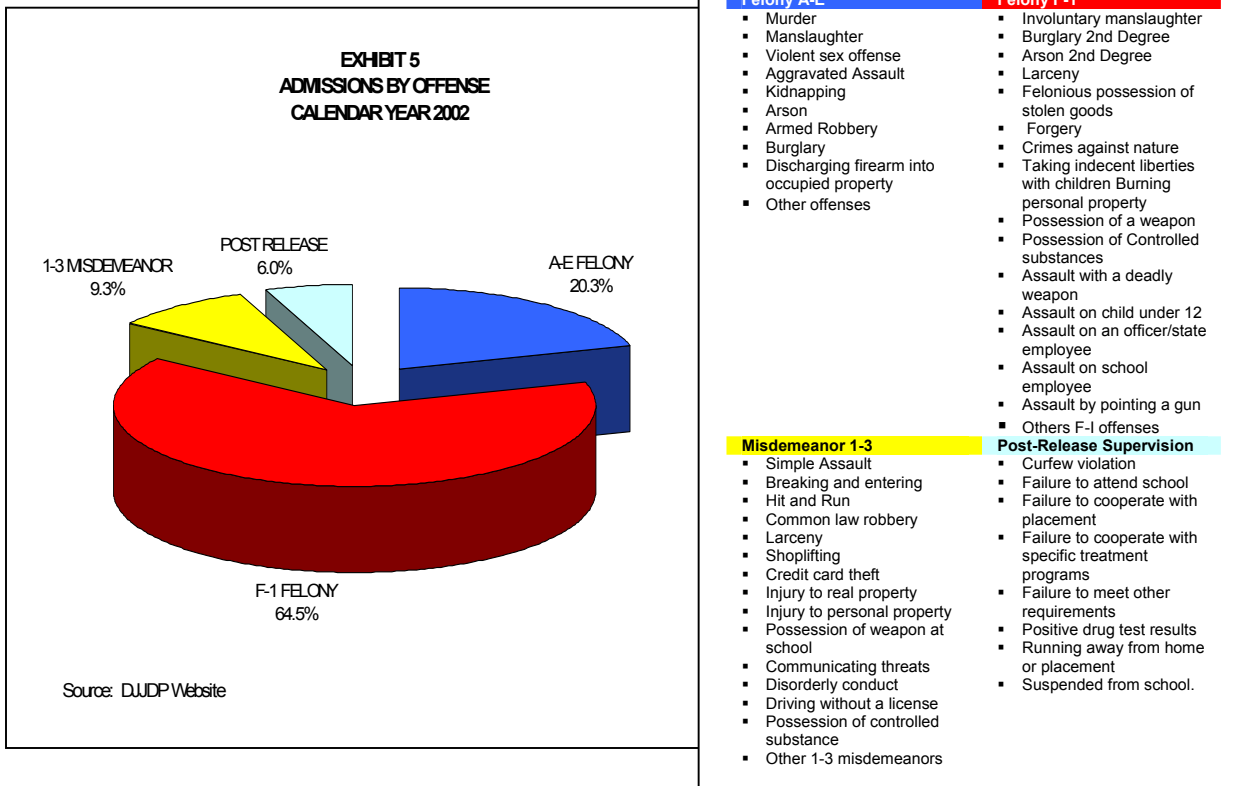
## FINDINGS AND RECOMMENDATIONS

### RECOMMENDATION

DJJDP management, along with administrators at each Center, should re-examine the use of buildings and movement of juveniles on campus. The goal should be to minimize the need to move juveniles from secure locations to less secure locations. Additionally, staffing levels at each Center should be examined to assure adequate coverage at all times. (See page 61 for discussion of staffing issues.)

### THE AGE AND CONSTRUCTION OF CENTER BUILDINGS INCREASES THE SECURITY RISKS.

The average age of the buildings used to house juveniles is 63 years. The majority of buildings housing juveniles have very poor sight lines. In fact, some have no sight lines from staff stations for observation / supervision of juveniles in dayrooms, toilet / shower areas, and corridors containing juvenile rooms. With the exception of Reid Cottage at the Dobbs Youth Development Center, which has dormitory style housing, most single room layouts are linear in nature and arranged in corridors that either form separate wings or are u-shaped. These layouts are not conducive to the management of the classification of juveniles typically confined in the system today. Exhibit 5 shows admissions by type of offense. The juveniles are more violent, adjudicated for more serious offenses, and are older than the type of juveniles for which the facilities were originally designed. Inadequate observation and more violent offenders have lead to increased vandalism of the facilities.



## FINDINGS AND RECOMMENDATIONS

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When constructed, the concrete masonry unit walls were not reinforced or filled solid with grout, as is typical of new construction for these type facilities today. As a result, juveniles are able to, and have, picked the deteriorated mortar from joints and removed portions of walls. All juvenile-sleeping rooms have hard ceilings (gypsum board, concrete plank, or metal pan); however, most corridors and some dayrooms have fully accessible acoustic lay-in ceilings. Accessible ceilings provide the opportunity to hide contraband and, in at least one instance, enabled a juvenile to climb into the ceiling and get above the mechanical ductwork. The ceiling had to be removed in order to extricate the juvenile.

With the exception of three buildings, all locks are manually operated keyed locks. There are some Folger Adam Model 82-6 security locks with paracentric keys but most are non-security commercial grade keyed deadbolts. The non-security doorframes installed in the walls are not anchored in the manner required for this type of population. The frames are literally being kicked out of the walls by repeated blows to the doors. Many doorframes are also rusted out in the lower jambs due to juveniles repeatedly flooding their rooms by stopping up and overflowing the toilets. Many of the remaining original doors are bowed and separating at the seams, requiring constant maintenance. Also, many of the juvenile room doors swing inward into the room allowing the doors to be barricaded from the inside and making extraction extremely difficult. While there are some security grade exterior doors with security locks and hardware, the vast majority are commercial grade standard hollow metal or glass doors with non-security builder's hardware and locks. Glazing in most original doors is 1/4" thick polycarbonate. In new medium and maximum doors recently installed, the Office of the State Fire Marshall required 1/4" thick wire glass be installed on either side of the polycarbonate. The juveniles have broken most of the wire glass causing it to fracture and obscure or eliminate any vision into the rooms, meaning staff have no way of knowing what to expect when the door is opened.

The security of most windows is accomplished by the use of interior mounted medium security screens. In addition to the security screens, many windows have additional barriers constructed of hinged steel angle frames with expanded metal mesh attached to the exterior of the building and secured with padlocks. While some of the original security screens have been replaced in recent years, the remaining screens are damaged and rusting. In housing buildings without central air conditioning, window air conditioners have been installed in dayrooms. These units are not secure and can simply be kicked out, leaving an opening directly to the exterior. Exterior windows are not of a security grade and are glazed with either tempered glass or 1/4" polycarbonate.

The Centers' housing units have a mixture of rooms with and without toilet facilities in the rooms, commonly known as "wet" and "dry" cells. Most wet rooms have stainless steel combination penal fixtures, while others have vitreous china fixtures. None of the fixtures have provisions for controlling overflows. Juvenile rooms are outfitted with steel bunks bolted to floors or walls, steel combination shelving and writing surface units, security mirrors, light fixtures, etc., most considerably aged. Lighting levels in most rooms appear to be inadequate.



## FINDINGS AND RECOMMENDATIONS

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Buildings housing support facilities such as school, cafeteria, gymnasium, vocations, and recreation do not have any security measures other than locks on the doors. Many of these buildings are also in poor physical condition. For instance, the gymnasium at Samarkand is infested with bats and unusable. See pictures starting on page 53.

### RECOMMENDATION

**Using the shortcomings identified above, DJJDP and Center administrators should prioritize needed repairs and renovations to ensure the security and safety of the juveniles and staff. Buildings that can no longer be used should be identified and new construction considered. (See discussion on page 21.)**

### THE YOUTH DEVELOPMENT AND DETENTION CENTERS BUILDINGS ARE IN POOR CONDITION.

During the site visits, we noted that the maintenance staffs are performing an outstanding job in keeping the facilities operational with limited resources. While DJJDP does not have a formal preventive maintenance program in place, the maintenance staffs at each facility do perform routine maintenance of mechanical and electrical systems. However, due to the age and condition of the buildings, the maintenance staffs are constantly repairing doors, windows, locks, plumbing fixtures, walls, roofs, etc. On the various campuses, we noted condemned buildings, outdated or inoperable air conditioning systems, unpaved parking lots and roads, broken windows, damaged doors, etc. Major infrastructure needs have not been addressed due to lack of funds. As an example, fire alarm systems need to be upgraded at most facilities. Items such as leaking roofs have not been addressed. The day of the site visit at the Buncombe Detention Centers, staff had numerous large waste containers in the rooms to catch leaking water. See pictures starting on page 53.

*What improvements / renovations would be needed at the Centers to improve the safety and security of both the juveniles and the staff?*

Currently, the money spent on repair and renovation of the facilities is merely keeping them patched together without making any substantial gains towards real improvements. Thus, recent security upgrades are not as effective as could be due to the age and construction of the buildings. For example, new maximum-security doors were installed in the B-Wing of Greenwood Cottage at Swannanoa. However, these particular doors are too heavy to be carried by the original doorframes. They are not anchored for this type of construction and the doors are causing the frames to become dislodged from the deteriorated concrete block walls. Ultimately, the security doors may become a security shortcoming themselves.

## FINDINGS AND RECOMMENDATIONS

Larger repairs and renovations are identified by the Facility Condition Assessment Program (FCAP) section of the State Construction Office. For the year 2000, the FCAP

<b>TABLE 5</b> <b>Summary of Facility Condition</b> <b>Assessment Program Reports on</b> <b>Youth Development Centers--2002</b>		
<b>Center</b>	<b>#</b> <b>Deficiencies</b>	<b>Estimated</b> <b>Costs</b>
Dillon	29	\$3,017,000
Dobbs	57	4,295,000
Samarkand	73	4,831,500
Swannanoa	65	4,795,000
Jackson	63	1,528,200
<b>TOTAL</b>	<b>287</b>	<b>\$18,466,700</b>
Source: FCAP Reports, Office of State Construction		

section estimated needed repairs and renovations at the Youth Development Centers to be \$18.5 million, as shown in Table 5. DJJDP management identified additional repair and renovations needed over and above the FCAP reports and included \$22.5 million for the Youth Development and Detention Centers in its fiscal year 1999-00 budget request to the General Assembly. Because of the State's budget shortfall, this request was not acted upon. Additionally, DJJDP made a funding request in fiscal year 2002-03 to

study the construction of three new Youth Development Centers. DJJDP estimates the cost to be \$90 million. The General Assembly approved \$1 million to fund the programming and design costs for new facilities.

### RECOMMENDATION

**We commend DJJDP management for its foresight in requesting funds to construct three new Youth Development facilities, and we fully support the need for new facilities. New facilities would not only improve the security and safety of the juvenile offenders and staff, but would offer significant operational and management savings from more efficient operations. Since plans for the new facilities have not been finalized, we encourage DJJDP to develop several options for the consideration of the General Assembly. One such option might be to construct five new, smaller facilities at the current locations or on nearby State-owned land. A second option worth consideration is building three new facilities and significantly renovating two existing facilities. While we cannot estimate the cost of these two options, both would allow DJJDP to provide residential services at locations across the State and to minimize the distances relatives would have to travel to visit the juveniles.**

***Auditor's Note:** Since the completion of the fieldwork, DJJDP has contracted with an architectural firm for the planning, design, and site studies for three new Youth Development Centers.*

## FINDINGS AND RECOMMENDATIONS

### **Safety Issues:**

#### **BUILDING LAYOUT AND STAFFING RATIOS CONTRIBUTE TO UNSAFE CONDITIONS.**

The State's budget situation has had a profound effect on all State agencies, resulting in lost positions and increasing workloads for the remaining staff. This situation has been magnified in agencies that are responsible for providing around the clock staffing, such as the Department of Juvenile Justice and Delinquency Prevention. The Youth Development and Detention Centers are around the clock residential facilities for youthful offenders. With the passage of the Juvenile Justice Reform Act and the creation of DJJDP, the philosophy was modified from a correctional model to a therapeutic model. The Centers have experienced a decline in the number of juveniles committed, with more being served by community programs. However, there has been a significant

<b>TABLE 6</b>	
<b>Summary of</b>	
<b>Youth Development and Detention Centers</b>	
<b>Workers' Compensation Claims</b>	
<b>2000-2002</b>	
➤	375 claims for juvenile to staff injuries
➤	1,408 lost days of work
➤	2,814 restricted days of work
➤	\$128,767 in short-term disability
➤	\$640,043 in medical costs
Source: Workers' Compensation claims filed with the Industrial Commission	

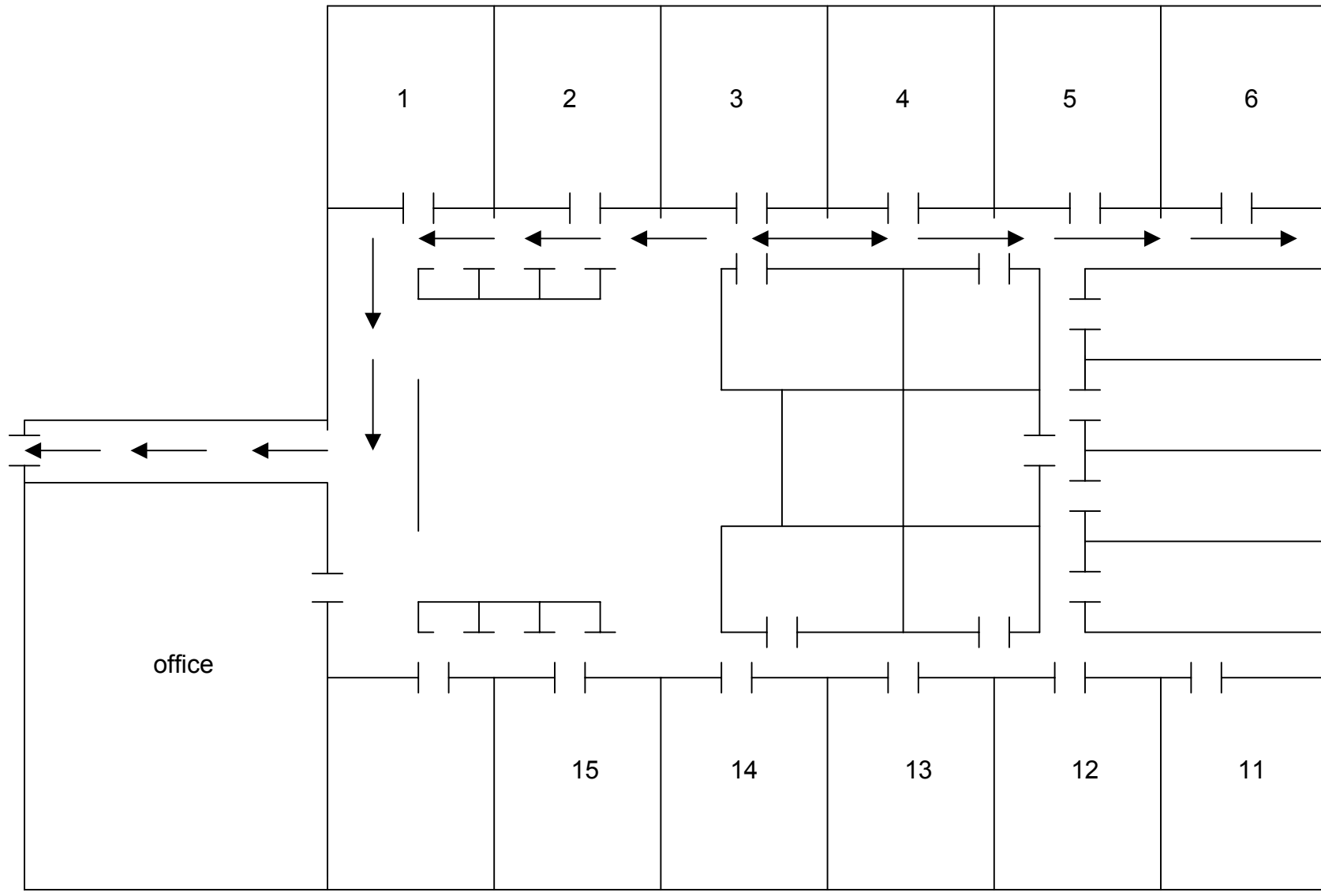
shift in the types of juveniles being committed, to a more violent population who are more prone to acting out. At the same time the Centers are experiencing a need for more staff to safely handle these more difficult juveniles, staffing has decreased significantly. (See page 61 for discussion of staffing levels.)

When the staffing decreases are combined with the poor building layout

for most of the Centers, the safety of both juveniles and staff may be put at risk. Most of the buildings were constructed prior to 1973. The most prevalent floor plan, especially for the residential cottages, is shown in Exhibit 6, page 29. The centrally located "supervisor's station" makes it almost impossible for a single cottage technician or even two cottage technicians to know what is happening on all halls at the same time. Thus, the number of physical incidents, especially during sleeping hours, has increased as has the number of juvenile actions against staff. Table 6 shows the results of a review of workers' compensation claims relating to staff injuries due to juvenile actions for the past three years.

## FINDINGS AND RECOMMENDATIONS

**EXHIBIT 6**  
**Youth Development Center**  
**Example of Cottage Layout**



## **FINDINGS AND RECOMMENDATIONS**

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### **RECOMMENDATION**

**DJJDP management should identify the most critical physical layout problems and take steps to amend them. A funding request should be made to the General Assembly for short-term renovations to these sites. Staffing levels for these sites should also be closely examined to determine whether they could be improved. Lastly, management should continue to pursue funding for new construction. (See discussion on page 26.)**

### **SOME STATE OPERATED JUVENILE DETENTION CENTERS ARE OVERCROWDED.**

The mission of the Juvenile Detention Centers is to provide a safe, secure, humane environment for juveniles and staff, to provide juveniles an opportunity for behavioral change, and to provide quality services and programs for juveniles based on their individual needs. In order to maintain a safe, secure, and humane environment for both staff and juvenile offenders awaiting court hearings and completed placement orders, DJJDP has established maximum bed capacity for each Center. Placement of juvenile offenders in a specific Detention Centers is usually based on the county where the offense occurred, the convenience of the juvenile or his/her family to facilitate visits, and the mandated services the juvenile should receive. For juveniles arrested at night who are transported by local law enforcement officers, DJJDP has agreed to allow the officer to transport to the nearest Detention Center to minimize driving time. If that center is overcrowded, then DJJDP personnel transport the juvenile the next day to the nearest center with available space.

DJJDP records were examined to determine the average daily population at the ten State and four county operated Detention Centers. Six (43%) of the Centers exceeded maximum bed capacity at times during the past five fiscal years. (See Table 7, page 31.) The overcrowding in Detention Centers creates immediate safety and security concerns for the juveniles and for the staff responsible for providing their care. In reviewing incident reports, we noted overcrowding can cause less than optimum housing conditions for the juveniles through inadequate sleeping conditions, neglect of personal hygiene / sanitation conditions, and/or increased incidents of violent encounters among the juveniles. It also increases pressures on detention management who are dealing with existing staff shortages. Appendix A, page 89, shows the number of admission by county. Since DJJDP policy is to place juvenile offenders in the Detention Center nearest the county where the offense is committed, the Centers showing overcrowding are ones serving counties where juveniles are committing more offenses.

## FINDINGS AND RECOMMENDATIONS

<b>TABLE 7</b> <b>Detention Centers Average Juvenile Population</b> <b>Highlighted entries exceed bed capacity.</b>							
<b>Detention Centers</b>	<b>FY2002-03</b>	<b>FY2001-02</b>	<b>FY2000-01</b>	<b>FY1999-00</b>	<b>FY1998-99</b>	<b>Average</b>	<b>Bed Capacity**</b>
Alexander/Wilkes	18	16	13	14	13	14.8	24
Buncombe	10	13	12	14	15	12.8	14
Cumberland	25	23	24	23	23	23.6	18
Durham *	9	9	10	13	14	11	14
Forsyth *	11	13	13	16	15	13.6	16
Gaston	24	25	28	29	31	27.4	24
Gatling *	23	21	24	26	24	23.6	25
Guilford *	29	32	41	34	26	32.4	48
New Hanover	19	16	22	21	22	20	18
Perquimans	15	14	16	7	N/A	13	24
Pitt	24	23	23	20	20	22	18
Richmond	25	17	17	15	10	16.8	30
Umstead	13	16	19	22	24	18.8	20***
Wake	22	21	24	24	20	22.2	24
<b>Total Detention Centers</b>	<b>267</b>	<b>259</b>	<b>286</b>	<b>278</b>	<b>257</b>	<b>272</b>	<b>317</b>
% Change from prior year	3%	-9%	3%	8%			
* These are county run facilities. ** Each room is double bunked for a maximum capacity. Sex and/or violent offenders are required to be housed in a single bunked room. *** Umstead had a bed capacity of 32 but was reduced to 20 when the center was relocated to the Dillon Campus. Source: DJJDP records							

### RECOMMENDATION

**DJJDP should continue to monitor the number of juveniles housed at each Detention Center closely in order to prevent overcrowding. Existing procedures to transfer juveniles to other centers should be followed when overcrowding is detected. Further, DJJDP should examine the number of commitments by county to determine whether more Detention Centers are needed.**

### **DJJDP's REPORTING SYSTEM FOR POSSIBLE ABUSE AND NEGLECT INCIDENTS IS NOT CONSISTENT OR EFFECTIVELY DOCUMENTED.**

Regulations governing DJJDP operations and DJJDP policy require staff who witnesses or have knowledge of any special incidents, such as, corporal punishment, sexual acting out, or child abuse and neglect<sup>10</sup>, file a written report of the incident with the facility Director. Further, any juvenile involved in an actual or suspected incident of abuse or neglect is to be seen immediately by the school physician on call and a report of the juvenile's physical condition filed with the school Director.<sup>11</sup> Failure to report suspected

<sup>10</sup> Title 9, North Carolina Administrative Code 5F.1305(1): "... all suspected instances of child abuse shall be reported to the local Director of Social Services within 24 hours of identification of such an instance." June 2002.

<sup>11</sup> Title 9 of North Carolina Administrative Code 5F.1305(2). Effective July 15, 2002, Title 9, NCAC 5A-5F was repealed.

## FINDINGS AND RECOMMENDATIONS

child abuse and neglect allegations within 24 hours jeopardizes the safety and security of the juvenile as well as exposes DJJDP to potential lawsuits. Based on a sample of abuse and neglect reports, 44% were not reported within 24 hours.

During site visits to the Youth Development Centers, we judgmentally selected a sample of 131 alleged child abuse and neglect cases for calendar years 1999-2002 to determine whether incidents were being reported in compliance with regulations. The dates of

<b>TABLE 8</b>							
<b>Results of Abuse and Neglect Reporting Documentation Review</b>							
		<b>Special Incident</b>		<b>Body Check/Injury Verification</b>		<b>Not Reported Within 24 Hours</b>	
<b>Location</b>	<b>Sample Size</b>	<b># Missing Documents</b>	<b>Percent Missing</b>	<b># Missing Documents</b>	<b>Percent Missing</b>	<b># Not Reported</b>	<b>Percent</b>
Dillon	32	13	41%	29	91%	15	47%
Dobbs	33	22	67%	26	79%	11	33%
Swannanoa	33	23	70%	31	94%	19	58%
Samarkand	20	15	75%	19	95%	7	35%
Jackson	13	6	46%	8	62%	6	46%
<b>Totals</b>	<b>131*</b>	<b>79</b>	<b>60%</b>	<b>113</b>	<b>86%</b>	<b>58</b>	<b>44%</b>
*13 of 131 abuse and neglect cases examined were reported by non-DJJDP employees.							
Source: Youth Development Centers Records							

reported incidents were determined by reviewing documentation: case summary letters from local County Department of Social Services (DSS), follow-up letters from facility Directors to local County DSS, Special Incident, Use of Force, and Body Check reports, and written statements from juveniles and witnesses. As shown in Table 8, 60% of the Special Incident reports and 86% of the Body Check/Injury reports were missing. Further, we found that:

- ❑ Only one facility (20%) maintained a log of suspected child abuse and neglect incidents.
- ❑ Only one facility (20%) had additional written detailed procedures supplementing the departmental procedures.
- ❑ Two facilities (40%) require staff to verbally report alleged abuse and neglect incidents to the facility Director, who reports the incident to the County DSS.
- ❑ Four of the facilities (80%) perform informal investigations; however, there are no written procedures to address this process.

The reasons for non-compliance to the reporting policies were varied. The main reason appeared to be confusion over what, when, and to whom to report the incident. This confusion resulted from inconsistent or missing policies and procedures. Discussions with parents and former offenders brought out the concerns that all incidents of abuse and neglect may not be reported. They felt the reasons were retaliation against the informant and because it is a self-monitoring system where the allegation can stop at any point in the chain of command. We found nothing to indicate that all incidents were not reported, however.

DJJDP is in the process of updating the policies; however, at the time of the fieldwork, these had not been approved. Thus, the Centers were still operating under procedures established by the Division of Youth Services. These procedures required each Center to have written procedures in place readily available to staff to ensure all reports of abuse, neglect, and exploitation are immediately communicated to the appropriate persons and/or agencies. The lack of specific and consistent procedures among the Youth

## FINDINGS AND RECOMMENDATIONS

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Development and Detention Centers contributes to staff confusion, incorrect / untimely reporting, and may jeopardize the safety of the juveniles.<sup>12</sup>

### RECOMMENDATION

**All suspected child abuse allegations should be reported to the local County Department of Social Services, DJJDP Facility Director, and DJJDP Central Office within the established timelines as previously prescribed under the North Carolina Administrative Code. Policies and procedures should be updated and revised as soon as possible to mirror those regulations. Specific, step-by-step procedures including a checklist should outline timeframes, chain-of-command reporting, and document requirements. A system for distributing and updating these procedure manuals should also be implemented. Once the revised policies and procedures are finalized, all staff should receive training on reporting suspected child abuse allegations. Annual training should be mandated and documented for all employees. This training should be coordinated with local County Department of Social Services personnel to ensure that all parties understand the process and their part in it. Further, suspected child abuse records should be centralized within the facility Director's office, a list of all reported suspected abuse should be maintained, and controls implemented to secure records. DJJDP management should strongly consider establishing an independent committee for each facility composed of employees, local county Department of Social Services staff, local law enforcement officials, judges, district attorneys, parents, and concerned citizens to periodically review the overall process for reporting and investigating incidents of abuse and neglect and to make recommendations for improvements to protect the informant and juvenile from possible retaliation.**

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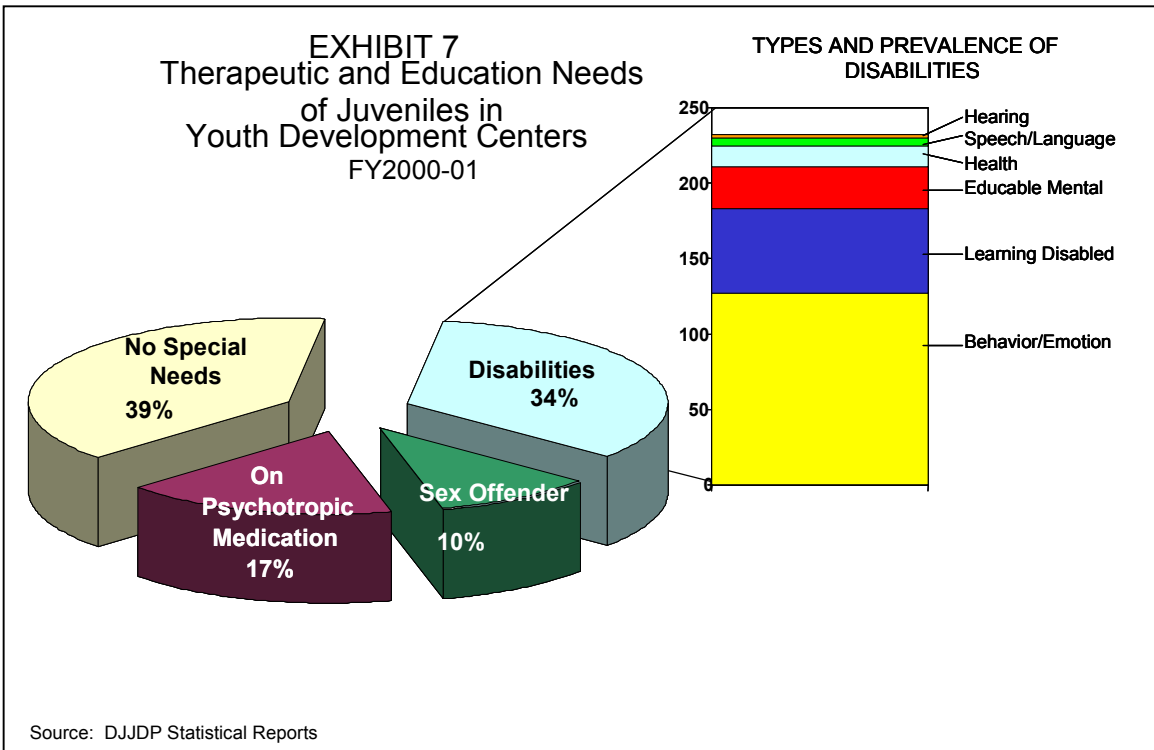
<sup>12</sup> Just prior to the beginning of the audit fieldwork, a number of sexual abuse allegations were filed against the Swannanoa Youth Development Center. Legal proceedings were still underway at this writing.



## FINDINGS AND RECOMMENDATIONS

**Objective 2 – Juvenile Training, Education, Treatment, Rehabilitation:** To determine the effectiveness of training, education, and treatment, rehabilitation programs.

**Overview:** Any juvenile committed to a Youth Development Center must spend at least six months. The maximum commitment time depends on the type of offense committed and the juvenile's progress in the treatment programs while at the Center. The majority of juveniles committed to the Youth Development Centers are between 14 and 16 years old, with an average length of stay of 13 ½ months. Approximately 60% of the offenders in the Centers have specific identified needs, as shown in Exhibit 7. DJJDP is now placing more emphasis on the therapeutic, rather than the correctional, model of services to juveniles, offering educational, clinical, medical, vocational, and recreational programs. The Centers contract for medical, dental, and psychiatric services, in addition to having psychologists, social workers, and teachers on staff. The Centers seek to equip offenders with the skills necessary to become productive citizens in society once they are released.



## FINDINGS AND RECOMMENDATIONS

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**Methodology:** To evaluate training and education programs for juveniles, we conducted site visits to each Youth Development Center, interviewed educational staff, and reviewed a sample of juvenile education files. The files review was conducted to determine whether they contained the required documents as designated by education policies and procedures. We also evaluated instructional budget data for Center schools, comparing it to other school districts in the State. Additionally, we interviewed DJJDP Central Office staff with education program responsibilities, as well as persons within the State Department of Public Instruction. Lastly, we examined data on the number of offenders who receive GEDs while at the Centers and compared DJJDP educational funding to funding for other Local Education Authority (LEAs) in the State. An educational expert who was a member of the audit team participated in the site visits, interviews, and data review.

To evaluate the treatment and rehabilitation programs for juveniles, we conducted site visits to each Youth Development Center, interviewed clinical staff, and reviewed a sample of clinical files. Additionally, we interviewed DJJDP Central Office staff with clinical program responsibilities, as well as persons within the State Department of Health and Human Services. Clinical policies and procedures were reviewed. A clinical expert who was a member of the audit team participated in the site visits, interviews, and data review.

Appendix B, page 91, contains findings and observations relative to the training/ education and treatment / rehabilitation programs for each Youth Development Center. Below are the systemic findings relative to the training, education, treatment, and rehabilitation programs at the Centers.

**Conclusions:** The Youth Development Center schools, classified as alternative schools by DPI, still must participate to some extent in North Carolina's Standard Course of Study. However, the requirements of that course of study are not applicable to a substantial number of the juvenile offenders. Approximately 61% of offenders have specific identified therapeutic and educational needs / disabilities when committed to the Centers, with about 60% of them not functionally literate according to teachers. On average, only 13.2% of the offenders have completed a GED while at the Youth Development Centers. Research shows that youth offenders who complete a GED or vocational program are twice as likely to be employed after release. Further, there did not appear to be a rationale for the different specialized programs at the various Centers, community leaders had little input into the vocational education courses offered, and there was no systematic follow-up to assess vocational training or to assist the juveniles in obtaining jobs in areas where they had received training. Youth development center instructional budgets are not sufficient, did not include any funding from local education authorities, and did not have any input from departmental stakeholders. Lastly, DJJDP education administrators face unique challenges from a LEA that stretches across the State.

## FINDINGS AND RECOMMENDATIONS

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The treatment and rehabilitation programs offered to juvenile offenders also face enormous challenges. From a departmental perspective, there is a lack of clarity about the importance and role of clinical treatment and rehabilitation in the system. Treatment programs at most Centers were disorganized, lacked resources, and may not be allotted enough time. Staff are confused on how to transition from a corrections to individual needs based clinical philosophy. Yet, there are several model programs ongoing within the system. Major shortcomings were noted in the ability to maintain active group treatment programs, and offering much needed family treatment options. Provision of these services would better justify the State's considerable investment (\$55,029 annually per bed) in the juvenile offenders. Lastly, the centralized Assessment and Treatment Planning Center approach represents a significant potential improvement to the clinical system. However, much work remains to integrate it in the education / treatment options at the Youth Development Centers.

## FINDINGS—JUVENILE TRAINING, EDUCATION, TREATMENT, REHABILITATION

### Juvenile Training and Education Issues:

#### THE NORTH CAROLINA STANDARD COURSE OF STUDY IS NOT COMPATIBLE WITH THE NEEDS OF THE JUVENILE OFFENDERS.

Many of the juveniles committed to the Youth Development Centers have already failed in the public school system. Most are three to four grade levels behind when they come to the Centers and, as shown in Exhibit 7, page 34, 61% of the offenders have specific identified therapeutic and educational needs. Center teachers estimate that approximately 60% of the juveniles in the Centers are not functionally literate when they are committed. One of DJJDP's stated goals is to equip juveniles committed to the Centers with the skills they need to become productive citizens upon release. Yet, the Centers' teachers estimate that 50% are still not functionally literate upon release, even though students in the specialized reading program make at least one month gain in reading scores for every month of enrollment.<sup>13</sup>

Currently, the Youth Development Center schools, classified as Alternative Schools, still must participate to some extent in North Carolina's Standard Course of Study.<sup>14</sup> However, the requirements for that course of study are not applicable to a substantial

*How effective  
are the  
education,  
training,  
treatment,  
and  
rehabilitation  
programs at  
the Centers?*

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<sup>13</sup> Local Accountability Options Outcomes for 2001-02 (July 5, 2002).

<sup>14</sup> Recent NO CHILD LEFT BEHIND federal legislation will impact the educational program at the Youth Development Centers.

## FINDINGS AND RECOMMENDATIONS

number of juvenile offenders. Thus, these juveniles spend the school day, approximately 5 ½ hours, engaged in a curriculum where they have previously experienced little if any success. DJJDP's data does not show any juveniles who received a high school diploma while at the Centers. One recent study suggests this type curriculum is irrelevant for this population.<sup>15</sup>

According to the study, "incarcerated adolescents function in the low-average to below-average range of intelligence, perform academically between fifth and ninth-grade levels, and have histories of high rates of academic failures and grade retention."<sup>16</sup> This study found that youth offenders who completed a GED or vocational program were twice as likely to be employed after their release compared to youth who had not completed these programs. Table 9 gives data on the number of juveniles receiving GEDs while at North Carolina's Youth Development Centers. As shown in the table, only 13.2% of the offenders received GEDs in the last 3 ½ years.

TABLE 9 Percent of GED Graduates based on Average Daily Population															
CENTER	Fiscal Year												Total		
	2002-03*			2001-02			2000-01			1999-00					
	# GEDs	Avg. Pop.	% of Pop.**	# GEDs	Avg. Pop.	% of Pop.	# GEDs	Avg. Pop.	% of Pop.	# GEDs	Avg. Pop.	% of Pop.	# GEDs	3-1/2yr Pop.	% of Pop.**
	Dillon	9	131	13.7%	12	121	9.9%	9	131	6.9%	12	130	9.2%	42	513
Dobbs	2	122	3.3%	8	111	7.2%	29	157	18.5%	18	171	10.5%	57	561	10.5%
Samarkand	2	60	6.7%	25	156	16.0%	31	205	15.1%	37	203	18.2%	95	624	15.5%
Jackson	11	97	22.7%	30	92	32.6%	11	153	7.2%	29	154	18.8%	81	496	18.5%
Swannanoa	8	192	8.3%	32	215	14.9%	26	238	10.9%	36	254	14.2%	102	899	12.2%
Total	32	602	10.6%	107	695	15.4%	106	884	12.0%	132	912	14.5%	377	3093	13.2%
*2002-03 is from July to December 2002															
**Adjusted for Estimated Annual Percentage															
Source: DJJDP															

### RECOMMENDATION

**DJJDP management should petition the State Board of Education and the North Carolina Department of Public Instruction to modify the Standard Course of Study for the Youth Development Center schools. The modified curriculum should more closely address the needs of the juvenile offenders. This curriculum should include elements of the Standard Course of Study, along with:**

- basic / applied skill instruction,
- general equivalency degree (GED) and workforce investment act (WIA) programs,
- community based instruction and related employability skills training,
- career pathway curriculum and vocational programs based on labor market demand,
- literacy programs,
- pro-social skills training,
- physical / health education and recreation programs,
- art, music, and drama,
- performing arts opportunities for juveniles both on and off campus, and
- animal therapy programs.

<sup>15</sup> *Journal of Emotional and Behavioral Disorders*, Winter 2001, Regina Foley, Professor of Educational Psychology and Special Education at Southern Illinois University Development Centers.

<sup>16</sup> Ibid.

## FINDINGS AND RECOMMENDATIONS

### YOUTH DEVELOPMENT CENTERS' EDUCATION FILES FOR INDIVIDUAL JUVENILES WERE INCOMPLETE.

Schools within each of the Youth Development Centers are required to maintain juvenile education records for all juveniles within the facility. During site visits at the Centers, the audit team reviewed education files to determine whether the required documentation, per policies, was included. Table 10 below summarizes the results of the file review. The review revealed that education documents were not filed in a central location. We found that teachers had documents in their class files, or that documents were filed in the juvenile's master file instead of his/her education file. At Swannanoa and Stonewall Jackson, we found the juvenile's and/or guidance counselor's signatures and dates were missing on the form showing course of study selection by juveniles in the eighth grade and above. We should note that education staff at each Center were able to locate most missing documents identified in the review when made aware of the problem.

<b>TABLE 10</b> <b>Youth Development Center</b> <b>Education Files Test Results</b>								
Error	Test Results						Sample Size	Error Percent
	Dillon	Samarkand	Dobbs	Swannanoa	Jackson	Total		
Missing personal education plan / scholastic development plan	19	16	12	21	2	70	148	47%
Scholastic development plan or PEP not signed or dated	0	0	0	4	8	12	78	15%
Required data not included in PEP/ scholastic development plan	0	0	0	0	0	0	78	0%
Missing hearing/speech test or not centrally located	19	0	2	1	5	27	148	18%
Missing Test of Adult Basic Education	1	0	0	0	1	2	148	1%
Missing grades/transcripts	1	0	0	0	0	1	148	1%
Did not screen public school records	0	0	0	0	0	0	148	0%
Missing GED documentation	0	0	0	1	0	1	73	1%
Total Errors	40	16	14	27	16	113	969	12%
Total Tested	187	184	193	184	221			
% Error	21%	9%	7%	15%	7%			

Source: Juvenile Education Records at each Youth Development Center

### RECOMMENDATION

**DJJDP should require that the Youth Development Centers maintain a centralized education file for each juvenile containing all required education records and documentation. This file should remain with the juvenile if he/she is transferred from one Center to another and should be forwarded to the Local Education Authority if the juvenile returns to public school.**

### DEALING WITH JUVENILE OFFENDERS REQUIRES TEACHERS WITH A UNIQUE SET OF SKILLS AND EXPERIENCE.

Teachers must meet State certification requirements prior to hiring. However, the special situations that the teachers in the Youth Development Centers have to face may require a much different skill set than that needed in a regular LEA. As noted earlier, 61% of the

## FINDINGS AND RECOMMENDATIONS

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juvenile offenders have specific identified therapeutic and educational needs when admitted to the Centers. This means that each Center instructor must be able to deal with juveniles who are not functionally literate and who may possess any number of specific identified needs such as hearing / speech / language impaired, health impaired, educable mentally disabled, learning disabled, behaviorally / mentally disabled, or on psychotropic medication. (See Exhibit 7, page 34.) Further, school directors and building principals stated that the quality of intervention for juveniles was directly linked to the quality of staff. They further expressed concern that the block schedule functioned much like a study hall unless the staff was conscientious and qualified.

### RECOMMENDATION

**The DJJDP Superintendent should work with the Department of Public Instruction to examine the qualifications and classification for Youth Development Center teachers to determine whether these instructors should be on a separate salary schedule. Further, the Superintendent should request feedback from the building principals who utilize the block schedule to determine the strengths and problems the schools are experiencing with the block schedule. That information should be used to support, modify, or abandon the block schedule.**

### **THERE DOES NOT APPEAR TO BE ANY RATIONALE FOR THE ARRAY OF SPECIALIZED EDUCATION PROGRAMS AT THE CENTERS.**

Table 11, page 40, shows the number and type of customized vocational programs offered at the Centers. However, we found no procedure in place for the Centers to request a specialized program. Nor did we find any evidence that the ongoing programs have identified the need for additional resources (support staff, special equipment, etc.) to allow those programs to flourish. Evidence of involvement of local businesses and communities was also lacking. Assignment of the juvenile offenders to the various Centers based on distance from the offender's home may not match the needs and abilities of the juvenile to the specialized programs at the Centers. Therefore, offenders may be put at an educational disadvantage depending on the Center to which they are assigned. Court Counselors do follow-up the juveniles when they are released<sup>17</sup>; however, this follow-up is not designed to assess the quality / applicability of the vocational training received while at the Youth Development Centers. Given these shortcomings, DJJDP may not be meeting its stated goal of providing the juveniles the needed skills to become productive citizens upon release. Statistics show the recidivism

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<sup>17</sup> There is a formalized system of follow-up called Post Release Supervision that is provided in the community by Court Counselors working in close collaboration with Center clinical staff (social workers); this supervision can last for up to one year.

## FINDINGS AND RECOMMENDATIONS

rate at the Centers to be 21% for calendar year 2002. A recent study<sup>18</sup> commissioned by DJJDP on recidivism stated, “. . .post release efforts to rehabilitate juveniles in the early months may be the most important.”

TABLE 11 Vocational Education Courses As of December 2002					
	Dillon	Dobbs	Samarkand	Jackson	Swannanoa
Automotive Technology	X	X		X	X
Computer Applications / Business Ed/ Keyboarding	X	X	X	X	X
VIP/Career Exploration/ Pre-Vocational	X	X		X	X
Furniture and Cabinet Making / Construction Technology	X	X			X
Horticulture / Building Grounds Maintenance		X		X	X
Barbering		X			
Computer Technology / Computer Engineering					X
Broadcast Technology		X			
Commercial and Residential Cleaning		X			
Food and Nutrition					X
Graphic Communications				X	
Pottery					X
Junior ROTC		X			
<b>Total</b>	<b>4</b>	<b>9</b>	<b>1</b>	<b>5</b>	<b>8</b>
Source: DJJDP					

### RECOMMENDATION

**DJJDP management should develop and implement a process for the approval of customized programs at the Youth Development Centers. This process should not only justify the need for the program, but also identify all resources that will be needed on a continuing basis. Center staff should solicit more involvement of local businesses for identification of need and support of all specialized vocational programs. A formal system of follow-up for the released juveniles should be implemented that includes assistance in finding work in the vocation for which they received training. Lastly, DJJDP should develop a method of assessing the applicability of the training provided by the Centers. Modifications to the specialized programs should be made to keep them relevant and in vocational areas where the released juveniles will be able to find work.**

<sup>18</sup> *Criminal Recidivism after Commitment for Juvenile Delinquency: Report on a Study of Persons Released from North Carolina Youth Development Centers in 1996*, Stevens H. Clarke, Institute of Government, The University of North Carolina at Chapel Hill, May 2001.

## FINDINGS AND RECOMMENDATIONS

### YOUTH DEVELOPMENT CENTER INSTRUCTIONAL BUDGETS ARE NOT SUFFICIENT.

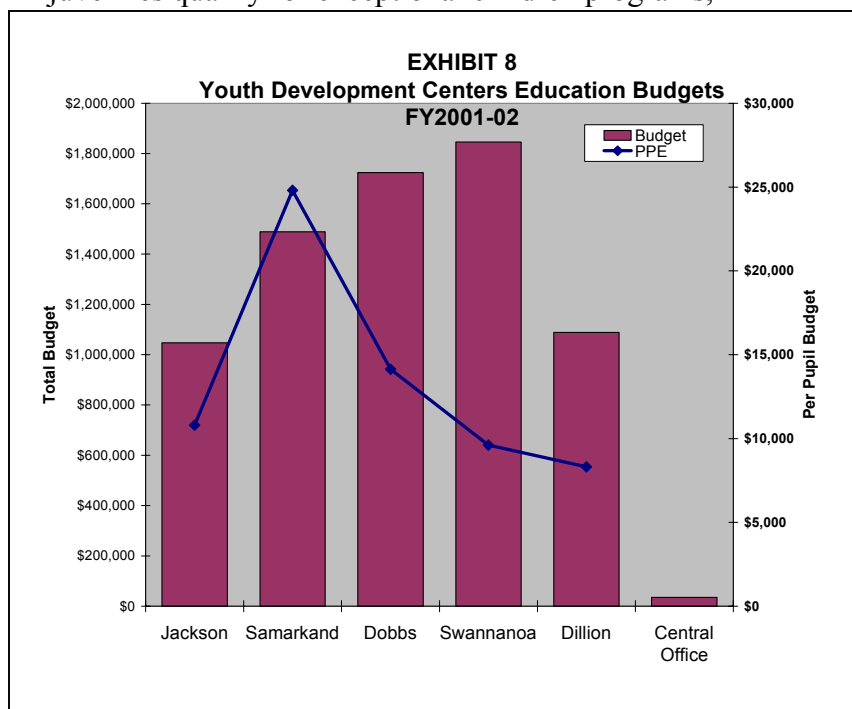
DJJDP's per pupil expenditure (PPE) is higher than the average PPE for all Local Education Authorities (LEAs) in the State. (See Table 12.) However, the Youth

TABLE 12 Per Pupil Expenditure (PPE) Ranking, 2000-01 (Ranking based on 117 total school districts, highest = 1.)								
Selected LEAs	Source of Funds						Total	
	State		Federal		Local			
	PPE	Rank	PPE	Rank	PPE	Rank	PPE	Rank
Mecklenburg Co.(Largest)	\$4,398.40	101	\$272.75	95	\$2,340.85	5	\$ 7,012.00	25
Hoke County (Medium)	4,693.60	58	388.93	43	629.27	114	5,711.80	105
Hyde County (Smallest)	8,954.80	1	986.12	4	1,426.06	25	11,366.98	1
Jones County	6,749.63	3	684.57	9	691.88	112	8,126.08	6
Wake County	4,311.47	106	260.83	98	1,905.30	11	6,477.60	57
Total State Avg.	4,526.52		330.27		1,427.46		6,284.25	
DJJDP*	\$7,890.93		647.70		0.00		\$ 8,538.63	
* Note: DJJDP schools run 12 months a year with 220 instructional days, public schools have 180 instructional days. Additionally, 30% of DJJDP juveniles qualify for exceptional children programs, whereas statewide about 12% qualify.								
Source: NCDPI web site and DJJDP								

Development Center schools run twelve months a year, with 220 instructional days. Public schools have 180 instructional days contained in approximately 9 ½ months.

Additionally, 30% of DJJDP juveniles qualify for exceptional children programs,

whereas statewide about 12% qualify for these funds. Examination of total budget data for each of the Center schools shows that the allocation of those budgets may not be equitable, as shown in Exhibit 8. Because teacher salaries are based on years of experience, longevity with the State, and type of degree held, personnel costs contribute to the unequal distribution of total budgets to the schools. DJJDP's





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Education Superintendent does allocate other expenses to the schools on a per student basis.

Despite this, inequities were evident in the areas of administration, staff, instructional supplies, and capital outlay. Each Youth Development Center has a different configuration of administrative, instructional, and support staff. All had a principal and assistant principal, with the exception of Samarkand that has a lead teacher who performs the principal duties. (See staffing discussion on page 61.) Items such as library materials, desks, chairs, tables, lab supplies, and copy machines were generally in poor condition. Additionally, there is no stable source of funding for computer equipment and internet connections. Lastly, the educational facilities themselves were in very poor physical condition. We noted deteriorating gymnasiums, the necessity of using multiple buildings for the school, and classrooms in need of extensive repair. (See page 21 for discussion of building conditions.)

A major factor affecting the adequacy and equity of funding could be that the education administrators at DJJDP, from the Education Director (Superintendent) to the Center school principals, do not participate in the budget preparation. We found no evidence that the key stakeholders in the system were asked for or provided any information for the budget. This process is atypical compared to how budgets are set and finalized in public school settings, where education administrators are involved.

### RECOMMENDATION

**DJJDP management should take steps to include departmental education administrators in the budget preparation process. Management should, with input from the Education Superintendent, critically examine the budget allocation decisions for the Center schools. Every effort should be made to assure funding is sufficient, taking into account the needs of the juvenile population at each school. Specific needs should be determined and prioritized for each Center school, and an equipment replacement schedule should be developed. The budget should include requests for a computer lab in each Center, along with a wide area network (WAN) to connect the Centers directly with the Central Office and allow internet access. Lastly, management should work to determine a stable source of funding for needed computers and internet access. (See page 82 for technology plans.)**

### **DJJDP's EDUCATIONAL STAFF FACE UNIQUE CHALLENGES IN PROVIDING QUALITY EDUCATION.**

In many respects, the Department of Public Instruction views DJJDP as a separate LEA because of the special nature of the Youth Development Center schools. Therefore, DJJDP has an Educational Director (Superintendent), two school administrators, one

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office assistant, one transition coordinator (half time), and a Governor's Public Manager fellow position, for a total of 5.5 staff in the Central Office to direct the educational program. Two of the 5.5 positions are funded with grant funds. Table 13 shows how DJJDP's Central Office Education staff compares with a comparable LEA. As with the Central Office staff in a regular LEA, the DJJDP central office staff is responsible for coordinating all educational programs,

TABLE 13 Comparison of Central Office Education Staff		
	Hyde County	DJJDP
# Students	681	602
# Schools	4	5
Square Miles	1378	52,669
# Central Office Staff	20	5.5
Source: DJJDP, Hyde County LEA, Dept. of Commerce, DPI, and OSP		

compiling and disseminating information, reporting status to DPI and the State Board of Education, and providing support to the Centers' schools. Yet, the Central Office staff of this LEA face unique problems not faced by most LEAs. The most challenging of these is that the DJJDP LEA stretches across the State. Thus, DJJDP's Superintendent spends considerable time driving to the Centers to meet with staff. While meeting with staff face to face is a laudable goal, because of the distances involved, this may not be the most effective use of the Superintendent's time. The distances between the schools and the Central Office also contribute to a sense of isolation reported by the instructional staffs at the schools.

### RECOMMENDATION

**DJJDP management should determine the number and type of positions needed to adequately staff its educational Central Office. DJJDP's Education Superintendent should consider reorganizing her Central Office staff to better utilize existing resources. The Central Office technical support staff should be reassigned the duties of generalists and specialists directly assisting the Center schools. Each should be assigned a region in which one or more of the Youth Development Center schools is located. These individuals should then take over the face-to-face interaction with the schools, thereby allowing the Superintendent the time needed to perform all the normal duties of running an LEA. The Superintendent should develop a communications template that captures all the information about the schools that is needed. Lastly, the Superintendent should explore ways to address the isolation felt by the instructional staff. Efforts such as semi-annual district-wide professional development or opportunities for staff to spend a day with colleagues at one of the other Center schools should be considered.**

### THERE IS LIMITED COMMUNITY INVOLVEMENT IN CENTER EDUCATION PROGRAMS.

Most of the Youth Development Centers are communicating with parents / guardians on a regular basis to keep them connected while their children are in commitment. The clinical staff is in regular communication with the local community Court Counselors,

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who maintain case supervision involvement with youth and their families throughout their commitment. We also found evidence of this in the documented attendance at special education juvenile Individual Education Plan meetings, school plays, graduation, etc. However, Center school principals reported that they rarely attended the local Juvenile Crime Prevention Council meetings. Likewise, we found that judges and court administrators rarely visited the Centers to gain an understanding of the types of programs available at the Centers. Maintaining and increasing parent involvement would help in the juvenile's transition back to the home upon release. (See discussion of family treatment on page 50.) Increasing the involvement of the court and community leaders would help to further the programs offered by the Centers and improve the chances of a released juvenile obtaining work in the community.

### RECOMMENDATION

**DJJDP management should explore the feasibility of establishing a Parent Advisory Committee to provide the parents' input and perspective into the programs offered at the Centers. A quarterly publication aimed at parents that provides various topics of interest, including information from the Central Office level to the individual Center level, would help keep parents informed of current initiatives. Further, management should require Center Directors and Center school principals to regularly attend the local JCPC meetings to share the perspective of their work and to be informed about the intervention strategies of the community agencies. Lastly, DJJDP management should develop a program whereby court officials are invited to visit the Centers at least annually to meet the Center personnel and discuss Center activities and their effect.**

### **Juvenile Treatment and Rehabilitation Issues:**

#### **THERE IS A GENERAL LACK OF CLARITY ABOUT THE IMPORTANCE AND ROLE OF CLINICAL TREATMENT AND REHABILITATION IN THE SYSTEM.**

Although some recent efforts have been made to invest in developing the clinical component, such as the hiring of Ph.D. level Clinical Directors at each site, there remains a sense of systemic ambivalence toward clinical care. This is reflected in numerous ways and at all levels. For example, at the Central Office level, the Chief Clinical Officer was not a member of DJJDP's Executive Committee at the time of the audit. The process for development and approval of the new clinical program policies and procedures is lengthy, taking over two years, with the policies and procedures still in draft form. At the facility level, behavior specialists are routinely scheduled for "coverage," leaving them little time to perform treatment roles.

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### RECOMMENDATION

**DJJDP management should issue a clear statement about the importance and role of treatment in the system. The Chief Clinical Officer should be included in the Executive Committee and development of the clinical system should be a standard agenda item for meetings. Draft program policies and procedures with specific goals and timetables should be finalized as soon as possible and disseminated to staff at the Centers. Staffing levels should be adequate so that clinical staff does not have to perform custodial roles on a routine basis. (See discussion on page 61 relative to staffing.)**

*Auditor's Note: As of February 2003, the Chief Clinical Officer became a member of DJJDP's Executive Committee.*

### **TREATMENT PROGRAMS AT MOST OF THE CENTERS ARE DISORGANIZED AND LACK RESOURCES.**

Despite the dedication of staff, the treatment programs at most of the Centers at the time of the audit were disorganized, lack resources, and/or were perceived to have a second or third class status behind security and education. Recognizing the fact that essentially all of the activities that take place at the Centers are or should be “therapeutic” is the first step. Often adequate time for treatment activities is not scheduled into the day. “Treatment” at some of the Centers is de facto, defined as “those activities that take place between 2:30 and 4:30 in the afternoon” or after school is over. This is not an adequate amount of time to conduct all of the activities necessary to both provide direct services, such as group and individual treatment, and to organize services through treatment teams and staff meetings. While clinical staff recognized the importance of treatment planning, many treatment team meetings take place without the assigned behavior specialist (see below) due to their conflicting assignment to coverage responsibilities. A couple of the schools have developed more innovative scheduling that, while not perfect, is better at balancing the requirements of treatment and education.

Another major problem is the lack of consistency in the provision of group treatment programming. At the time of the audit, only one of five Centers was operating an organized program with a consistent schedule of focused topics, assignment of juveniles to groups in coordination with a treatment plan, and appropriately trained group leaders. Staffing and training issues also undermine the ability to maintain a treatment environment capable of potent intervention for many juveniles.

### RECOMMENDATION

**DJJDP management should articulate a clinical philosophy and program that ties all activities (school, cottage life, vocational**

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**preparation, recreation, behavioral treatment, group treatment, individual treatment, and family treatment) of the Centers together into a cohesive approach. Management should convene a task force composed of Central Office staff and individuals from the Youth Development Centers to construct a multi-dimensional treatment philosophy and approach for implementation at all Centers. All current treatment components should be included (behavioral, group therapy, individual therapy, substance abuse treatment), as well as some additional ones such as family treatment. Working with individuals representing all facets of Center operations, the Task Force should propose an improved daily schedule of activities. The various scheduling plans at the Centers should be examined to identify the plan that allows adequate time for treatment programs. This plan should then become the standard for the Centers. Treatment activities should not be relegated to the end of the day or be squeezed into a two-hour block.**

### **STAFF ARE CONFUSED ON HOW TO TRANSITION FROM A CORRECTIONAL TO AN INDIVIDUAL NEEDS CLINICAL PHILOSOPHY.**

The transition in clinical philosophy from a correctional model to a more individual needs-based therapeutic model is endorsed by clinical staff. However, the method of implementation has provoked widespread confusion about how this translates into day-to-day operations. All agree that the biggest change for the clinical system is the recent decision to abandon the highly structured “Core Competencies” Program that tied the completion of specific tasks to specific time frames and privileges earned by juveniles. The Core Competencies system is probably the only component that was consistent (at least in understanding if not always in application) across Centers. The recent initiative to move away from Core Competencies has provoked a great deal of confusion and angry resistance. Part of the reaction is due to what direct care staff perceive as Central Office’s repudiation of their work. All levels of staff are concerned that the decision to discontinue Core Competencies came without Center staff input, an alternative behavior management structure, or training.

Central Office’s assessment of Core Competencies found it to be stale, implemented by rote, and with little attention paid to the individual juvenile and his/her needs. Consequently, juveniles were getting through the program without making necessary changes that would allow them to be successful after discharge. While many staff agree that the Competencies Program had become stale in some settings, eliminating it without a clear replacement has created a treatment vacuum. Further, the change is causing sharp divisions among staff.

Each Center has attempted to respond to this shift in its own way, and the Competencies Program has continued to be used with the vast majority of juveniles. Clinical staff have been instructed to operate dual programs – one for juveniles under the “old” program and

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one for juveniles in the “new” program (those coming from the Assessment and Treatment Planning Centers). While both viewpoints have validity, no behavioral management system will work in the Centers unless there are enough staff and specific ongoing training to implement it. (See page 72 for discussion of training needs and page 61 for discussion of staffing.) The behavioral management program at the Youth Development Centers is the “bedrock” of clinical care and the vehicle that ties all areas of the juvenile’s life at the Centers together. It is critical to have a consistent approach and method.

### RECOMMENDATION

**DJJDP management should clearly define the procedures to be used by Center staff to transition from the Core Competencies Program to the new individual needs based therapeutic model. The transition plan should include a behavioral approach to cottage life management that incorporates the best parts of the Competencies Program, as well as flexibility to include individualized behavioral goals for each juvenile. Management would do well to draw upon the experience and wisdom of exemplary staff from each Center to craft an improved model. All Center staff should then receive training and specific direction from DJJDP management on implementation of the new behavior management plan and the individual needs based model.**

### THERE ARE SEVERAL CURRENT ATTEMPTS TO BUILD MODEL PROGRAMS WITHIN THE SYSTEM.

Active psychological treatment with the capacity for habilitation (or rehabilitation) does occur in some places within the system. These efforts are often funded through federal grants obtained by Central Office staff. The grants are targeted to serving particular populations, such as sexual offenders or substance abusers. The factors that allow active treatment to proceed are some combination of the following: strong clinical leadership, “critical mass” of clinicians working in close proximity, distinct mission and focus, restricted numbers of juveniles, and protected setting. Examples include the following:

- H.E.A.R.T. program at Samarkand, targeting girls with substance abuse disorders
- Three specialty programs at Swannanoa focusing on:
  - ◆ sexual offenders
  - ◆ violent offenders
  - ◆ substance abusers
- Centralized male Assessment and Treatment Planning Center at Dillon.
- Behavior Management Unit at Dobbs

### RECOMMENDATION

**DJJDP management should inventory and further assess its clinical assets. Clinical leaders and staff at the facilities should be regarded as**

## **FINDINGS AND RECOMMENDATIONS**

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**the clinical program's primary asset. Consideration should be given to a possible reorganization that "accentuates the positive," putting more juveniles in contact with more organized programs and Centers. Further programs such as those noted should be developed at all Centers. Management should consider the possibility of utilizing Swannanoa to a greater extent from a clinical aspect. This Youth Development Center has strong clinical leadership, ready access to more qualified professionals than any other Center, three well-developed specialty programs that serve as a good foundation for enhancement, and unused capacity or potential for expansion. In this configuration, Swannanoa would be a first choice for treatment of violent offenders and juveniles with severe substance abuse disorders and would share the sexual offenders' population with Dillon. Samarkand would continue as the female facility. DJJDP would look at the other two facilities to provide additional substance abuse treatment, treatment of non-violent offenders, and treatment of individuals with specific identified needs such as MR/DD. The possibility of closing one Youth Development Center altogether should be explored since this frees up the most resources. (See discussion of facility needs on page 21.)**

### **CENTERS ARE INCONSISTENT IN THEIR ABILITY TO MAINTAIN ACTIVE GROUP TREATMENT PROGRAMS.**

Along with behavioral treatment, group treatment should be the other primary treatment method, yet group therapy is only operational now for about one third of the offenders. As discussed previously, most Centers are inconsistent in their ability to maintain an active group program. The one general exception to this is the substance abuse groups that are provided on a contractual basis by Area Programs. Substance abuse group and individual treatment appear to be consistent in relation to other treatment components and are well regarded by clinical leadership at the Centers. Substance abuse clinicians have learned over the years how to interface with various parts of the system to accomplish their task. The fact that the clinicians are employees of the local Area Program has afforded them protection from the frequent staffing reductions of DJJDP. Yet, they have become accepted in most places (and after many years) as members of the Youth Development Center community.

Group treatment at Swannanoa appears to be well organized, consistent, and targeted to the needs of specific sub-populations. The same is true for the H.E.A.R.T. Program at Samarkand and the Sexual Offenders' unit at Dillon. All the other Centers recognize the need for expanded group treatment options and are attempting to implement regular group treatment. The Centers are in various stages of organizing a group therapy schedule, gathering materials, and instituting training. However, the Centers face numerous obstacles including the daily schedule, lack of training, and lack of staff. In

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many cases, much of the effort is dissipated by coverage responsibilities that behavior specialists are expected to perform.

### RECOMMENDATION

**DJJDP management should work with Center staff to address the obstacles to group treatment options for juveniles. Each Youth Development Center should have an active group program that provides groups on a range of issues and subjects pertinent to all juveniles, plus targeted groups for special populations.**

### **STAFF TO JUVENILE RATIO IN MOST CENTERS DOES NOT APPEAR TO ALLOW FOR THE PROVISION OF INTENSIVE ONE TO ONE CONTACT WITH LICENSED PROFESSIONALS.**

All juveniles receive case management services and some receive individual therapy. In emergency situations (such as attempted suicide), juveniles are provided one-on-one therapy. Case management is provided by social workers; therapy is provided mainly by Masters level psychologists. Social workers attempt to keep treatment moving along through development of treatment plans and treatment team meetings. However, many of the meetings are poorly attended by the behavior specialists who work most closely with the juveniles. This appears to be due to staffing shortages that don't allow time to attend these meetings. (See page 61 for staffing issues.)

All Centers contract privately for psychiatric services (average of one day per week) and are pleased with the quality of these services. In general, we found better than expected coordination between the staff and doctors, who often do their work during the evenings and weekends. A review of charts for juveniles receiving medications at each Center indicated that psychiatric care was initiated and followed up appropriately and that physicians were generally accessible to staff for emergency consultation. On the whole, clinical leaders regarded their consulting psychiatrists as dedicated, efficient, and thorough. However, the physicians don't have active involvement in treatment team meetings. The nurses, who are members of the treatment team, are responsible for forwarding information to the physicians.

### RECOMMENDATION

**DJJDP management should work to assure adequate funding to continue contracting for psychiatric services at the Centers. DJJDP should reconsider the role and model of individual treatment. Limited resources in this area make it imperative that therapy time be used in the most advantageous way possible. The current approach of making therapy available to a select group of juveniles who seem most willing or most in need should be reviewed. One possibility is to schedule individual therapy to juveniles in four to six session courses**

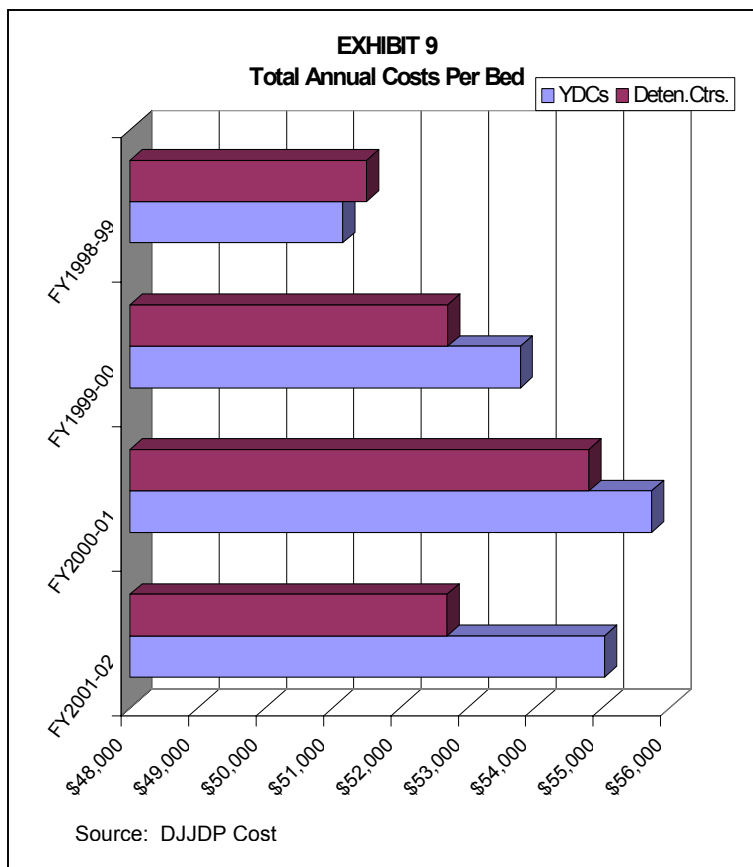


## FINDINGS AND RECOMMENDATIONS

of treatment, provided flexibly and intermittently over the course of the individual's stay at the Center. Each treatment block should have a primary focus as determined by the individual's treatment plan. This will allow staff to see more juveniles overall and will encourage juveniles to use their time more efficiently. Additionally, management should address staffing issues in the clinical area, working for staff ratios that allow more individualized treatment for the juveniles. Additional staff is needed to fully bring the treatment programs to life. Most critical is the need to free up behavior specialists from constant coverage responsibilities so that they can concentrate behavioral treatment goals including development of effective interpersonal skills.

### CENTERS DON'T HAVE THE RESOURCES TO OFFER NEEDED FAMILY TREATMENT OPTIONS.

Family treatment is virtually non-existent for this population and represents the biggest



gap / opportunity in considering systemic changes in the treatment program. The Clinical Directors we spoke with indicated a tremendous need for this component. Many had made some efforts to provide parent training or treatment to families, either for those living close to a facility who were still invested in their children or for families during visits to their children. The cost of housing and providing treatment at the Youth Development Centers was \$55,029<sup>19</sup> per bed for fiscal year 2001-02, as shown in Exhibit 9. Sending a child home to an unchanged environment undermines the State's considerable investment in his/her care.

<sup>19</sup> Since the number of juveniles in the Youth Development Centers is steadily decreasing, the cost per juvenile is higher: \$60,978 based on average daily population for FY2001-02.

## **FINDINGS AND RECOMMENDATIONS**

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### **RECOMMENDATION**

**DJJDP management should work with Center staff to develop a family treatment option by establishing a task force to explore this issue. This group should be composed of staff from the Centers, Court Counselors, and representatives of the Division of Mental Health, Developmental Disabilities, and Substance Abuse, Department of Health and Human Services. Treatment methods should be developed to address these questions:**

- **How can the Centers address family issues even if the family cannot or will not attend?**
- **What type of treatment can be provided to families during visitation or other times when the family is on campus?**
- **How can the Court Counselors and Area Programs provide family treatment in their own communities that is coordinated with the work at the Centers, especially during transition from the Youth Development Center and after the juvenile is released?**

**The Centers will need to be creative in developing a family component and will need assistance from community providers, including Court Counselors and Area Mental Health Programs. Funding should be sought from the General Assembly for this much needed clinical component.**

### **THE ASSESSMENT AND TREATMENT PLANNING CENTER APPROACH REPRESENTS A SIGNIFICANT POTENTIAL IMPROVEMENT TO THE CLINICAL SYSTEM.**

DJJDP initiated a centralized Assessment and Treatment Planning Center approach to incoming juveniles in the fall of 2002, setting Centers up at the Dillon and Samarkand campuses. However, clinicians at the Youth Development Centers are unconvinced at this point about the quality and utility of the assessments. There are a number of issues and perceptions that must be addressed to realize the full benefit from the Assessment and Treatment Planning Centers. These include:

- Juveniles are indicating to their clinicians at the Centers that they have not taken the computerized tests seriously and “just pushed buttons as fast as they can to get it done.”
- Clinicians at the Centers are often not in agreement with some of the goals and interventions that come from the assessments and see them as far too prescriptive.
- Clinicians at the Centers feel that performing assessments in the past gave them the best information to begin treatment with a new juvenile, a process that they feel they still have to go through despite the information being provided in the new assessments because they don’t believe the reports from the Assessment and Treatment Planning Center.
- Administrators and clinicians question the investment in the Assessment and Treatment Planning Center compared to the need for additional staff at the Centers.

## FINDINGS AND RECOMMENDATIONS

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Despite these issues and perceptions, the Assessment and Treatment Planning Center model could provide a number of important advantages for the system. Specifically, full assessments for each offender can be performed in a best practices setting using similar and current measurement tools. The Assessment and Treatment Planning Centers offer a means for more easily gathering detailed information about the offender population and its changing needs. The Centers also offers the potential to provide a comprehensive, consistent system orientation to each juvenile. Lastly, the Centers offers the potential to pilot new treatment approaches.

### RECOMMENDATION

**We commend DJJDP management for establishing the centralized Assessment and Treatment Planning Centers. Management should continue efforts to fine-tune the procedures used at the Centers. A plan to integrate the Centers into the education / treatment options at the Youth Development Centers should be developed and implemented. However, the Assessment and Treatment Planning Center concept will not work well without the support of clinical staff at the Youth Development Centers. A process of mutual education involving Assessment and Treatment Planning Center and Youth Development Center staff is needed to improve the utility and proper use of the assessments. Efforts should be intensified to train Center staff on the broad advantages of the centralized assessment function for the system as a whole.**

## FINDINGS AND RECOMMENDATIONS

### Stonewall Jackson Youth Development Center



Abandoned and Condemned Buildings



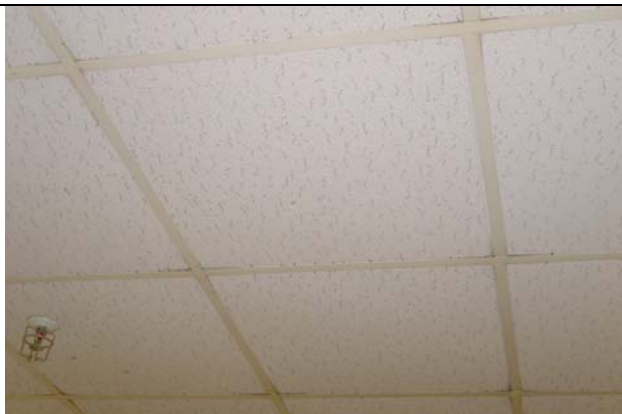
Abandoned and Condemned Buildings



Academic School Hall  
(poor line of sight)



Academic School Hall  
(poor line of sight)



Drop In School Ceiling  
(security risk)



Cottage Dorm Ceiling  
(water damage)

## FINDINGS AND RECOMMENDATIONS

Swannanoa Valley Youth Development Center	
	
Cottage Dorm Hall (poor line of sight)	Cottage Dorm Wing (poor line of sight)
	
Cottage Day Room Used for Sleeping Quarters (security risk)	Damaged Cottage Dorm Room Ceiling
	
Cottage Dorm Cell Door Damage	Damaged Wall in Cottage Dorm Room



## FINDINGS AND RECOMMENDATIONS

### Dillon Youth Development Center



TV Monitor and Upper Gate Security Entrance



TV Monitor at Lower Gate Entrance



Cottage Dorm Room Windows  
(security risk)



Day Room View to Cottage Dorm Rooms  
(poor line of sight)



Damaged Door in Cottage Dorm



Damage in Cottage Dorm Room

FINDINGS AND RECOMMENDATIONS

Samarkand Youth Development Center



Damaged Window



Open Style Cottage Dorm Room  
(security risk)



Unlocked Medical Supply Cabinet



View of Proposed Security Fencing



Bat Carcass on Gym Floor



Bat Feces on Gym Wall



## FINDINGS AND RECOMMENDATIONS

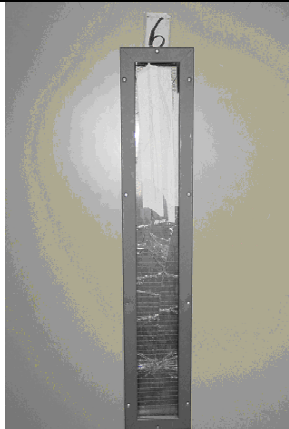
### Dobbs Youth Development Center



Abandoned and Condemned Building



Administration Building Stairway to Classroom  
(security risk)



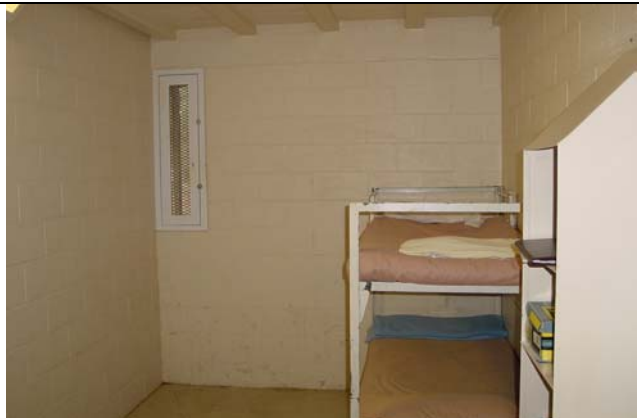
Cottage Dorm Door Damage



Cottage Cell Door  
(security risk)



Cottage Dorm Door Damage



Double Bunked Dorm Room  
(security risk)



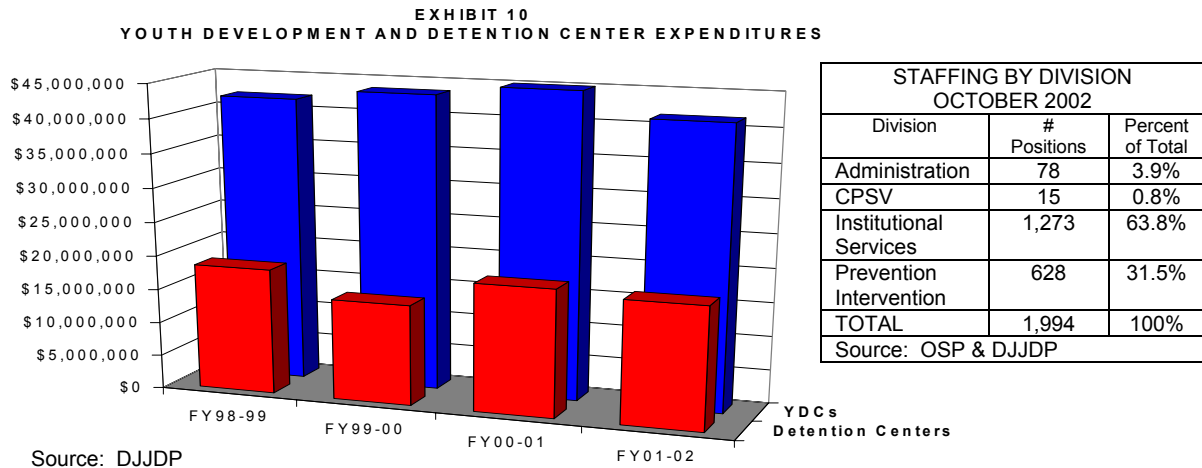
**FINDINGS AND RECOMMENDATIONS**

Buncombe Detention Center	
	
Ceiling Damage After Snow Storm	Ceiling Damage
	
Damaged Cottage Dorm Room	
	
Kitchen and Electrical Damage	Hallway and Ceiling Damage

## FINDINGS AND RECOMMENDATIONS

**Objective 3 – Staffing and Training:** *To determine the current staffing levels at the Central Office, Youth Development Centers, and Detention Centers; and type and quality of training provided for staff.*

**Overview:** Examination of expenditure data for the Centers shows that the biggest expenditure for each is salaries, representing approximately 60% of total expenditures for the Youth Development Centers and 78% of expenditures for the Detention Centers. Exhibit 10 shows the expenditure trends for Centers for fiscal years 1998-99 through 2001-02 and current staffing by divisions.



To enhance the abilities of employees in the different areas of the Youth Development and Detention Centers, DJJDP has established initial and ongoing training requirements. Direct care (certified) employees for the Centers are required to complete a basic training course within one year of employment.

**Methodology:** To satisfy this objective, we interviewed current and former employees. We reviewed DJJDP and Office of State Personnel position data and analyzed position turnover, concentrating on the Youth Development and Detention Centers. We examined staff distribution and average population data for each Center. We further determined direct care staff ratios and spans of control and compared them to other states' data and standards. Court Counselors were surveyed to identify concerns relative to the Centers and their role in the juvenile justice process. Caseload data was determined for the Counselors and compared to average caseload for other states. Lastly, we reviewed existing DJJDP training requirements and policies and examined department and Center training records for compliance.

## **FINDINGS AND RECOMMENDATIONS**

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**C**onclusions: DJJDP had 1,994 positions at the end of December 2002, with 1,233 of those in the Institutional Services Division. There were 220 vacant positions (including leave without pay positions), with 135 (61%) of those in the Youth Development and Detention Centers. The vacant positions in the Centers were having a negative effect on operations, with vacancies remaining open for over a year on average. Examination of position data shows extensive position activity since the creation of the department. However, contrary to the belief of field staff, only 12 field positions have been transferred to the Central Office. The biggest impact on the number of field staff positions has been from mandates to abolish positions due to the budget situation. The Centers have suffered a net loss of 211 positions because of this. Turnover rates for the Centers have been high since the merger, averaging almost 20% annually, with turnover rates for some positions as high as 55% (cottage parent). The loss of positions and the high turnover rates have resulted in uneven staff distribution for both Youth Development and Detention Centers. Direct Care staff ratios range from a low of 3.5 : 1 to a high of 14 : 1. Education staff ratios range from a low of 5.1 : 1 to a high of 24.0 : 1. Clinical staff ratios range from a low of 1.3 : 1 to a high of 4.5 : 1. DJJDP has not established target ratios for these disciplines. Additionally, the span of control for some direct care supervisors may be too large. Court Counselor caseloads also vary greatly, with the statewide average caseload for intake evaluations at 28.8 and 24.1 for supervision caseload.

Training policies were inconsistent and appeared to be inadequate for certain types of employees. Examination of training records showed that the Centers have not consistently provided the required orientation and in-service training for employees. Lastly, the training provided was not timely. Records show that on average Center personnel working directly with the juvenile offenders do not receive basic training for seven to eight months after they are hired. Most delays in training were related to staff and budget shortages. These delays in training could have a negative effect on employee performance, turnover rates, and could result in unsafe conditions for both juveniles and staff.

## FINDINGS AND RECOMMENDATIONS

### FINDINGS – STAFFING AND TRAINING

#### Staffing Issues:

#### VACANT POSITIONS NEGATIVELY AFFECT YOUTH DEVELOPMENT AND DETENTION CENTERS OPERATIONS.

DJJDP has a high number of vacancies (including positions where staff are on leave without pay), with some positions remaining vacant for lengthy periods. By the end of fiscal year 2001-02, vacant positions at DJJDP were at an all time high of 291. Vacant positions and staff on leave without pay at the Youth Development and Detention Centers severely affect operations since coverage at these facilities is necessary around the clock. Positions where staff is on leave without pay were included as “vacant” even though

Location	6/30/99	6/30/00	6/30/01	6/30/02	12/31/02
Districts	41	46	56	52	43
Regions	2	1	2	3	1
Camps	0	0	18	15	15
Detention Centers	69	50	24	45	30
Youth Development Center	153	152	139	146	105
Central office	9	30	24	30	26
<b>TOTAL</b>	<b>274</b>	<b>279</b>	<b>263</b>	<b>291</b>	<b>220</b>

\* “Vacant” is defined as any position that does not have an active employee at the date shown. This includes positions where staff is on leave without pay.  
Source: OSP

they are technically filled since these reduce the number of staff available to provide the needed staffing. As seen in Table 14, 135 (61.3%) of all positions vacant at December 2002 were at the Youth Development and Detention Centers. Vacancies result in increased juvenile to staff ratios for direct care staff at these facilities. For example,

*Does DJJDP have the necessary resources to effectively and efficiently administer the programs under its purview?*

vacancies at Swannanoa result in a juvenile to direct care ratio of 13.4:1, up from a ratio of 9.9:1 when all positions are filled.

DJJDP staffing has also suffered from extended vacancies. Table 15 shows that as of December 31, 2002, there were 48 positions (22%) that had remained vacant for over 12 months. Thirty of these vacancies were for staff at the Centers who work daily with offenders. Analysis of staffing data shows that

Category	Camp	Central Office	Detention	District	Youth Development	Total
Administration		2		1	2	5
CB Treatment				2		2
Direct Care	5		3		11	19
Education					7	7
Program Support		5				5
Residential Treatment	2				2	4
Support Services		1	2		3	6
<b>Grand Total</b>	<b>7</b>	<b>8</b>	<b>5</b>	<b>3</b>	<b>25</b>	<b>48</b>

\* Includes leave without pay positions  
Source: Office of State Personnel Records

## FINDINGS AND RECOMMENDATIONS

positions remained open from 25 to 1,290 days, with the average days a position remained vacant at 255. A number of the positions have not been filled due to restrictions placed on State agencies because of the budget crisis.

### RECOMMENDATION

**DJJDP management should determine the reasons for vacancies. For positions not held vacant because of the budget situation, management should devise strategies for filling positions sooner. A possible strategy would be to reclassify positions to higher pay grades. (See discussion on page 63.)**

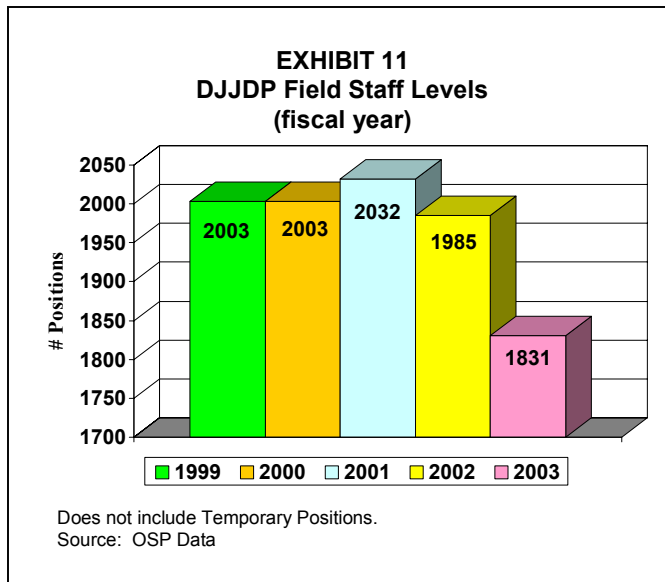
### **DJJDP FIELD STAFF HAS BEEN REDUCED SINCE THE CREATION OF THE DEPARTMENT.**

DJJDP was formed by merging staff and functions from the Division of Youth Services in DHHS and the Division of Juvenile Justice in the Administrative Office of the Courts. However, when the divisions merged, no support staff for accounting, personnel, research, and computer support needs were transferred. Since the merger, there has been extensive position activity resulting from newly created positions, intra-departmental transfers, and abolished positions. Contrary to the prevailing belief of field staff, intra-departmental transfers have had little effect on field services. In total, a net of 12 positions have been transferred from the field to the Central Office. However, within field services, 73 positions were reassigned to different facilities to address changing departmental philosophy, policies, and program needs. Yet, the biggest impact on field staff has been the budget crisis. Table 16 shows the effect of position activity by location.

*Have positions been transferred from the Centers and other field operations to the DJJDP Central Office?*

<b>TABLE 16</b> <b>Change in Positions by Location</b> <b>July 1999 through December 2002</b>							
Facility	New and Abolished			Transferred			Total Net Effect
	New	Abolished	Net	In	Out	Net	
Camps	24	3	21	18	1	17	<b>38</b>
Central Office	95	21	74	14	2	12	<b>86</b>
Detention Centers	42	55	-13	2	6	-4	<b>-17</b>
Districts	2	19	-17	9	9	0	<b>-17</b>
Regional	0	2	-2	1	1	0	<b>-2</b>
Youth Development Center	39	225	-186	43	68	-25	<b>-211</b>
<b>Total</b>	<b>202</b>	<b>325</b>	<b>-123</b>	<b>87</b>	<b>87</b>	<b>0</b>	<b>-123</b>
Includes Temporary and Time Limited positions.							
Source: OSP							

## FINDINGS AND RECOMMENDATIONS



In total, DJJDP has a net decline of 123 positions. Most of these positions were abolished due to the severe budget situation faced by the State, with a net of 211 positions abolished from the Youth Development Centers and 17 from the Detention Centers, after accounting for transfers. All field services locations were reduced, with exception of the camps that gained 21 new positions related to the addition of Camp Redwolf, which was not operational at the time of the audit. During the three and a half year period, the Youth Development

Centers absorbed 69% of the reductions. Field staffing went from a high of 2,032 in 2001 down to 1,831 at the end of 2002, as shown in Exhibit 11. This change represents a 9.9% decrease from the 2001 high. Staff reductions were highest at the Youth Development Centers, with an overall decline of 19%. While the juvenile population at these Centers declined 36% over the same timeframe, the juvenile offenders housed at the Centers have become more violent. Thus, the decrease in field staff has left some Centers understaffed for the types of offenders now housed in the Centers.

### RECOMMENDATION

**DJJDP management should examine field staffing levels, taking into account such things as type of juveniles, average daily population, specific identified needs, etc. Management should determine the staffing levels needed to adequately staff the Youth Development and Detention Centers. This information should be used to request from the General Assembly additional staffing where needed.**

### TURNOVER RATES FOR SPECIFIC POSITIONS AT DJJDP ARE HIGH.

Examination of position data shows that DJJDP has an overall turnover rate of 12.8% for fiscal year 2002-03. This is down from a high of 19.5% in fiscal year 1999-00 when DJJDP was established. The reasons employees generally gave for leaving included better opportunities, disagreement with management philosophy (resulting from the combining of two separate divisions to create DJJDP), lack of opportunity for career advancement, and unequal or substandard wage structure.

*What is the rate of employee turnover at the Centers, and are they adequately staffed?*

## FINDINGS AND RECOMMENDATIONS

While DJJDP's overall employee turnover rate is now below the national average of 15.9%, rates for Institutional Services (the Centers) continue to be higher than national trends. In fact, turnover for the Centers has consistently been over the national average for the last two and a half years as shown in Table 17. Increases in turnover for Samarkand in fiscal year 2002-03 were due to staffing reductions caused by the budget crisis, leading to transferring the male offenders to other facilities and establishing a female offender facility.

TABLE 17 DJJDP Institutional Services Employee Turnover Rates July 1999 through December 2002					
Facility	FY1998-99	FY1999-00	FY2000-01	FY2001-02	FY2002-03*
Perquimans		20.8%	19.2%	23.1%	11.5%
Wake		13.8%	23.3%	28.0%	7.4%
New Hanover		30.0%	13.0%	40.0%	9.1%
Cumberland		4.5%	18.2%	12.0%	12.5%
Buncombe		4.5%	31.8%	15.0%	5.6%
Gaston		30.4%	61.5%	38.5%	7.4%
Richmond		17.2%	12.1%	16.1%	5.6%
Pitt		16.7%	0.0%	0.0%	8.7%
Umstead		25.0%	26.5%	25.0%	7.7%
Wilkes/Alexander		11.8%	15.0%	21.4%	7.4%
Juvenile Service**	3.2%				
Jackson	4.8%	24.7%	23.3%	12.8%	5.0%
Samarkand	2.4%	13.6%	18.1%	21.2%	93.9%
Dobbs	4.0%	9.6%	6.4%	5.5%	7.1%
Swannanoa	4.5%	25.9%	25.8%	22.4%	8.1%
Dillon	3.4%	32.5%	25.7%	27.9%	11.7%
<b>Total</b>	<b>3.7%</b>	<b>23.0%</b>	<b>20.3%</b>	<b>18.9%</b>	<b>16.3%</b>
<b>National Trend</b>		<b>15.6%</b>	<b>14.6%</b>	<b>14.8%</b>	<b>15.9%</b>

\*July through December  
 \*\* Detention Centers were consolidated prior to FY1999-00.  
 Source: NC Office of State Personnel and US Department of Labor

Table 18 lists employee turnover rates for positions working directly with juveniles, such as teachers, psychologists, and cottage parents. Direct care staff turnover rates are 20.1% compared to the national average of 15.9%. As shown in the table, cottage parents and counselor technicians exceed the national average. These two positions work directly with juveniles and are responsible for their safety, security, and ensuring the juveniles' personal needs are being met. For treatment and education positions, social workers are at 20.7% and vocational education teachers at 20.0%, both exceeding the national average. Employee turnover results in higher costs to an agency in recruitment for replacement, administrative hiring, loss of productivity (learning curve for new employees), and training. Additionally, turnover cost the Centers employees who have experience in handling safety / security situations.

TABLE 18 Turnover Rate for Employees Working Directly with Juveniles December 2002	
Positions	Rate
<b>Direct Care Staff</b>	
Cottage Parent	55.3%
Cottage Parent Supervisor	13.8%
Counselor Technician	18.1%
Unit Administrator	10.0%
Assistant Unit Administrator	7.1%
<b>Direct Care Staff Average</b>	<b>20.1%</b>
<b>Education Staff</b>	
Teachers	12.3%
Vocational Teachers	20.0%
<b>Education Average</b>	<b>13.5%</b>
<b>Residential Treatment</b>	
Psychologist	8.0%
Social Workers	20.7%
Behavioral Specialist	15.1%
<b>Residential Treatment Average</b>	<b>15.0%</b>
<b>Community Based Treatment</b>	
Court Counselor	7.2%
<b>National Trend</b>	<b>15.90%</b>

Source: OSP

## FINDINGS AND RECOMMENDATIONS

### RECOMMENDATION

**DJJDP management should continue to take steps to improve employee retention. Some areas to consider are job advancement, salary upgrades through position reclassification, and improved training. Management should consider requesting the Office of State Personnel to conduct a study to determine whether positions should be upgraded.**

### **BOTH YOUTH DEVELOPMENT AND DETENTION CENTERS SUFFER FROM INEQUITABLE STAFF DISTRIBUTION.**

Examination of organizational data shows that the staffing distribution varies from Center to Center. Table 19 shows staffing by position type at each Detention Center as of December 2002. Of note:

- Perquimans has a staff nurse, while other Centers contract for nursing services.
- Some Centers have kitchen facilities and staff cooks while others contract for food service.
- Richmond is the only Center that does not have any support staff to answer phones and assist with administrative paperwork.
- Richmond and Buncombe have Maintenance Mechanics on staff.
- There is no Director's position at Umstead; instead the shift supervisor is responsible for fulfilling both positions' duties. The average daily population for Umstead is more than Buncombe that has a Director.
- Perquimans has twice the staff as Umstead and yet the daily average juvenile population is only two more than Umstead.

<b>TABLE 19</b> <b>DJJDP Detention Centers Staffing</b> <b>As of December 10, 2002</b>										
<b>Title</b>	<b>Alexander</b>	<b>Buncombe</b>	<b>Cumberland</b>	<b>Gaston</b>	<b>New Hanover</b>	<b>Perquimans</b>	<b>Pitt</b>	<b>Richmond</b>	<b>Umstead</b>	<b>Wake</b>
Detention Director	1	1	1	1	1	1	1	1		1
Administrative Assistant	1	1	1	1	1	1	1		1	1
Staff Nurse						1				
Human Services Coordinator	1	1	1	1	1	1	1	1	1	1
Youth Program Assistant		1	1	1	1	1	1	1		1
Teacher	2	1	2	2	1	2	1	2	1	2
Education/Develop Aide					1					
Youth Service Shift Supervisor	2	1	1	2	1	2	1	2	1	2
Youth Service Counselor										
Tech/Cottage Parent	23	15	16	24	16	18	19	24	11	23
Youth Transportation Driver						1				
Maintenance Mechanic		1						2		
Cook II	2	1	1		1	2		2		2
<b>Grand Total</b>	<b>32</b>	<b>23</b>	<b>24</b>	<b>32</b>	<b>24</b>	<b>30</b>	<b>25</b>	<b>35</b>	<b>15</b>	<b>33</b>
Average Daily Population	18	10	25	24	19	15	24	25	13	22

Source: DJJDP and OSP



## FINDINGS AND RECOMMENDATIONS

Of particular concern at the Youth Development Centers is the distribution of education

<b>TABLE 20</b> <b>Education Staff and Average Daily Population</b> <b>As of December 10, 2002</b>					
	Dillon	Dobbs	Samarkand	Jackson	Swannanoa
<b>Population</b>	<b>131</b>	<b>122</b>	<b>60</b>	<b>97</b>	<b>192</b>
Principal	1	1	0	1	1
Assistant Principal	1	1	0	1	1
Guidance Counselor	1	1	0	1	1
Librarian	1	1	0	1	1
Community Specialist	0	2	0	0	0
Lead Teacher	0	0	1	0	0
Teacher	17	20	8	13	23
Voc Ed Teacher	3	4	0	4	5
Teacher Aid	1	1	2	3	3
<b>Total</b>	<b>25</b>	<b>31</b>	<b>11</b>	<b>24</b>	<b>35</b>
Does not include substitute teacher positions.					
Source: DJJDP and OSP					

staff, as shown in Table 20. Samarkand is lacking many educational positions. Staff at Samarkand commented that there is a need for a Principal, Assistant Principal, and/or a Guidance Counselor to assist teachers with controlling

juveniles. Staff also stated, there was a need for more teachers since two teachers are specifically for special needs children and Title I services. Additionally, most direct care staff at Samarkand are male even though this is now a female only facility.

The staff levels at the Centers directly affect the types of educational courses that can be provided. Table 11, page 40, shows vocational education classes provided to juveniles at each Center. The number of classes is based on the number of vocational education teachers at each. Samarkand offers only one vocational education course, while Dobbs offers nine different courses. Prior to cutting positions and moving the male juveniles, Samarkand offered six vocational education courses to juveniles residing at that facility.

### RECOMMENDATION

**DJJDP management should re-examine staffing levels at each Center, taking into account such things as type of juveniles, average daily population, specific identified needs, etc. Using this information, management should determine the organizational structure and staffing levels needed at each Youth Development and Detention Centers to adequately staff these functions.**

### **YOUTH DEVELOPMENT AND DETENTION CENTERS ARE UNDER-STAFFED IN DIRECT CARE POSITIONS.**

Direct Care staff are responsible for the safety and security of juveniles and staff at the Youth Development and Detention Centers. These are the persons who ensure that juveniles' basic needs are met daily, that juveniles are safe from emotional and physical harm, and that staff is safe from physical harm. In 2000, MGT of America Inc. conducted a staffing study<sup>20</sup> of DJJDP's Youth Development and Detention Centers.

<sup>20</sup> *Report for the North Carolina Department of Juvenile Justice, Staffing, Study*, See Appendix C, page 114, for a summary of the study recommendations and DJJDP's response.

## FINDINGS AND RECOMMENDATIONS

Using the direct care staffing ratios<sup>21</sup> developed by MGT, the Youth Development Centers are understaffed, all having higher ratios. However, only two of the Detention Centers have ratios over 7.3:1. (See Exhibit 12, page 68.)

Limited direct care staff results in having only half-staff during weekends or having no direct care staff on some shifts. It also means that other staff (such as teachers or behavioral specialists) must cover direct care duties. Position records show that since 1999, the number of direct care positions has been reduced by 146 positions (19%). Samarkand has lost the most direct care positions from the change to a female only facility. Currently, it has a 14:1 direct care ratio. DJJDP management does have a procedure in place for establishing and attempting to maintain minimum shift requirements. The current direct care staff ratio used by DJJDP for maintaining minimum shift requirement is 10:1; however, when needed Behavior Specialists are utilized to maintain this ratio.

### RECOMMENDATION

**DJJDP should determine the optimum juvenile to direct care staff ratio. (See next finding.) Behavioral Specialists should not be used in maintaining the optimum ratio. This information should then be used to request additional positions as needed at the Youth Development and Detention Centers.**

### DJJDP HAS NOT ESTABLISHED FORMAL JUVENILE TO DIRECT CARE STAFF AND TEACHER RATIOS.

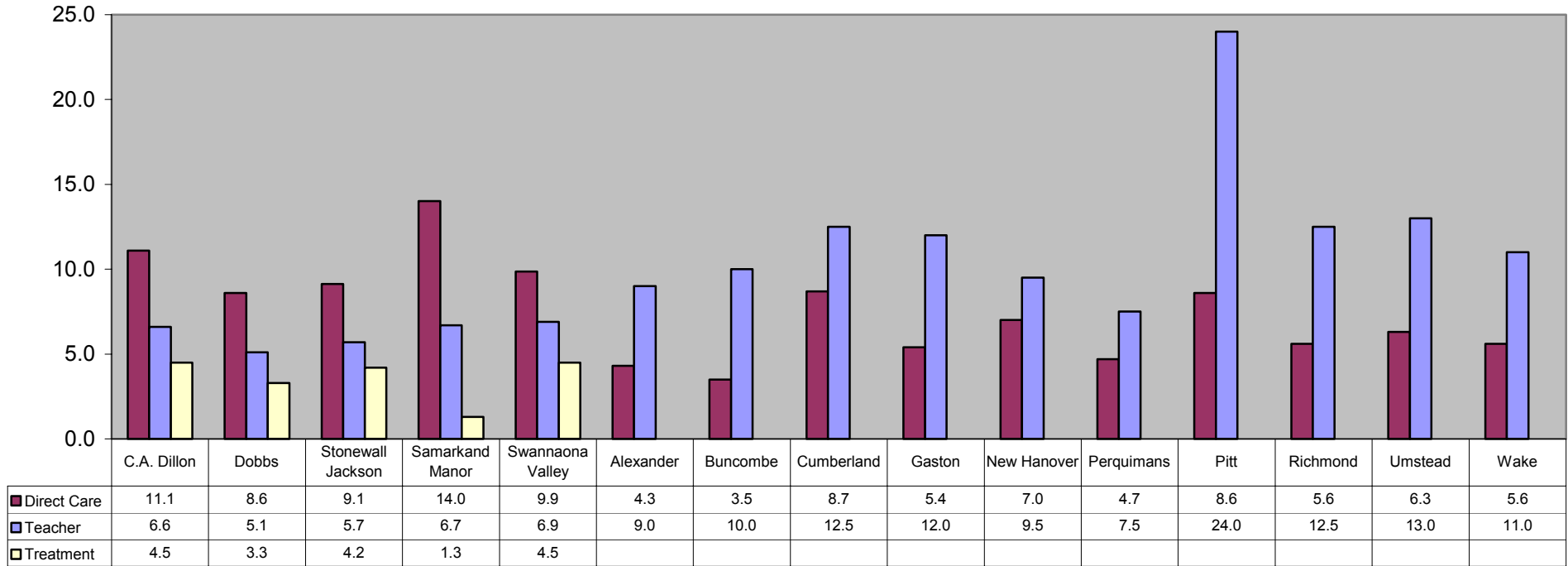
As previously mentioned, DJJDP management tries to maintain a 10:1 juvenile to direct care staff ratio. However, ratios vary at each Youth Development and Detention Center. Exhibit 12, page 68, shows staff ratios based on the average daily population and the total number of positions allocated to each facility. The ratios do not take into account vacancies. Detention Centers do not have staff to provide treatment, and most Youth Development Centers contract for substance abuse services. Further, Samarkand has 13 employees for a new, federally funded, substance abuse program, included in the ratios. At the Youth Development Centers, direct care ratios range from 8.6:1 at Dobbs to 14:1 at Samarkand. Teacher ratios range from 5.1:1 at Dobbs to 6.9:1 at Swannanoa. Exhibit 7 on page 34 shows 61% of the juveniles at the Youth Development Centers have specific identified therapeutic and educational needs. For comparison, Table 21 shows the DPI recommended pupil to teacher ratios for juveniles with and without specific identified needs.

TABLE 21 DPI Pupil-Teacher Ratio Standard			
Disability	Number of Assistants		
	0	1	2
Behaviorally-Emotionally	6	8	
Hearing Impaired	4	9	
Hearing Impaired severely		4	
Autistic	12		
Multi-handicapped	12	16	18
Trainable Mentally Disabled		6	8
Specific Learning Disabled	10	16	
Speech-Language Impaired	6	12	
No Disability grade 3 - 9	29		
No Disability grade 10 - 12	32		
Source: DPI			

<sup>21</sup> 8.3:1 for Youth Development Centers with no violent/sexual offenders; 7.3:1 with violent/sexual offenders.

## FINDINGS AND RECOMMENDATIONS

**EXHIBIT 12**  
**DJJDP Juvenile to Staff Ratios**  
**As of December 2002**



Direct Care includes Counselor Technicians and Cottage Parents positions  
 Teachers included teacher and vocational education teachers  
 Treatment includes Social Workers, Psychologists, and Behavioral Specialists  
 Source: DJJDP and OSP

## FINDINGS AND RECOMMENDATIONS

Treatment ratios range from 1.3:1 at Samarkand to 4.5:1 at Dillon and Swannanoa. Ratios at the Detention Centers for direct care range from 3.5:1 at Buncombe to 8.7:1 at Cumberland. Teacher ratios range from 7.5:1 at Perquimans to 24:1 at Pitt.

Prior to the establishment of the Office of Juvenile Justice in 1999, the Youth Development Centers (training schools) were under The Department of Health and Human Service (DHHS). DHHS established a juvenile to staff ratio during program hours of 12:1 in 1977<sup>22</sup>. When the Office of Juvenile Justice was created under the Governor's Office, the Administrative Codes were moved from DHHS to the Governor's office under Title 9 Chapter 5B and remained in effect until it was repealed in July 2002. At that time, the Office of Juvenile Justice was moved from the Governor's Office and the Department of Juvenile Justice and Delinquency Prevention was created. As of December 2002, DJJDP has not established juvenile to staff ratios. Other states have ratios that vary, in many cases, depending on whether the juveniles are awake or asleep, as shown in Table 22. Under DHHS the pupil to teacher ratio was established at 15:1. DJJDP finalized its new educational policy as of July 2002 but did not include a juvenile to teacher ratio requirement.

The American Correctional Association Staffing Requirements state, "The staffing requirement for all categories of personnel are determined to ensure that juveniles have access to staff, programs, and services." It goes on to say staffing requirements should be based on more than population and should include staffing needs and character and needs of the juveniles. Since the creation of DJJDP, the philosophy has been to house only the more violent juvenile offenders in the Centers. Without establishment and enforcement of adequate ratios, inconsistencies will continue to exist among the facilities. Further, inadequate ratios can negatively affect the safety and security of staff and juveniles, treatment services may be less effective, and education efforts may suffer.

<b>TABLE 22 Comparison of Other States' Juvenile to Direct Care Ratios</b>		
<b>State</b>	<b>Waking hours</b>	<b>Sleeping hours</b>
DJJDP actual average Youth Development Center ratio	<b>9.9:1</b>	
DJJDP actual average Detention Centers ratio	<b>5.8:1</b>	
North Carolina (old criteria)	<b>12:1</b>	<b>None</b>
DJJDP informal ratio	<b>10:1</b>	
Oklahoma	<b>12:1</b>	<b>16:1</b>
Missouri	<b>10:1</b>	<b>20:1</b>
Colorado	<b>10:1</b>	<b>20:1</b>
Texas	<b>8:1</b>	<b>24:1</b>
Tennessee	<b>8:1</b>	<b>None</b>
		<b>24:1 male 10:1 female</b>
Montana	<b>8:1</b>	
Alaska	<b>6:1</b>	<b>12:1</b>
Source: DJJDP for actual ratios 9 NCAC 5B.0305 for old criteria Internet for Other State ratios		

<sup>22</sup> There was one amendment in 1990.

## FINDINGS AND RECOMMENDATIONS

### RECOMMENDATION

**DJJDP management should develop and implement juvenile to staff ratios for direct care, education, and treatment staff. Management should take into account staffing needs, such as time off for health care and training, and juvenile characteristics and needs.**

### **SPAN OF CONTROL MAY BE TOO LARGE FOR SOME DIRECT CARE SUPERVISORS AT YOUTH DEVELOPMENT AND DETENTION CENTERS.**

During site visits and review of organizational charts and positions reports, we noted that the span of control for direct care supervisors at the Centers varies from eight to nineteen, as shown in Table 23. The average span of control is 10 for a Youth Development Center supervisor and 13 for a Detention Center supervisor. We further noted that the organization structures at Detention Centers are the same, with the supervisor responsible for all direct care staff. For the Youth Development Centers, with the exception of Swannanoa, supervisors are assigned to a cottage and oversee direct care staff and behavioral specialists working in that cottage. At Swannanoa, a supervisor's staff may be assigned to different cottages. Behavioral specialists report to the psychologists and campus supervisors, not a direct care supervisor.

TABLE 23 Span of Control for Direct Care Staff Supervisor to Staff Ratios		
Facility	Youth Development	Detention
Jackson	1 : 8	
Swannanoa	1 : 9	
Dillon	1 : 11	
Dobbs	1 : 12	
Samarkand	1 : 15	
Perquimans		1 : 9
Umstead		1 : 11
Alexander		1 : 12
Gaston		1 : 12
Richmond		1 : 12
Wake		1 : 12
Buncombe		1 : 16
Cumberland		1 : 16
New Hanover		1 : 16
Pitt		1 : 19
<b>Average</b>	<b>1 : 10</b>	<b>1 : 13</b>
Source: OSP and DJJDP		

Direct care supervisors' responsibilities include ensuring adequate staff coverage at the cottage, providing staff supervision, ensuring a safe and secure environment for juveniles and staff, providing on-the-job training to new employees, counseling both juveniles and parents concerning progress, developing staff work plans, and conducting staff evaluations. Span of control can and should vary depending on the duties being performed and the structure of an organization. When span of control is too small, efficiencies are lost. However, when span of control is too large, employees can become dissatisfied, morale tends to diminish, and staff effectiveness can deteriorate.

### RECOMMENDATION

**DJJDP should develop and implement span of control policies that allow adequate supervision over direct care staff at Youth Development and Detention Centers. Consideration should be given to the specific duties required of the direct care supervisors, as well as the type of juvenile offenders housed at each Center.**

## FINDINGS AND RECOMMENDATIONS

### THERE ARE NO CASELOAD STANDARDS FOR COURT COUNSELORS.

As part of the audit, we surveyed Court Counselors to identify issues that were of concern to them in the operation of DJJDP and especially the Youth Development and Detention Centers. Summary survey results are contained in Appendix D, page 117. North Carolina is composed of 39 court districts, each with Court Counselors who are responsible for receiving juvenile complaints, conducting intake evaluations, attending court hearings, conducting risk and needs assessments, supervising diversion plans and contracts, enforcing court orders, providing intense supervision as required by courts, providing referrals for services, and phone consultation. During 2002, there were 31,118 juveniles statewide who had complains filed against them, as shown in Table 24. The

TABLE 24 Court Counselor Caseloads As of December 2002									
District	Court Counselor Positions	Juveniles with Complaints	Intake Caseload	Supervision Caseload	District	Court Counselor Positions	Juveniles with Complaints	Intake Caseload	Supervision Caseload
26	41	3,208	19.3	22.7	19C	8	612	18.2	28.8
18	23	1,807	28.6	20.1	14	12	589	31.2	21.9
10	26	1,706	32.7	28.2	9	8	588	30.9	24.0
4	7	1,421	90.0	34.7	27B	8	584	57.1	25.5
12	18	1,305	25.8	30.5	23	10	575	41.4	22.1
25	14	1,191	30.4	23.5	13	8	555	47.0	22.8
5	19	1,095	35.5	18.7	1	8	525	34.5	35.4
16B	12	1,023	59.3	31.8	17B	7	509	46.7	26.7
7	15	957	34.5	19.7	19A	5	495	31.1	29.0
27	11	934	24.3	19.8	3A	8	480	38.9	25.2
11	12	923	28.6	24.3	15	8	477	17.8	20.5
8	15	919	10.9	23	16A	8	424	155	20.1
22	14	905	28.6	23	2	8	413	25.5	28.0
28	10	848	16.2	20.3	15B	6	337	15.3	24.8
21	15	825	20.0	20.4	24	6	302	20.0	25.3
3B	9	810							

statewide average caseload for supervision intake evaluations was 28.8, with caseloads ranging from 10.9 to 155 per counselor. Statewide supervision average caseload was 24.1, ranging from 18.7 to 35.4. Further examination of the data shows that Districts 4

TABLE 25			
Other States' Supervision Caseload			
State*	Average Caseload	State*	Average Caseload
Wisconsin	30	Washington	51
Alaska	31	Georgia	53
Tennessee	31	Oregon	53
Pennsylvania	32	Ohio	55
Arizona	33	Iowa	60
Michigan	35	Florida	64
New York	37	Kansas	65
Illinois	37	Alabama	67
Louisiana	42	Minnesota	69
Nevada	35	West Virginia	81
Texas	50	Idaho	88
Rhode Island	50		
Average		50	
* Data was not available for States not listed			
Source: National Center for Juvenile Justice Website			

and 17B have seven court counselors each, but District 4 served 179% more juveniles than District 17B. Also, Counselors in District 4 average higher caseloads than Counselors in District 17B -- intake evaluations 93% higher and supervision cases 30% higher.

As of the end of the audit fieldwork, DJJDP had not set standards for court counselor caseloads. Without caseload standards, staffing may not be equally distributed among Districts, creating large variances in caseload levels. Five other states (Arizona, Ohio, Nevada, New York, and Wyoming) have established standards for supervision caseloads, ranging from 15 to 40 depending on the type of supervision provided.

## FINDINGS AND RECOMMENDATIONS

The American Probation and Parole Association has developed a caseload standard of 35:1 for supervision. Table 25, page 71, shows the average supervision caseloads for other states. Caseloads range from 30 up to 88.

### RECOMMENDATION

**DJJDP should establish caseload standards for Court Counselors. Management should then examine current caseload data to determine whether staff should be reassigned to ensure caseloads are more evenly distributed among Districts.**

### **Training Issues:**

#### **TRAINING POLICIES ARE NOT CONSISTENT AND MAY BE INADEQUATE FOR CERTAIN TYPES OF EMPLOYEES.**

The current DJJDP training and staff development policies mirror the North Carolina Criminal Justice Education and Training Standards Commission's training requirements, as well as training standards established by the American Correctional Association. However, Central Office personnel are in the process of reviewing and updating all policies and procedures for DJJDP. Currently, some training policies, summarized in Table 26, are inconsistent with others, some lack timeframes for completion, and the basic training requirements are different for Youth Development and Detention Center employees even though both work directly with juveniles.

<b>TABLE 26</b> <b>Summary of DJJDP Staff Training Policies</b>			
<b>EMPLOYEE TYPE</b>	<b># OF HOURS</b>	<b>SPECIFIC TRAINING REQUIREMENTS</b>	<b>TRAINING WITHIN</b>
New Employee	40	Orientation, training, observation prior to working alone at assigned duties	Not stated
Teachers	Not stated	Not stated	10 days of employment
Youth Development Center	167	Basic training—includes basic orientation, juvenile law and system, institution operation and program orientation, medical emergencies, supervision/leadership, psychological factors in delinquency, special issues in delinquency, sociological factors, issues in institutionalization, introduction to counseling, group counseling, team building, interpersonal communications, group problem solving, handling job stress, review and examinations	First year of employment
Detention Centers	72	Basic training—including course orientation, juvenile law, introduction to reality therapy, suicide prevention, daily supervision, prevention of communicable diseases, evaluation and testing, unarmed self-defense, standard first aid	First year of employment
All employees who have direct contact with juveniles	40	In-service training including, but not limited to, first aid, CPR, and unarmed self-defense	annually
Source: DJJDP Policies and Procedures Manual			

The State's budget crisis has forced management at each Center to develop and provide training to staff, while curtailing external training opportunities. Some Centers have certified trainers for different courses, such as self-defense, CPR, and other general courses required for all staff. However, most employees feel the in-service training is too general and geared more toward cottage life staff<sup>23</sup>. Many pointed out that there is no

<sup>23</sup> Staff that work in the cottages overseeing the safety and security of the juveniles, such as, cottage parents and counselor technicians.

## FINDINGS AND RECOMMENDATIONS

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specific job-related in-service training provide to education or treatment staff. Nor are there funds available to send employees to outside seminars or conferences to obtain this type training. Also, employees feel the unarmed self-defense training should be expanded and updated to include additional methods for interacting with aggressive / out-of-control juveniles. Presently, there is only one approved method for interacting with aggressive juveniles. Employees feel this method is not adequate for the aggressiveness of the juveniles being placed in these facilities. (See discussion on page 28 relative to workers' compensation claims.)

Training is a very important aspect in maintaining competent and satisfied employees. Orientation should be provided immediately upon hiring to help new employees become acclimated to the facility and confident in their ability to perform their duties. In addition to general training on how to interact with juveniles, it is also important to provide training that relates specifically to an employee's position to enhance each employee's ability to perform his/her job duties. Lastly, it is important to have timeframes and instructional content outlined in orientation policies since the training function is decentralized. Such consistency would assure that employees are receiving the same training regardless of their facility assignment.

### RECOMMENDATION

**DJJDP should provide training on how to interact with juveniles in emergency situations and specific job-related training to all staff regardless of position. The employees' input for training suggestions should be solicited through an annual survey or other method. Specific training needs identified during the audit included enhanced training of clinical staff at all levels. Statewide networking and training opportunities should be revived. Better clinical training for cottage life staff is critical. Particular areas where training is needed include understanding conduct disorders, using redirecting and de-escalation techniques, and working with families.**

### YOUTH DEVELOPMENT AND DETENTION CENTERS HAVE NOT CONSISTENTLY PROVIDED THE REQUIRED ORIENTATION AND IN-SERVICE TRAINING.

The responsibility for maintaining training records is split between the Central Office and the Centers. The Central Office's Staff Development and Training Section is required to maintain a basic training database. The Centers are required to maintain a database to record new hire orientation and in-service training. As part of the audit, a review of 169 training records for Youth Development and Detention Center employees was conducted to determine if the existing DJJDP policies were being followed. Table 27, page 74 contains the results of the review.



## FINDINGS AND RECOMMENDATIONS

<b>TABLE 27</b> <b>Results of Youth Development and Detention Centers Employees' Training Review</b>									
Policy	Youth Development			Detention			Sample Totals		
	Sample Size	# Errors	Error %	Sample Size	# Errors	Error %	Sample Size	# Errors	Error %
New Employee—40 hours	62	13	21%	9	1	11%	<b>71</b>	<b>21</b>	<b>30%</b>
Teacher—Orientation within 10 days	2	0	0%	1	1	100%	<b>3</b>	<b>1</b>	<b>33%</b>
Basic Training—Certified staff—within 1 year	48	1	2%	9	1	11%	<b>57</b>	<b>2</b>	<b>4%</b>
In-Service Training—40 hours annually	82	16	20%	10	6	60%	<b>92</b>	<b>22</b>	<b>24%</b>
Source: Compiled by OSA from DJJDP Training Records									

As shown, the Staff Development and Training Section had provided and documented basic training for all but two direct care employees within the first year of employment. However, 34% of the 64 employees tested did not receive orientation within the established time frames and 24% did not receive the required in-service training from their Centers. Based on the sample, employees completed new hire orientation on average in 43 days, 255 days for Youth Development Center basic training, and 208 days for Detention Center basic training. Basic training is provided to certified positions<sup>24</sup> and conducted at the Butner training facility. Courses range from juvenile laws to unarmed self-defense. It takes approximately six weeks to complete Youth Development Center basic training and two weeks to complete Detention Center basic training. Therefore, on average, an employee can be on the job for approximately seven to eight months before obtaining this valuable training. The major reason for the non-compliance to training policies appears to be the staffing reductions resulting from budget cuts. The reductions have made it difficult to allow employees time off to attend training and maintain adequate staff coverage.

Each Center is responsible for providing new hire orientation and in-service training for its employees. New hire orientation consists of informing the employee of departmental policies, covering personnel and payroll information, and includes the employee shadowing a veteran for on-the-job training. In-service training is developed and conducted by each Center. The Centers provide some training during monthly staff meetings, with more in-depth training as needed. Some Centers have delegated the responsibility of monitoring training received to employees and supervisors; however, neither has access to the training database. Also, Centers do not have access to the Central Office basic training database. The lack of access to the necessary databases makes monitoring of training requirements more difficult.

Timeliness of training is an important aspect of an employee's development. Orientation should be provided immediately to establish successful, productive working relationships, and aid in the employee's growth and abilities to perform duties more effectively. The delays in receiving basic training appear to be due to employee turnover and reduction in staff that create scheduling conflicts. Also, DJJDP normally offers only five basic training classes annually to minimize costs. Class size is generally limited to 24 per class, but DJJDP does allow larger classes when necessary. The delays in providing timely orientation and basic training could have an effect on employee

<sup>24</sup> Employees with direct contact with juveniles.

## **FINDINGS AND RECOMMENDATIONS**

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performance, moral, and turnover rates. (See discussion on page 63.) Also, the safety of both juveniles and the staff could be negatively affected.

### **RECOMMENDATION**

**DJJDP management, along with the Staff Development and Training Section and Directors at the Centers, should explore ways to ensure staff receive the required training within the established timeframes. A possible solution might be to pay staff overtime to attend training on weekends or other scheduled time off. Such a solution would require specific funding approved by the General Assembly. Management should devise a plan to ensure that all employees receive the required basic training as soon as possible after hiring. This training is especially critical for those employees who have direct daily interaction with juveniles. Since vacancies have a profound affect on training, management should work with Center Directors to devise a training plan that alternates training at each Center for all employees in the department who have not received it. Further, the Central Office and Centers should take appropriate steps to ensure all training is properly recorded in the applicable training database. Individuals who have responsibility for monitoring compliance with training requirements should have access to these databases.**

## FINDINGS AND RECOMMENDATIONS

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**Objective 4 –Management Systems:** To examine DJJDP use of technology for management of juvenile information and reporting purposes and other internal control procedures.

**Overview:** DJJDP was operating under the old North Carolina Administrative Code regarding training centers (now Youth Development Centers) under DHHS. This code had not been revised in over 10 years. The same was true for Administrative Code affecting Court Counselors who were transferred from the Administrative Office of the Court. Before DJJDP could establish new policies and procedures, the Administrative Code had to be updated to reflect the newly formed Department of Juvenile Justice and Delinquency Prevention. Additionally, DJJDP management had to find a way to mesh two distinctly different operational systems into a single, coherent system. Since the department was formed at the highest level (recommendation by a Governor’s Commission), field staff in both divisions that merged to form DJJDP were somewhat resistant to change.

Prior to 1999, there was no centralized, automated information system for tracking information about juvenile offenders in the State. Historically, information on juveniles was maintained in multiple systems, in some cases containing paper records only, and was not electronically linked. With the creation of DJJDP, staff began developing a statewide comprehensive juvenile justice information system, referred to as the Juvenile Network (J-NET), to collect and manage data and information about juveniles. The system was intended to identify juveniles participating in community programs, receiving services, or are residents in one of the Youth Development or Detention Centers across the State. However, J-NET experienced design and oversight problems resulting in a redirection of the project. In 2001, DJJDP closed down J-NET. In order to complete the needed data system development, the project was refocused and renamed NC-JOIN.

DJJDP, like other State agencies, must have approval for any major technology project from the State’s Information Resource Management Commission (IRMC)<sup>25</sup>. The IRMC provides State enterprise IT leadership including increased emphasis and oversight for strategic information technology planning and management, policy development, technical architecture, and project certification. The IRMC has been kept apprised of the progress of both J-NET and NC-JOIN and has conducted monthly project assessments.

DJJDP has also worked closely with the State’s Criminal Justice Information Network group (CJIN). CJIN was established to promote the sharing of criminal justice information among State and local criminal justice agencies. CJIN provided critical analyses of the J-NET project and has continued to work with DJJDP on NC-JOIN.

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<sup>25</sup> In 1992 the State created the Information Resource Management Commission to provide statewide coordination of information technology resources planning. Pursuant to North Carolina General Statute 147-33.78 numerous state officials serve on the IRMC including four members of the Council of State who are appointed by the Governor. The State Auditor has been appointed a member of the IRMC and elected as chair of the IRMC by its members.

## FINDINGS AND RECOMMENDATIONS

Table 28 shows funding sources for the J-NET project from 1999-2001. The project included development of applications to automate information and implementation of the infrastructure and connectivity to support the work of the juvenile court counselors, the Youth Development Centers, the Detention Centers, and other users.

TABLE 28 J-NET Funding Sources and Amounts					
1999-2000			2000-2001		
GRANT/FUND	SOURCE	AMOUNT	GRANT/FUND	SOURCE	Amount
JNET 1	GCC 99 JAIBG	\$ 600,000			
JNET	DOJ	15,000	JNET	BJA	\$ 5,000,000
JNET 1 (Match)	DOJ	66,667	JNET	DOJ	210,000
JNET II (Match)	DOJ	318,333	JNET	DOJ	385,000
JNET II	GCC 99 DCSI	400,000	JNET II (Match)	DOJ	318,333
JNET	General Assembly	600,000	JNET I (Match)	DOJ	66,667
Dillon	E-Rate	55,604	JNET	DOJ	15,000
Dillon	E-Rate	13,671	Dillon	E-Rate	76,002
Dillon	E-Rate	4,545	Dobbs	E-Rate	2,160
Dobbs	E-Rate	127,384	Dobbs	E-Rate	13,095
Jackson	E-Rate	230,076	Jackson	E-Rate	20,665
Jackson	E-Rate	13,671	Jackson	E-Rate	3,240
Jackson	E-Rate	12,888	Jackson	E-Rate	158,447
Swannanoa	E-Rate	8,717	Swannanoa	E-Rate	13,050
Swannanoa	E-Rate	94,320	Swannanoa	E-Rate	2,160
Swannanoa	E-Rate	13,671	Swannanoa	E-Rate	100,397
MIS	GCC 98 JAIBG	2,072,274	Dillon	E-Rate	18,495
MIS (Match)	OJJ	320,000	Dillon	E-Rate	2,160
JNET III	GCC 95 NCHIP	610,003	MIS Carry Over	GCC 98 JAIBG	426,120
LIS	GCC 98 JAIBG	297,000	JNET II Carry Over	GCC 99 DCSI	400,000
JNET	DOJ	210,000	MIS	General Assembly	956,590
<b>TOTAL</b>		<b>\$ 6,083,822</b>	<b>TOTAL</b>		<b>\$ 8,187,581</b>
Source: DJJDP reports					

The infrastructure and the connectivity were completed to provide the foundation necessary to communicate and perform necessary business functions. Problems in the software application development phase of J-NET required DJJDP to reassess the scope of work for designing the statewide system. In January 2002, a new project called Juvenile Online Information Network (NC-JOIN) began. NC-JOIN intends to construct and deliver a system capable of collecting and tracking information pertaining to alleged juvenile offenders in the State. The project is scheduled for completion in June 2007. As shown in Table 29, page 78, DJJDP is projecting the need for \$3.9 million in additional funding to complete this project. To maintain the technical infrastructure, DJJDP is also requesting \$9.3 million (FY02-03 – FY05-06) for additional technical services staff, contract services, T-1 lines, hardware replacement, maintenance, and equipment purchases.

## FINDINGS AND RECOMMENDATIONS

TABLE 29 DJJDP--NC-JOIN PROJECT NEEDS INCLUDED IN EXPANSION BUDGET						
ITEM	#	UNIT COST	Fiscal Years			
			2003-04	2004-05	2005-06	2006-07
Servers	6	\$15,00	\$90,000			
Server Software	6	1,000	6,000			
Application Analyst Programmer II (2) Application Programmer II (1) Quality Assurance Manager (1)	1	241,254	241,254	241,254	241,254	241,254
Office Furniture (New Staff)	4	7,860	7,860			
Office Space (New Staff)	4	7,800	7,800	7,800	7,800	7,800
Required 3 <sup>rd</sup> Party IRMC audit	2	75,000	150,000	150,000	160,000	160,000
Laptop PCs (new staff)	4	2,500	10,000			
Microsoft Software (new staff)	4	300	1,200			
Contractual Project Manager	1	150,00	150,000	150,000	160,000	160,000
Contractual Softscape Programmer (8 mths)	2/ 3	175,000	175,000	175,000	185,000	185,000
Contractual Technical Writer (4 mths)	1/ 3	30,000	30,000	30,000	33,000	33,000
Contractual Software Tester	1	86,400	86,400	86,400	95,400	95,400
Load & Stress Testing Software	1	10,000	10,000			
Maintenance Lead & Stress Testing Software	1	2,000	2,000	2,000	2,000	2,000
Softscape Software (Youth Development Center/Detention Centers)	1	125,000	125,000			
Softscape Software Maintenance (Youth Development Center/Detention Centers)	1	18,750	18,750	18,750	18,750	18,750
SQL Server	1	10,000	10,000			
SQL Maintenance Fee	1	2,000	2,000	2,000	2,000	2,000
Existing Software Maintenance	1	41,500	41,500	41,500	41,500	41,500
<b>TOTAL</b>			<b>\$1,164,764</b>	<b>\$904,704</b>	<b>\$946,704</b>	<b>\$946,704</b>
Source: NC-JOIN Software Verification and Validation Plan dated 7/19/2002						

## FINDINGS AND RECOMMENDATIONS

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**Methodology:** To satisfy this objective, we examined existing policies, procedures, and directives for DJJDP operations. We interviewed staff and persons external to DJJDP who had knowledge about the programs and operations of the department. We examined budget documentation for DJJDP as a whole, and for J-NET and NC-JOIN specifically. We also examined minutes from IRMC and CJIN meetings dealing with the DJJDP technology projects and reviewed various reports on J-NET and NC-JOIN.

**Conclusions:** DJJDP management has faced a number of obstacles in forming a single, cohesive entity from two separate divisions in different agencies. A major hurdle has been the updating and creation of formal policies and procedures for operations. Management has been in the process of updating ten year old Administrative Code brought over from DHHS and AOC with the respective divisions. This process, now almost complete, had to be done prior to establishing policies and procedures. In the meantime, the lack of formal policies and procedures hampers effective operations in the Centers since there now exists a mixture of old and new policies and procedures. Further complicating the merger into a single entity has been the resistance of field staff encountered by DJJDP management. While resistance is normal and to be expected under the circumstances, DJJDP experienced a complete turnover in Youth Development Center Directors since 1999. Three of the five Directors resigned; one position was eliminated when the Center was reorganized as a result of reduction in force, and one was reassigned. At the same, time the department has been undergoing a change in philosophy from a correctional to therapeutic model. This change has necessitated instituting a matrix organizational structure at the Centers, whereby subject matter specialists deal directly with Central Office subject matter directors. This situation has, at times, left the Center Directors out of the information loop and has caused communication problems between the field staff and the Central Office.

A second major obstacle faced by DJJDP management has been the absence of readily available data on the juvenile population. Prior to 1999 and the formation of the Department of Juvenile Justice and Delinquency Prevention, there was no centralized, automated information system for juvenile offender data. Since that time DJJDP has been working on a statewide database to use in managing and tracking juvenile offenders. As of January 2003, DJJDP has spent \$9.8 million in federal and State funds to develop and implement a statewide computer database system for juvenile offender data. While design problems surfaced in the original J-NET project, DJJDP is using the lessons learned from J-NET to improve oversight and management of the resulting NC-JOIN (North Carolina Juvenile Online Information Network) project. A major concern is a stable source of funding to complete this project. DJJDP projects \$3.9 million is needed to complete the design and implementation statewide by the target date of June 2007. An additional \$9.3 million is projected by DJJDP to maintain the technical infrastructure (FY02-03-FY05-06).

### FINDINGS—MANAGEMENT SYSTEMS

#### **Internal Control Issues:**

##### **THE LACK OF FORMAL POLICIES AND PROCEDURES HAMPERS EFFECTIVE OPERATIONS IN THE CENTERS.**

The Juvenile Justice Act led to the formation of the Office of Juvenile Justice and Delinquency Prevention (OJJ) by merging the Division of Youth Services (DYS) of Department of Health and Human Services and the Juvenile Services Division of the Administrative Office of the Courts. In 2000, Department of Juvenile Justice and Delinquency Prevention (DJJDP) was created by elevating the former OJJ to cabinet-level status. Since that time, DJJDP has been revising all of the existing internal policy and procedures manuals utilized by the previous two agencies. The Youth Development Centers, however, are still operating by the old Division of Youth Services policy manuals and by the Standard Operating Procedures manuals uniquely developed for each facility in the 1990's when they were under DYS for most operational aspects. (The Centers have complete, approved Education policies and procedures, disseminated in July 2001.)

As of January 2003, DJJDP had formally completed new policies and procedures concerning many aspects of operations, such as education and discipline programs in the Youth Development Centers. Many administrative and treatment program manuals, however, were still in the development and approval phase. Therefore, the Centers were still receiving, in some cases, unclear and inconsistent written and verbal directives related to administrative, educational, and therapeutic operations from DJJDP on policy and procedural issues.

The lack of formal written policies and procedures for DJJDP has resulted in inconsistent practices among the Youth Development Centers, confusion among administrative, treatment, and direct care staff on operations, varying interpretation of policies and procedures, and lack of clarity in directions from various programs within the Central Office.

#### **RECOMMENDATION**

**DJJDP management should place a high priority in finalizing all policies and procedures related to departmental operations. Once these procedures are in place, management should ensure that Youth Development and Detention Centers have copies of the manuals and all employees are notified and trained on the new policies. DJJDP management should also monitor the adherence to the new**

## **FINDINGS AND RECOMMENDATIONS**

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**procedures to ensure consistent performance of operations across all facilities.**

### **COMMUNICATION AND INFORMATION FLOW BETWEEN THE CENTRAL OFFICE AND THE YOUTH DEVELOPMENT CENTERS IS NOT CONSISTENTLY EFFECTIVE.**

As previously discussed, personnel from the two divisions that were merged to form DJJDP were somewhat resistant to change. DJJDP management has worked to find ways to mesh the two separate operational systems into one. This has not proved to be an easy task. Three of the Youth Center Directors resigned; one position was included in budget reductions, and one was reassigned to another position. Since each of the Centers had functioned as a separate entity in the past, these changes have helped in establishing new policies and procedures that apply to all Centers.

During site visits to the Centers, major concerns identified by the staff were the lack of input from Center personnel in program decisions made by DJJDP management and the flow of information between the Central Office and the Centers. Much of the confusion and ineffective communication can be traced back to what is now a matrix reporting structure at the Centers, instituted to facilitate the change from a correctional model to therapeutic model.

Organizational charts show that the Clinical Program Directors and the School Principal report administratively to the Youth Development Center Director. However, decisions regarding education programs are communicated directly between the DJJDP Education Superintendent and each Youth Development Center School Principal. Likewise, clinical program decisions are communicated directly between the DJJDP Clinical Director and the Youth Development Center Clinical Director (a newly created position to facilitate the change). Neither the educational or clinical program decisions are consistently communicated to the Youth Development Center Directors, who have the overall responsibility for running the entire Center. Additionally, these decisions may not have considered any input from other staff at the facilities who may be impacted by the decisions.

### **RECOMMENDATION**

**DJJDP management should define the expected matrix organizational structure for the Centers. Lines of authority and responsibility (both direct and indirect) should be clearly defined, identified, and communicated to all staff at the Youth Development Centers. Staff should adhere to organizational reporting lines. Changes in program initiatives, policies, and procedures should be immediately documented and relayed to the Youth Development Center Directors, as well as the program staff directly responsible for implementation. Each Center should also have the opportunity to provide input into**



## FINDINGS AND RECOMMENDATIONS

program changes to help identify how those changes will impact the daily implementation of services rendered to the juveniles in the facility.

### **Technology Issues:**

#### **LESSONS LEARNED FROM J-NET CAN BENEFIT NC-JOIN DEVELOPMENT.**

DJJDP established a Management Information Services (MIS) section to oversee the creation of the infrastructure and development of applications for the Juvenile Network (J-NET). The section's main function was to build an automated, integrated statewide information network to coordinate information sharing on court referred or adjudicated juveniles and improve and expedite decisions made about individual juveniles. MIS also was responsible for improving the efficiency and accuracy of information communication between DJJDP and other agencies that have contact with juvenile offenders. The availability of statewide data was necessary to work with the Sentencing Commission on projections each year for the anticipated population increases or decreases in the system, for Juvenile Crime Prevention Councils to plan for needed programs county by county, for research studies, for use in managing the current offender population, and in planning the location and size of possible new detention or training facilities.

*Is DJJDP effectively utilizing technology options to manage the juvenile population, provide needed data, and fulfill its mission?*

DJJDP requested a federal grant of \$5,000,000 from the Bureau of Justice Assistance (BJA) for J-NET in May 2000. The majority of the \$5,000,000 was to pay for contractors<sup>26</sup> assigned to applications development and technical services. Application development contractors were designing, programming, and testing J-NET applications, while the technical services contractors were installing personal computers and configuring networks throughout North Carolina for the J-NET project. Equipment has been installed in the Youth Development and Detention Centers and in the 128 Court Counselors' field offices. The remainder of the \$5,000,000 was used for the purchase of computer equipment to complete the Central Office infrastructure. The original detailed budget for the BJA grant is shown in Appendix E, page 123.

Electronic Data Systems (EDS) was hired by DJJDP in November 2001 to perform an assessment of the J-NET system prior to statewide implementation. EDS evaluated J-NET for functionality, usability, and suitability of technical design to support further development; and to research options for either reworking, completing, or replacing the J-NET application. EDS also determined the feasibility of using commercial off the shelf

<sup>26</sup> Prior to receiving the BJA grant, the contractors were previously paid through various other grants, including North Carolina Governor's Crime Commission grants.

## FINDINGS AND RECOMMENDATIONS

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(COTS) software to satisfy the J-NET business requirements. The assessment found that J-NET:

- was not acceptable as designed for long term use,
- it was not feasible to rework the application to make it acceptable,
- further development was not recommended, and
- DJJDP could obtain a more cost effective and versatile solution using a COTS solution.

In December 2001, DJJDP began the process of closing down the J-NET application. Contractors associated with J-NET were dismissed, MIS staff were re-assigned, and the process of developing a Request for Proposal to purchase a new COTS solution began. DJJDP's *J-NET Quality Assurance Project Closeout Review Report* (December 2002) identified the following opportunities for improvement for NC-JOIN:

- There must be solid permanent MIS staff with a common vision and team unity before introducing contractual staff to a project.
- The correct blend of skills on a team is a must for successful enterprise development.
- It is impossible to develop an application that follows the flow of the users' work without detailed requirements and a detailed design specification.
- There has to be a dedicated test team that carries out thorough testing of each phase of the application prior to rollout.
- Architectural problems must be identified in the beginning of the development process, especially when a system is custom developed. Though multiple external audits occurred with J-NET, architectural difficulties were not identified by oversight bodies or internally by DJJDP staff until very late in the process.
- Database design must be appropriate to support the technology and architecture of the application.
- The development of phased work should be in manageable "chunks".
- Accurate tracking of the budget and the budgetary planning for future phases has to be strengthened.
- It is extremely important to maintain open and honest relationships with all oversight bodies and to have agreed upon communication expectations and accurate and routine status reporting.

Based on the results of the EDS assessment of J-NET, in April 2002 the IRMC approved dividing the system into two projects: 1) J-NET Infrastructure Connectivity, and 2) North Carolina Juvenile Online Information Network (NC-JOIN). The NC-JOIN project replaced the J-NET application with a commercially available workflow/case management software solution. The NC-JOIN project was divided into eight phases. Phase 1 (pilot) development was completed on November 30, 2002. Phase 1 statewide implementation is scheduled to be completed by April 30, 2003. Phase 2 statewide implementation is scheduled for completion by November 17, 2003. The last phase is scheduled for completion by June 2007. Table 30 on page 84 contains funding information for the project. Total project funding approved through Phase 2 statewide implementation is \$2,150,214 and includes \$1,540,767 federal funds and \$609,447 in State funds. Every monthly IRMC project assessment has categorized NC-JOIN's status as "routine" and the project has satisfactorily adhered to all IRM staff project assessment recommendations.

## FINDINGS AND RECOMMENDATIONS

TABLE 30 NC-JOIN Budget and Funding Sources					
PHASE	SOURCE	AMOUNT	FOR	AMOUNT SPENT	AMOUNT PROJECTED
Phase 1 – Pilot	Bureau of Justice Assistance grant	\$895,378	Feasibility and planning initiation & implementation	\$378,294	
	GCC Research/Evaluation Grant	20,900		954,810	
	GCC Project Manager Grant	88,085			
	State Funds	328,741			
	TOTAL	\$1,333,104		\$1,333,104	
Phase 1 and Phase 2 - Statewide implementation	Federal				\$536,404
	State				280,706
	TOTAL				\$817,110

Source: IRMC Project Certification Report 1/7/03

### RECOMMENDATION

**DJJDP should continue with ongoing plans to implement the statewide information system NC-JOIN. Monthly and quarterly status reports should be closely monitored by the IRMC and CJIN. GANNT charts depicting the progress of project tasks, timelines, critical paths, target dates, and the overall status should be examined thoroughly. Actual completion dates should be compared to original projected completion dates to identify any slippages in the NC-JOIN project to prevent the mistakes made during J-NET. The opportunities for improvements identified in the *Quality Assessment* report should also be incorporated in plans and closely followed. Any deviations from the projected plan schedule or budget for the project should be identified immediately by DJJDP staff and corrective actions initiated.**

### **DJJDP MAY NOT HAVE THE RESOURCES TO ADEQUATELY COMPLETE DEVELOPMENT OF NC-JOIN.**

Meetings and conversations with the oversight entities and associated commission members have revealed concerns about the success of completing NC-JOIN. Particular issues identified include the aggressive time-frames for completing the implementation of the phased work, the uncertainty of continued funding for NC-JOIN, staffing levels at DJJDP MIS, and the high risk profile assessments. (We should note, however, that the IRMC has recognized DJJDP's NC-JOIN reporting format as a model to be used for other technology projects.)

## FINDINGS AND RECOMMENDATIONS

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NC-JOIN has been funded with a federal grant from the Bureau of Justice Assistance. In examining the Governor's Continuation Budget for FY2003-2005, the amount of State funding projected for DJJDP communications and data processing services totals \$1,420,369 for both fiscal years. This amount of funding alone does not appear to be adequate to cover the estimated project cost for NC-JOIN and the other information system costs DJJDP will incur. Other sources of revenues have been obtained in the past, such as the Governor's Crime Commission grants and other federal funds. As shown in Table 29, page 78, DJJDP projects future needs of NC-JOIN to be \$3.9 million. An additional \$9.3 million need is projected to maintain the technical infrastructure (FY02-03 through FY05-06). To complete the NC-JOIN project, DJJDP must identify a stable funding source. Without funding to complete the project, DJJDP will have spent in excess of \$9.8 million for a computer system that cannot provide all the information to all the parties as originally planned and designed.

### RECOMMENDATION

**The General Assembly should critically review its process for approving and funding long-term information system projects. Prior to approval of any project, an adequate and stable funding stream should be identified. Funding needs for completing the development of the NC-JOIN project should be given a priority by the General Assembly since the State has already invested considerable time and funds into this project. DJJDP management should continue to identify alternative funding sources to complete the development of NC-JOIN in the event that the State cannot or does not completely fund the project. Additionally, the General Assembly should review the ongoing information system funding needs of DJJDP to assure adequate infrastructure and support staff to keep the database going after development is complete.**

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### APPENDIX A DETENTION CENTER ADMISSIONS BY COUNTY

COUNTY	2001 ADMISSIONS	2002 ADMISSIONS
Alamance	128	101
Alexander	26	38
Alleghany	6	12
Anson	10	7
Ashe	36	19
Avery	2	4
Beaufort	33	43
Bertie	29	28
Bladen	27	28
Brunswick	42	37
Buncombe	124	141
Burke	67	63
Cabarrus	70	105
Caldwell	44	42
Camden	3	2
Carteret	57	101
Caswell	15	18
Catawba	136	144
Chatham	15	9
Cherokee	15	17
Chowan	12	12
Clay	2	3
Cleveland	63	36
Columbus	23	23
Craven	211	149
Cumberland	556	686
Currituck	28	23
Dare	30	34
Davidson	91	108
Davie	13	17
Duplin	19	26
Durham	391	261
Edgecombe	123	94
Forsyth	336	297
Franklin	46	46
Gaston	224	251
Gates	8	2
Graham	9	10
Granville	42	40
Greene	20	27
Guilford	893	720
Halifax	84	103
Harnett	113	64
Haywood	53	45
Henderson	44	38
Hertford	58	69
Hoke	57	57
Hyde	1	2
Iredell	73	96
Jackson	18	18
Johnston	65	56
Jones	8	10



## APPENDICES

### APPENDIX A (concluded) DETENTION CENTER ADMISSIONS BY COUNTY

COUNTY	2001 ADMISSIONS	2002 ADMISSIONS
Lee	37	31
Lenoir	57	65
Lincoln	31	11
Macon	22	27
Madison	4	6
Martin	50	41
McDowell	18	21
Mecklenburg	1,148	935
Mitchell	0	3
Montgomery	31	27
Moore	44	46
Nash	84	63
New Hanover	202	177
Northampton	34	22
Onslow	145	170
Orange	40	46
Pamlico	10	18
Pasquotank	68	66
Pender	54	54
Perquimans	13	10
Person	40	51
Pitt	159	168
Polk	7	7
Randolph	127	140
Reservation	0	67
Richmond	52	39
Robeson	157	159
Rockingham	63	71
Rowan	192	208
Rutherford	30	28
Sampson	13	10
Scotland	95	119
Stanly	29	38
Stokes	27	30
Surry	68	52
Swain	15	4
Transylvania	10	11
Tyrrell	1	4
Union	85	105
USM East	0	1
Vance	52	77
Wake	807	795
Warren	13	16
Washington	9	19
Watauga	7	5
Wayne	160	161
Wilkes	118	100
Wilson	103	70
Yadkin	49	52
Yancey	4	4
<b>TOTALS</b>	<b>9,183</b>	<b>8,832</b>

Source: DJJDP Statistical Records.

# APPENDICES

## APPENDIX B YOUTH DEVELOPMENT CENTER SITE VISITS SPECIFIC FINDINGS/OBSERVATIONS BY CENTER

### C.A DILLON

#### Safety / Security Discussion

- All fenced (+/- 42 ac) with two gates – CCTV on gates – security ID badge was issued.
- “A” Housing Unit – 33 student rooms, built in 1968, two housing wings.
- Security hollow metal doors with door mounted lock with paracentice keys and Folger Adam 82-6 lock.
- Polycarbonate in all glazed openings.
- Narrow opening windows some with flat bar steel added to exterior.
- Security doors from dayroom to lobby, dayroom to storage and dayroom to housing hall.
- Original max security building.
- Separate penal toilet and lavatory.
- Corner mounted security light fixtures.
- Concrete plank roof with steel angle added to keep from removing CMU.
- Security perforated diffuser.
- Room doors are security hollow-metal with paracentric key.
- Lay-in ceiling in corridor with surface mounted lights.
- Heat and central a/c – gas packs.
- Plumbing chase access panels are padlocked.
- Security showerheads.
- All exterior doors except front door are security doors-with paracentric keys.
- Three linear halls each with dayroom.
- Central lobby with officer and laundry off of lobby.
- Poor site lines.
- All TV’s are secured in cabinets.

#### “B” Housing Unit

- Same construction as “A” Unit.
- No “security” officers at Dillon.
- Lay-in ceiling in housing wing corridor.
- Concrete planks in dayroom.
- Site
- First defense fence system – two sliding vehicle gates – no man gates.
- Two cameras on lower gate sliding. Interior camera viewed from Unit “E” and exterior camera viewed from administration.
- One intercom at lower gate, tied to administration and “E”.
- Fence tied into administration at back door.
- Upper gate has two cameras monitored from Unit “A” and administration, controlled from “A” as well.
- Upper gate has two-way speaker horn.
- Unit “A” has B&W monitor with very poor resolution, almost useless, two-button open and close switch for gate operation, and “talk-a-phone” intercom station for speaker horn.
- Fence line is clear of obstacles.
- Phone at front door of administration to call “A” (after hours) or administration to open upper gate.
- Monitors in administration and “A” view both cameras on upper gate and building mounted camera on at lower gate.

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### **“D” Housing Unit – Assessment Center – 35 Rooms; Renovated in 1993; Built in 1968 for handicapped & MR**

- Doors swing into rooms on wing 3 and wing 2.
- Doors from lobby to dayrooms in two-wings have detention doors and locks, one wing has builders' hardware (Wing II).
- All rooms are double bunked.
- All fixtures are combination penal fixtures (1994).
- Concrete plank ceiling.
- Surface mounted security light fixture in center of room.
- Wing One has 4" CMU privacy wall at toilet, creating hiding spot out of view from door.
- Exposed H/AC duct with expanded metal mesh protection (Wing 1 only).
- Window has security screens on interior.
- Lay-in ceiling in housing wing corridors with surface mount vandal resistant light fixture.
- All cell doors are same as Units "A" & "B".
- Security showerheads.
- New exterior windows (partial) in housing wings, security screens on inside with awning windows, with insulating glass on outside.
- Expanded metal mesh over diffusers.
- Wing II has front access combo units - no chases.
- Polycarbonate vision panels +/- 6" x 6".
- Standard hollow metal frames.
- Wing III has full size detention doors and locks on chases.
- Typical problem is frames are rusted from flooding rooms by stopping up toilets.
- Front door is builders' hardware - latch set.
- Builders' hardware on all gym doors.
- Gym used only by "D" unit students.

### **“E” Housing Unit is now Umstead Detention Center – 2002 – typical jail construction. (Built in 1995)**

- Unit is used to house only pre-adjudicated youths and is a detention center and is not a part of the Dillon School operation.
- 20-rooms - one suicide w/CCTV.
- Rooms have remote operated narrow jamb (2") locks.
- Narrow vision panels
- Concrete plank ceiling with security bars over skylight wells.
- Integral door pulls.
- Control room with graphic control panels.
- CCTV on fence gate.
- Gate can be operated from control.
- Intercom at fence and main entrance door.
- All security glazing.
- Different operational staff (detention).
- Two monitors – one color, one B&W.

### **Education Discussion**

- Dillon does not have an off-site workforce development program similar to that of Dobbs because most of the kids cannot work off campus.
- School runs from 8-2:30 p.m. Treatment occurs after school is released.
- More program emphasis should be placed on vocational and GED work. The academic and treatment pieces should also be combined.
- Kids are generally 2-3 grade levels behind.
- The education staff and other staff get along well. The leader of each sphere is strong.

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### Education Discussion (continued)

- Teachers are the group who are the hardest to get to change.
  - It is hard for them to get beyond the tradition of what teachers would be doing in the public school system.
- The Youth Development Center has relationships with the LEA to the extent that they share information. Nothing beyond that though. Belief exists that ties to local schools would be beneficial.
- The Youth Development Center keeps in touch with Durham Public Schools because they get most of the Youth Development Center students moving back into the public schools.
  - School officials are invited to SBC meetings.
- Juvenile Crime Prevention Council activities are unknown to Youth Development Center staff leadership.
- About half of juveniles are/would be special education.
- There are two special education teachers on campus and a vacant position for another.
- Central Office staff make site visits several times per month.
- As far as parents are concerned, the Youth Development Center extends an invite to them to visit.
  - They are also invited to Plan of Care Conferences during the assessment process (IEP meetings)
  - They are notified where kids are placed by letter, etc.
  - However, less than roughly 5% of parents get involved.
  - The Youth Development Center is trying to increase this involvement.
    - To do so, the Youth Development Center needs to call parents and communicate with them, explain the literature they receive, etc, and maybe even provide transportation to increase involvement.
- Judges come out to the campus, generally, once per year as part of a large tour/entourage.
  - Staff would like to see them come out in small groups and visit in a less formal manner.
- Funding is fair. Not a luxury budget but the Youth Development Center has gotten more money under the new department than it did under the old one.
  - Equipment is okay. They had little money for computers but DJJDP Central Office was able to find some more. Library resources are good and getting better.
- Court counselors are not getting the records to the Youth Development Center on time.
  - The Youth Development Center receives roughly 33% of records on time.
  - This prevents efficient assessment of the child.
- The special education teacher with the least amount of students has a dual role with the assessment center.
- In regard to the EOC exams: kids get anxious and discouraged.
- Staff believe that the kids have a lot of opportunities here, including: a great music program, an awards day, chess tournaments, parents day, Quiz Bowls, woodshop, computers, and a recreation department

### Vocational Programs

- In addition to career development, the other vocational programs include:
  - Auto mechanics I & II
  - Furniture and cabinet making I & II
  - Exploring Career Decisions (ECD) – for middle school students.
  - Career Management – for high school kids.
- Guidance counselor checks to see if the kids have had career development classes prior to coming here. If not, the kids are placed right into her career development class. There is a “blueprint” used to teach the classes.
- The kids need to meet the competencies of here classes before they can move on to career development.
- There is a new career development handbook that they have received from the Central Office.
- The students haven’t been working because of the budget problems. GED students were working but not getting paid.
- The career development program is voluntary-based, but the kids need to work hard in order to do it.

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### **Treatment / Rehabilitation Overview**

Since October of 2002, this facility has served as the Assessment Center for all males committed to the system. Unlike other facilities, C.A. Dillon only operates one long-term residential program, targeted at treating sex offenders. In order to accommodate the assessment center, the violent offender program was moved out to Stonewall Jackson. The staff working with violent offenders were, for the most part, transferred to the assessment center. This shift in operations has been difficult for staff.

### **State of Clinical Program**

Staff feel that the transition in operations was made without adequate preparation and training. There has been a high level of turnover among staff working in the assessment center. This is largely due to staff feeling overwhelmed by the amount of work needing to get done in a short period of time. More than at any other facility, staff are demoralized due to their workload and perceived lack of support.

There is not adequate staff in the assessment center for students' time to be used effectively. Students are spending over 30 days in the assessment center, but it is estimated that it takes only 10-15 hours to complete all the necessary assessments. During their stay at the assessment center, no active treatment is occurring. Once a student is transferred to their assigned Youth Development Center, there is little or no communication.

The sex offender program has the capacity to serve 70 students, but seems to be overshadowed by the assessment center. There is some group treatment occurring, but little individual therapy available. Cottage staff need to be better trained as to how to deal with this challenging population. Three social workers are assigned to work with this group, only one of which is certified as a LCSW.

### **Approach to New Treatment Programming**

C.A. Dillon is struggling with operationalizing the new treatment program due to the lack of guidance and direction from Central Office. Few students have been admitted to Dillon under the new program, and new procedures and protocols to deal with these students were hastily developed. Staff feels that they were unprepared for developing an entirely new clinical program and see limited value in it. Because there are so few students in the new program, limited clinical treatment is occurring for these students.

More than at any other facility, the staff at C.A. Dillon hear and/or respond to Central Office directives more strongly. Perhaps this is because of their proximity to Raleigh, and the more frequent on site visits by Central Office staff.

### **Areas for Further Development**

- Better integration between the clinical and academic settings
- Appointment of a permanent clinical director
- Staffing the assessment center at needed levels
- Better training of staff

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### DOBBS

#### Safety / Security Discussion

- There is a security officer (has police background).
- Site access points and control. Only mall facility not fenced.
- Security level of each building along with access controls, CCTV, security hardware.
- Classification of students housed in cottages with different levels of security of cottages.
- Visitation areas along with access controls.
- Non-violent offenders only.
- Are facility SOP's the same at all facilities?
- Are there any requests in for security issues.
- N.C. Division of Youth Services Training School Policy Manual
- Security and Control – Effective Date: 5/1/98
- Policy No. TS 9.3: Security Inspections
- - All security devices are to be inspected on a weekly basis
- -Policy No. TS 9.7: Use of Force
- -The use of chemical agents for purposes of security and control is prohibited.
- -Policy No. TS 9.12: Video Monitoring
- -Video equipment may only be used to monitor the actions of juveniles whose behavior has been identified or posing a danger to themselves or others. Video monitoring may be used for a period no longer than 24-hours unless approved by the school's director.
- - Juveniles must be informed that they are being monitored by video.
- - Policy No. TS 9.14: Identification Badges / all visitors require badges.
- Runaways occur at a rate of 1-2 per month.
- DOT is constructing a portion of "first defense" fence.
- 100-120 students work well with the current number of staff.
- All runaways go into the segregation cottage.
- "IBM" is another type of segregation unit in Madison Cottage.
- There is a stair in the school that poses a security risk.
- There are five security staff.
- No panic devices for staff.
- Does DFS inspect or review DJJDP facilities – No.

#### Site

- Three entrances off of Dobbs Dorm are only site access with one truck entrance and two car entrances.
- Fence would enclose +/- 40 acres.

#### Reid Cottage – Housing is in two dorms per wing; only cottage with dorm.

- Offices in center portion.
- Two housing wings with expanded metal mesh partition and door separating housing from corridor. Lock is keyed dead bolt with builder's hardware.
- Exterior doors are full glass doors in standard hollow metal frame with expanded metal mesh over doors and sidelights. Doors have standard builders hardware. Two thru wall a/c units are located in two sections of the frame. Doors are not alarmed. Room doors are wood in standard hollow metal frames with builder's hardware. Skylights in toilets \*one has polycarbonate over well opening.
- Windows are secured with security screens and there is a window a/c unit in the dorm with a plywood surround.
- Lay-in ceiling goes over mesh partition w/adequate space to crawl over partition.

#### Federation Building – Housing w/individual rooms, single bunk.

- Rooms have penal fixtures, corner mount security light fixtures.
- Doors and frames are med. Security hollow metal with manual keyed deadbolt and roller latch with wire glass in vision panels.
- Builder's hardware with pulls.
- Renovated +/-10 years ago.
- Corridors have gypsum board ceilings with surface mounted security light fixtures.

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- HVAC is in floor – hide contraband.
- Windows have expanded metal mesh and flat bars over security screens.
- No CCTV or access control.
- Smoke detectors in all rooms.
- Poor observation of dorms and toilet areas.

### **New Dorm – built in 1991 – 12 rooms/wing (single bunk) – (24 total).**

- Rooms have SS penal fixtures.
- High gypsum board ceilings with recessed security light fixture and security H/AC grilles.
- Doors and frames are standard hollow metal with builder's hardware.
- Skylights in high (sloped) ceiling of dayrooms.
- Security light fixtures in dayroom.
- Security H/AC grilles.
- Sound control panels in skylights well.
- Student rooms have deadbolts (manual).
- Exterior doors have latch sets with deadbolts (latch set does not lock).
- Windows have expanded metal over security screens.
- No sallyport.
- Adequate observation.

### **Larkin's – 13 Rooms each double bunked.**

- 3-rooms in one wing.
- 10-rooms in the other wings.
- Penal fixtures.
- Narrow vertical windows with security screens and expanded metal mesh in student rooms.
- Concrete planks ceilings
- Corner mount security light fixtures.
- Hollow metal door security and frame, narrow vision panel with wire glass, integral pulls.
- Builder's hardware dead bolts on room doors.
- Non-security H/ac grilles.
- Corridors have corner mount light fixtures; low clg. (84") with FRP panels screwed to substitute.
- Exterior doors have standard hollow doors and frames with keyed latch set.
- Dayroom windows have polycarbonate with expanded metal mesh on exterior.
- Poor observation.

### **Madison Cottage – Segregation Unit – 11 single rooms; single bunk on IBM side**

- Doors into housing units separated by expanded metal mesh with keyed deadbolts (builders hardware).
- Penal fixture with y-chase.
- Corner mount security light fixtures (rooms & corridor).
- Windows have security screens with expanded metal mesh on exterior.
- Concrete plank ceiling.
- Security hollow metal doors with recessed integral pulls and security hinges.
- Narrow vision panels in room doors with poly & wire glass.
- Corridors have FRP screwed to substitute (clg. Ht. 84").
- Hall windows have expanded metal mesh on interior, windows glazed with poly.
- Short hall has solid core wood door at dayroom, long hall has hollow metal door.

### **Segregation Side – 5-single rooms on isolation hall.**

- Everything is the same as the "IBM" side.
- Security showerheads.
- Penal fixtures in group toilet.
- Cell Hall – poor observation from officer's location.
- Room doors have expanded metal mesh doors on interior side with solid core wood doors on exterior with dead bolts.
- Mesh doors are padlocked.
- Penal fixture toilet and china security sink.
- Surface mount security-light fixture.

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- Concrete slab bunk.
- Horizontal-narrow high window.
- Fenced recreation yard.

### Education Discussion

- The school facility at Dobbs is in three different buildings. This makes the campus very insecure.
- The facility has been without an intercom system for 15-16 months. It has not been replaced yet.
  - There are not enough walkie talkies to go around for communication.
  - Teachers have to holler when they need things.
- The curriculum of the facility is beyond the capabilities of the kids.
  - A standard course of study shouldn't and can't be forced on them.
- Teachers try a variety of approaches with the kids in order to accommodate the fact that most are 3-4 grade levels behind and have already failed out of the public school system.
- One issue with the current structure of the daily schedule is that it is long and the kids may benefit with a break in the middle of the day.
- There is a technology teacher on staff and a technology class that is part of the standard curriculum. The kids work with technology, building computers, repair and maintenance.
  - Teachers at Dobbs can get technological training for free at the community college. Dobbs is also in the process of arranging a 2-day training retreat that the teachers can attend offsite.
- For kids wanting to obtain their GED, they need to be at least 16 years old. Teachers at Dobbs must also grant approval after evaluating the kid's ability.
- In regards to literacy, staff estimate 60-65% are not functionally literate when they enter the facility. Staff estimate that roughly 50% are not functionally literate when they leave the facility.
  - What one teacher considered his worst class: not 1 student is functionally literate.
  - What one teacher considered his best class: all students are 1 grade level behind.
- The only thing kids are measured against is NC Standard Course of Study curriculum. Teachers are measured by the standardized testing.
  - Most staff feel that teaching tests and End Of Course Exam are a joke.
- There has never been a requirement tying education to release from the facility. It is only tied to point system. Consequently, there is no systematic pressure on the kids to do well in Youth Development Center schooling.
- Special education functions as a resource model where the kids go in and get help.
- Need an education program that includes treatment as education. ("Education is treatment.")
  - The current system is not holistic in its approach; things are done TO teachers and not WITH them.

### Vocational Programs

- Kids choose to get involved. The program has a "trade" focus.
- The vocational program includes:
  - Housekeeping / Commercial and Residential Cleaning
    - Hospitals, School janitors, Hotels, Office cleanings, Carpet care
  - Automotive Technology
    - Engine care, Oil, batteries, tires, Detail, Procedures of tune-ups
  - Carpeting / Building Trades
    - Dog houses, etc.
  - Computers
  - Barbering / Cosmetology
  - Broadcasting
  - JROTC
    - This program is conducted in partnership with the local high school.
  - Horticulture
    - Dobbs has a greenhouse that the kids get to work with.
- The junior high school-equivalent students enter the vocational program on an exploratory level. They rotate through all of the vocational programs every 9 weeks.
- Once the kids reach high school level, they pick one of the vocational program to specialize in.
- The kids get credit for a year of these classes.



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### Work Force Development Program

- In order to enroll, the kids need to be at least 14½ years old and have a deficiency in reading and/or math below a 9<sup>th</sup> grade level.
- Once the kid is in the program, an assessment is conducted in reading and/or math.
- An assessment is also conducted around the kid's employability skills such as work maturity and work readiness.
- Once certified, each kid works individually with a computer to take a pre-test of employability skills.
- The program director gets the results of the test and, consequently, is able to get a sense of what the kid's particular weaknesses are.
- The kids conduct computer-based lessons that instruct them in the competencies needed.
- Program director monitors the kids' progress using a report on the Work Force Plus system (which is monitored via a network by the NC Department of Employment and Training [DET]).
- The program operates on a semester basis.
  - Once the kid is halfway through the first semester, the program director will speak with teachers, court counselors, etc in order to get a sense of the kid's readiness to be placed off-site.
  - After this occurs, she will begin to look for off-site placements for the kid.
  - One of the major placements is at a local restaurant.
- Program director monitors them once they begin work at their placement site.
- The kids involved with the work force development program rarely get kicked out. Only one kid has been kicked out since the current program director has gotten here.
- Every year there is a leadership conference for the work force development program participants from the 9 participating counties in NC.
- This is the only the work force development program in the 5 Youth Development Centers.
- Program director conducts a year's follow-up after they leave Dobbs.
- When working at the off-site placement, kids make \$5.15 an hour; whatever money the kid makes goes into a personal account.
- The grant funding this program is yearly and the program director writes the proposal.

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### **Treatment / Rehabilitation Overview**

Dobbs is one of two unfenced facilities and serves predominately smaller, younger, non-violent offenders. It is the only Youth Development Center to have an ROTC program. It also has a well develop off campus work program.

#### **State of Clinical Program**

Dobbs has a well-defined substance abuse program. The Area Program has developed a good relationship with the rest of campus. A substance abuse counselor screens all students who come to Dobbs.

With a census of around 100, there are only three psychologists (this includes the clinical director) and six social workers to work with the students. This does not allow for regular treatment groups (except for substance abuse) to occur or for individual therapy.

Like at other Centers, the Behavioral Specialists are motivated, but need more specialized training to work more effectively with the students. It was also noted that because of seniority issues, the most senior staff are not necessarily the best fit for the job; therefore the quality of the staff is not what it could be.

#### **Approach to New Treatment Programming**

It is difficult for staff to understand the shift in treatment philosophy because of the lack of direction surrounding it. There is a general understanding that there should be a re-focusing on positive behaviors, instead of negative ones. Staff is concerned that with the new treatment approach, meaningful disciplinary sanctions will be taken away. It is felt that this would be a step in the wrong direction, as it's "therapeutic for kids to know there are consequences." There is a need for both counseling and correctional components.

#### **Areas for Further Development**

- more clinical programming, both group and individual treatment
- better integration between academics and treatment
- better training of staff

## APPENDICES

### SAMARKAND

#### Safety / Security Discussion

All female students

##### Tufts Cottage - +/- 25

- Room doors swing into rooms.
- 16 ga. Medium security doors installed 2002 with narrow vision panels w/1/4" wire glass and 1/4" poly either side, integral pulls with builders hardware deadbolts.
- Security screens on interior of window.
- Exterior windows are double hung with glass.
- Plaster ceilings in rooms.
- Corner mount security light fixture.
- Metal bunk bolted to floor.
- Wire mesh over sidewall diffuser.
- Metal shelves and writing desk (standard).
- Original hollow metal frames (non security)
- Dropped gypsum board ceiling in corridors w/surface mounted security light fixture.
- Renovated wing (8-9 years ago) has central a/c.
- Corridors have hot water radiator.
- Light switches outside of room.
- Dry rooms w/group bathroom w/standard showerhead and controls, porcelain fixture w/exposed flush valve.
- Both has wood door, plaster ceiling w/surface mount security light fixture, ct.
- Two rooms w/medium security doors w/food pass, ss combo unit in each room (front access), doors mounted in wood door frames.
- Expanded metal mesh partition separating the renovated wing with builder's hardware deadbolt.
- Original room wing is double bunked.
- New security screens on interior of windows in original wing.
- 3 windows in rooms adjacent to recreation yard have hinged, pad locked expanded metal mesh on exterior of window.
- All rooms on original hall have wood base and wood picture rail, plaster walls and ceilings.
- Double bunks bolted to wall thru wood blocking.
- Original wing corridors have surface mounted standard fluorescent light fixture.
- Eight single shower/toilet room's w/wood doors with roller latches (no locks).
- One corridor has old kitchen space (now laundry) separated from day room with expanded metal mesh door with deadbolt.
- Two original segregation rooms no longer used.
- One large day room with window unit a/c and expanded metal mesh on interior of windows, one standard EWC with exposed water line.
- Classroom access from day room and laundry has no barrier devices on windows.
- All exterior doors are medium security hollow metal with keyed (builder) deadbolt.
- Dayroom has fireplace (not used).
- Exterior frames have plate glass with metal mesh on exterior.
- Small outdoor recreation area accessed from inside building into standard chain link (12 ft) with close mesh on upper half with barbed wire and razor ribbon at top on all sides.
- Four security officers, two each on first and second shift.

**Ireland Cottage** – Identical layout to Tufts without the renovated wing, which is the original open dormitory room in Ireland.

- All room doors are wood with narrow vision panels with poly, builders' hardware deadbolt, wood frames.
- New security screens on interior of window, exterior window wood double hung with glass.
- Light switches are on inside of rooms.
- Bunks are not bolted (to wall or floor).

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- Original sinks removed from rooms and a central room with six (6) sinks was built with standard single mixing valves.
- Floors are VCT.
- All exterior doors are medium security hollow metal with keyed builders' hardware deadbolts.
- Stand alone CCTV monitor dorm, dayroom, laundry room and corridor has VCR for recording, B/W monitor in office, fixed cameras, no multiplexor.
- No fenced recreation yard.
- All other same as Tufts.

### **Hope Cottage** – currently unoccupied but will move students from Ireland in +/- 2 weeks

- 13 rooms all double bunked.
- Renovated +/- 4-5 years ago for new boiler and central air conditioning.
- CMU walls.
- All new double hung exterior windows with standard insulated glass and new security screens on interior.
- New medium security hollow metal doors with narrow vision panel with wire, poly combo, integral pull, builder's hardware deadbolt.
- Exist hollow metal frames with hollow metal transom.
- Double metal bunks bolted to wall (thru-bolt to bunk in adjacent room).
- 2-layers 5/8" gypsum board ceiling.
- Surface mounted security light fixture.
- Perforated metal supply and return griller.
- Metal shelf and writing desk.
- Light switch on outside of room.
- VCT flooring.
- Corridor ceilings are gypsum board with surface mount security light fixture.
- Dry rooms.
- Group toilets with new security shower heads and valves.
- Porcelain water closet with flush valves, solid surface counters with integral bowls and standard single level valves (faucets), ss security mirror (poor lighting).
- Two rooms off day room with 2-double bunks each.
- Poor layout with two straight corridors off lobby into dayroom.
- Mirror will be installed.
- All exterior doors are standard hollow metal with latch set and deadbolt.
- Doors to dayroom are wood with dead bolts at upper level, hollow metal with dead bolt on lower level.
- Stair to downstairs billiard room, weight room at end of room separated with wood door, exterior doors hollow metal with full glass poly, security screens over windows but not glass in door, concrete plank ceiling with surface mounted security light fixtures, exposed ductwork.

### **Frye Cottage "A" Wing** – "B" Wing not used for housing 16 rooms, all single bunk

- (Doors swing in) houses "HEARTS" program students.
- All room doors are wood with narrow vision panels with poly, latch sets with deadbolts, wood transom in standard hollow metal frame.
- Metal bunk bolted to floor.
- New security metal ceiling in rooms with surface mounted security light fixture, security diffusers, smoke heads.
- CMU walls.
- Security screens on inside of window, exterior double hung.
- VCT flooring.
- One room has CCTV surveillance.
- Light switch inside rooms.
- Metal shelf with writing desk.
- Dayrooms.
- Corridors have lay-in ceiling.
- Group toilet off corridor, security showerhead, porcelain water closets with flush valves, solid surface counter with integral bowls and standard single lever faucet, mirror glass over sinks full length.

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- Exterior doors are standard hollow metal with builders hardware latch set and deadbolt with narrow vision panel with poly glass in sidelights.
- CCTV in each corridor (fixed).
- Separate residential kitchen with stove, refrigerator, sink (kept locked with deadbolt).
- Dayroom with lay-in ceiling and standard 2 x 4 fluorescents, CCTV.
- Poor visibility, corridor either side of dayroom.
- B/W monitor with VCR, no multiplexor.
- Frye "C" Wing is the kitchen and dining facility, it also houses the "HEARTS" program classroom.
- All exterior doors are wood with builders' hardware.
- No security devices over windows.
- All lay-in ceiling with 2 x 4 fluorescents.
- Dining room divided to create classroom, dining side needs light fixture added (too dark).

### **Mitchell Cottage** – did house CA.P.P. Program (segregation)

Currently unoccupied, will re-occupy soon – 18 Rooms, all single bunked, 1 room double bunked.

- Metal bunks bolted to floor.
- All wet rooms with SS combo fixture, CMU privacy wall creates hiding opportunity.
- Medium security hollow metal doors with builder's hardware deadbolt, narrow vision panel with only poly on standard hollow metal frames.
- Typical metal shelf and writing desk.
- New security screens on interior of windows, exterior windows metal frame hopper with glass.
- Plaster room ceilings with surface mounted security light fixture.
- CMU walls.
- Light switches outside rooms.
- Corridor ceilings plaster with surface mounted standard fluorescent (1 x 4) lights.
- Doors swing in.
- All skylights are sealed off with plywood and shingles, some with expanded metal mesh.
- Group bath with security showerheads and valves (separate stalls), porcelain sink with standard faucets, ss mirror.
- Smoke heads in rooms.
- All radiator covers in rooms have been replaced with expanded metal mesh covers.
- All windows with the exception of the dayroom have expanded metal mesh.
- The day room opens into a fenced (first defense) recreation yard.
- Fixed CCTV in dayroom, corridor, and one room, B/W monitor with VCR no multiplexor.
  - One large dayroom, poor observation.
  - Expanded metal mesh partition at lobby to corridor, lobby to dayroom and corridor to dayroom.
  - Doors to exterior from day room are hollow metal full glass with poly.
  - Corridor contains supply closets with wood doors with hasps and padlocked.
  - One large classroom with interior security screens.
- First Defense has one double gate, one-man gate
- School building has no special security.
- Pool is still used in summer months.
- Infirmary has no special security.
- Carroll has orientation class, dayroom, one housing wing with 13-rooms plus dormitory.
- Rooms have single concrete bunks, ss combo unit, privacy wall, new security screens on interior of windows, new medium security hollow metal doors with builders hardware deadbolt in exist wood jambs, narrow vision panels with poly, plaster ceilings with surface mounted security light, radiant heat in floor with no a/c, exterior window double hung with glass, doors swing in, light switches on outside of room, single showers off corridor, fixed CCTV in corridor, one room, and entrance gate, gate controller in office, dormitory used as day room, expanded metal mesh gate from lobby to corridor, exterior corridor door from housing wing is new medium security, has half wire glass, expanded metal mesh on exterior of window except for housing.
- Gate arm at main entrance, card key operated, not manned after 4:00 p.m., (no card, no entry).
- Back road with double gate with chain and padlocks.
- Not given a visitor security badge.

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### Education Discussion

- The current system is continuous schooling (225 days). They no longer get two weeks off during the summer or around Christmas.
- There is a “lead teacher” model which began in December 2002; there is no principal or assistant principal. Lead teacher gets pulled away from the classroom for a lot of administrative duties.
- The lead teacher is not compensated any more than the other teachers but does have less classroom time scheduled during the day.
  - Teachers in the facility would most likely want the principal system back. The lead teacher herself would probably also say she is overwhelmed and thrown into a lot.
  - The position of lead teacher was/is open to anyone (inside or outside of the facility) as long as he or she teaches English.
- The Youth Development Center has been linked to local school districts in the past. There used to be “transition houses” where kids lived on campus but went to the public school in an attempt to transition them back into the community.
- Teaching staff estimate that somewhere around 3% of the kids will go on to community college. A handful of kids will end up going to 2-year colleges.
- Curriculum standards are State-mandated.
- The facility does not have full lab capabilities for science classes.
- Not all the core courses have enough text books.
- The Youth Development Center lost a significant number of teachers when the male students left the campus. The Youth Development Center lost other key people such as: guidance counselor, principal, assistant principal, and the librarian.
- Staff state that the entire vocational program as well as physical education were also wiped out. Three-quarters of the library was also removed from campus when the boys left.

### Curriculum

- Staff do not feel that it’s fair for the State to hold all of the students in the Youth Development Center facilities to the same standards as those in public school system. They feel that standards along the lines of “no child left behind” should not be enforced.
- Standards have been declining and the courses have been watered down.
- However, staff feel that more progress is made here in 5 months than is made in public schools with these kids.
- The requirement of taking an exit test when it is time to leave the facility is unfair given the fact that the girls may be forced to take it on one of their “bad days”.
- The Department of Public Instruction does not know how to test the kids at Youth Development Centers.

### Treatment / Rehabilitation Overview

Samarkand is the sole facility where females are treated. It is one of two unfenced facilities. The assessment center for females is located here as well. This Youth Development Center faced the biggest reduction in population and staff during the recent RIF.

### State of Clinical Program

The most unique clinical program here is the “Heart Program”. This federally funded program is segregated from the rest of the campus and focuses on girls with substance abuse disorders. It has the capacity to serve 16 girls. It is operated as a therapeutic milieu model. There is some jealousy from other areas of the campus towards the privileges and advantages afforded to the girls in the Heart Program.

Other than the Heart Program, there is not regular active treatment occurring, except for substance abuse. Groups are not occurring on a regular basis and there are a limited number of psychologists and social workers on campus.

The new assessment center is being operated under sub-optimal conditions. There is one social worker who is responsible for getting all the assessments complete. Even though the girls are staying at Samarkand, it is unclear how these assessments should be translated into treatment plans. There are some

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differences between this assessment center and the one operated at C.A. Dillon. First, the series of tests administered differ. Secondly, at Samarkand, the females in the assessment center are integrated into the rest of the campus, and not segregated as the males are. Though staff are committed to the success of the assessment center, there is simply not enough staffing to complete the assessments on a timely basis.

As in other campuses, Behavioral Specialists are spending a good deal of time providing coverage for cottage staff. This takes away from time that could be spent on behavioral treatment with students.

The Area Program provides three substance abuse counselors who operate psycho educational groups for the students. These groups are reported to be successful.

Because of seniority issues, the majority of staff reductions on this campus were female. Therefore, mostly male staff are left to work with an all-female student population. This presents a "monumental problem".

### **Approach to New Treatment Programming**

The new treatment approach is understood to be shift from a correctional model of care to a clinical model of care. This is understood to mean:

- Use of behavioral techniques that redirect behavior instead of using punishments
- Increase of personal interaction between students and staff
- Focusing on good behaviors instead of negative ones

As a result of the approach, it is reported that suspensions and physical confrontation have been reduced. Unlike at other campuses, all students are being treated under this new model.

### **Areas for Further Development**

- integrated master schedule where behavioral treatment and academics have a better balance
- better training for staff; reinstatement by Central Office of statewide networking opportunities
- better integration of assessment center into campus life
- more individual treatment needed

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### STONEWALL JACKSON

#### Safety / Security Discussion

100 Students – Four security officers work first and second shift only

#### Four (4) Security Officer's work First and Second Shift Only

**McWhorter Cottage** – two wings, 19 rooms in each wing.

- (Currently occupied) McWhorter North – 19 rooms, office has door control panel (toggle switches unlock blocks of doors in these groups and two exit doors out of unit), electric locks on room doors are each unlocked by key that activate the electric lock (no manual key unlock); intercom station has contact with the other wing, each exterior door (has magnetic locks at head of door), rooms with capability of listening in and monitoring voice in each room.
- Room doors are hollow metal with 6 x 6 vision panel with wire glass, spring loaded hinges, mag lock at head of door, hollow metal frame, gypsum board ceiling, single metal bunk not bolted down, doors swing out, corner mount security light fixture, sprinkler head, intercom in ceiling, CMU walls, vct flooring, narrow vertical window with security screen on inside and aluminum frame hopper with insulated glass on exterior, typical metal shelf and writing desk, non-detention sidewall grilles, unit has central a/c.
- All but one (large dbl. Bunk) room is wet cell w/ss combo fixture, ss security mirror, security (clamp type) towel/clothes hook.
- Plumbing chase access doors have paracentric deadbolt locks.
- Fire alarm system disables all electric locks after 90 seconds if not shunted.
- One dayroom with skylights without any security measures (bars, etc.), gypsum board ceiling with recessed 2 x 4 light fixtures, sprinkler heads
- Door into unit is standard hollow metal in hollow metal frame, half glass with temp plate glass, builders hardware keyed latch set, same for office door and glass, sidelights is 1/4 " temp. plate glass.
- Group toilet and showers off of dayroom with no observation from dayroom or office, security shower heads, ss shower partition, porcelain urinals and water closets with exposed flush valves, plastic laminate counter with porcelain lavs and standard single lever faucets, gypsum board ceiling with one recessed 2 x 4 and 4 wall mounted standard fluorescents, keyed non-security access panels.
- State Capitol Police (in Raleigh) monitors the campus fire alarm campus system.
- No CCTV in building.
- Visibility is okay from dayroom to observe sleeping rooms.
- All other room doors are standard hollow metal doors and frames with builder's hardware keyed latch sets.
- Vestibule doors between lobby and unit are latch sets keyed on exit (student) side and free access into unit from non-secure side.
- Lay-in ceiling in all areas except housing.
- Roof scuttle inside storage room off unit vestibule is not locked.
- McWhorter South is currently occupied while mechanical system in Kirk South is being repaired. After repairs, students will move back into Kirk. Then McWhorter will be vacant.
- Detention grade furniture in dayroom..
- Brick and block construction.

**Holshouser Cottage** – "U" Shaped corridors, no observation. 3-wings, 17 rooms/wing, opened in mid 70's ('74-'75)

- Violent offenders in "C" wing, "B" wing is segregation (students do not leave unit).
- Rooms have single metal bunk bolted to floor.
- SS combo unit (front access) with privacy (cmu) wall.
- CMU walls, plaster ceiling with surface mounted security fluorescent over metal shelf/desk and surface mounted security incandescent (original) in center of room, security HVAC grilles, central air conditioning.
- Room doors are wood in hollow metal frame with narrow vision panel with poly, builders hardware keyed deadbolt and inactive (original) latch set.



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- Room 7 has 2 fixed CCTV in metal housing.
- Privacy walls create place to hide and not be observed.
- Doors swing in.
- Windows have interior security screen and ¼" poly over entire window (due to bars of security screen frame exposed to inside used by student to hang himself).
- VCT flooring.
- 4 rooms have concrete bunks in "A" wing.
- Security mirrors in corridors.
- All exterior doors are standard hollow metal doors and frames with keyed builders hardware deadbolts.
- 4 shower/toilet rooms off of corridors, standard shower head and controls, security porcelain water closet and urinal, lavs. Standard faucet, security light fixture, marble partitions.
- Storage closets in corridor with wood doors and hasps with padlocks or keyed latch sets.
- One room (large) is double bunked with its own separate toilet room with hollow metal door and frame with free latch set (very bad).
- Exterior windows are aluminum with wire glass.
- One-day room with wooden grillage (decorative) that creates visibility problem, detention grade furniture, plaster ceiling with standard surface mounted fluorescent light fixtures.
- Wood or masonite siding at either end of room, VCT flooring.
- Office has hollow metal windows with wire glass, some with pioly (1/4") B/W monitor for room with CCTV.
- Fixed base radio in "B" wing, other wings have portable radios (one portable radio/wing).
- One B/W monitor and controls for main entry gate operation after hours (5:00 pm) weekend and holidays.
- Door into wings are SCW with deadbolts.
- Visitation is Wednesday and Sunday, hand wanded at gate, visitor brought to units.
- "A" Wing is serious offenders, "B" wing is segregation, "C" wing is violent offenders.
- Ages are 13 years to 17 years.
- One large common day room with vending machines, exterior doors, chained and padlocked on crash bars.
- All areas outside of housing wings have lay-in ceiling.
- "B" wing only has the 4 concrete bunks.
- "A" wing has one handicapped ss combo unit in one room
- "A" and "C" wings have openings to corridors that create lay and wait conditions to attack staff.
- All plumbing chase access doors are padlocked with bar across door chases are open to attic space.
- No doors on shower rooms.
- "A" wing has 5 double bunked rooms.
- Standard EWC's throughout.
- 1 laundry room for building, has separate exterior door, also has interior access to lobby corridor.
- "C" wing has 5 rooms with double bunks and one with concrete bunk.
- Building has gym with two doors to exterior (open-no fence), doors are currently secured, with hasps and padlocks but are in process to change to deadbolt, all interior entrance doors are dead bolted, gym only used by students housed in building, also used for visitation.
- "B" wing has outdoor recreation area fenced off with "First Defense" fence, with fenced walkway to "Kirk South Wing", fence has one double gate (chained and padlocked).

### **Kirk Cottage – 2 wings, same as McWhorter**

North Wing only occupied at this time, South Wing is closed for mechanical repairs.

- The exterior doors at vestibules to wings have mag locks with no entry possible but are keyed on inside to be able to exit, fire alarm triggers fail safe open (unsecured).
- Main double entry doors have free access (mag locks removed).
- One building classroom.
- Back entry door at south wing has chain link fence sallyport (this door has keyed deadbolt-builders hardware).
- South wing has large unit office with private toilet.
- One room has fixed CCTV but there is no monitor in office.
- Mixture of wire and tempered glass in office window.

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- School Buildings – No central air conditioning, window units, sprinklered.
- All doors are mainly SCW with hollow metal frames and deadbolts.
- School has auditorium.
- All exterior doors kept locked at all times.

### Site –

- Campus wide fiber optic network.
- Perimeter “First Defense” fence.
- Main entry gate is electric, operated at Administration and Holshouser “B” wing office, cameras on both sides of gate (B/W), intercoms and keypad on each side of gate.
- 3 double vehicle gates chained and padlocked.
- One-man gate at main gate with electric strike and intercom – only operated at administration receptionist desk, 2 other man gates with deadbolt and chained.
- Emergency crews (EMS, fire, police) have keyed to gate operator housing in order to open main gate manually.
- 15’ on each side of fence is clear of trees and vegetation.
- Fence is lighted by high-pressure sodium cobra heads, lighting is adequate but could be better.
- Many vacant buildings boarded up.
- Kirk and McWhorter and energy building have generators, emergency managers get generators for other buildings from the national guard.
- Sewer lift station is outside of fence and needs portable generators in emergencies.
- All staff receives self-defense training, occurs more than once per year as well as CPR and fire evac.
- Cafeteria has been subdivided to create “impact” (recreation, i.e., pool, ping-pong, weights, TV, carrolls).
- All new standard hollow metal exterior doors with narrow vision panels with wire glass, builder’s hardware deadbolts.
- All doors kept locked at all times.

### Education Discussion

- Education staff feel they should have a little discretion over the school budget. (Right now the budget is centralized.)
- The GED program used to be weak but now the Youth Development Center provides the place and the classroom for it all; it is now successful.
  - Youth Development Center should hire another GED teacher because the class is too large and more kids could become involved.
- Youth Development Center never sees judges/courts come out and check out the facility or check up on the kids.
- There is a relationship with Cabarras County school district exists, although it is purely administrative. There is no off-campus involvement for the kids. Principal thinks it would be good to have a tie to the Local Education Authority (LEA).
  - LEA relationships may operate on a case-by-case, kid-by-kid basis.
- There are very few, if any, African-American teachers applying for positions at Youth Development Center.
- Some staff report that there is too much negativity in terms of how teachers speak to kids (some use profanity); some teachers aren’t functioning as appropriate role models.
  - However, the majority of teachers are very good.
- Lots of tension and animosity between the cottage staff and academic staff.
  - Misconceptions regarding salaries
  - Possibility that there are de facto differences between the way teachers and cottage staff deal with kids.
- Safety issues need to be addressed in the vocational shops.
- Issues with vocational/shop classes got better when Dr. Young issued her policy that the vocational classes need to be taught.
- Vocational classes are too large. More kids may take them if the classes are smaller.
- Members of the current Central Office used to work in training schools so they understand what the situations are.
  - It is much more user friendly.

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- They listen and respond with changes.
  - Goals and objectives are there, albeit lofty but good ones.
- Having four education people in the central office has made things better than they have ever been.
- Teachers are told what to teach but have the flexibility to determine and tweak how they teach. (One teacher felt that he has greater flexibility teaching than his wife does in the public schools.)
- The reading and special education programs have been working well but there needs to be another special education teacher on staff.
- Teachers feel that standardized testing because it is setting up the kids to fail.

### Facility Resources

- In comparison to public facilities, their budget is much lower.
- No custodial help. The kids do all of the cleaning.
- Need new classroom furniture.
- Plenty of money for library resources and books.
- There is belief among educational staff that there needs to be equality of resources.

### Standard Course of Study

- Kids do it because some actually want to return to the public schools.
- Need something more practical (instruction living, vocational skills, etc.).
- Need to promote GED program and get the right GED instructor.
- The Youth Development Center has Title I reading programs. (Kids were given the STAR reading assessment.)
- Kids cannot identify with the course of study and standards. You need to teach something that the kids relate and respond to.
- Youth Development Center met expected growth of the State on testing last year.
- The Youth Development Center actually had goal-setting and data collection teams that functioned independently and then came together.
  - This has become an annual process now.

### Potential Improvements

- Make schedule more vocational focused.
  - Kids won't do academics unless they really want to.
  - Life skills are best bets for them.
  - However, need more money to help prepare kids for life and teach them life skills.
- The Youth Development Center currently has graphic arts, construction technologies, auto shop. (There are roughly 4-8 students in each vocational block.)

### **Treatment \ Rehabilitation Overview**

This dilapidated campus serves non-sex offending males. It assumed the violent offender program from C.A. Dillon. This campus has the greatest number of students who have gone through the assessment center. The incorporation of a new treatment program has been difficult for this campus.

### **State of Clinical Program**

Though the amount of clinical staffing on this campus is inadequate (3 psychologists –including the clinical director- and only 1 LCSW) this campus does report to have about 16 different treatment groups occurring each week, led by a psychologist and behavioral specialist. These groups have organized materials and set objectives to cover.

The new violent offender program was instituted without any staff training. No transition plan was developed and staff from Dillon did not aide in the transfer of students.

The Area Program substance abuse program does not appear to be as strong here as on other campus. Two counselors are assigned to Stonewall Jackson, and lead one treatment group.

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The relationship between treatment and academics is reported to be “strained”. A better daily schedule, where treatment occurs more than just “after school” is needed.

### **Approach to New Treatment Programming**

Because this campus has seen more students arrive from the new assessment center, a new approach to treating these students has been somewhat developed. New treatment plan templates have been developed in response to the plan of care that they are receiving from the assessment center. Therefore, the campus is operating under two different programs. The perception of the new treatment program is more rigid here than at other campuses. For example, it is understood that the new program means “no more levels, no more successful days, no more segregation beds, and no more jumpsuit days”. This approach is seen as “taking away” instead of “enhancing”. Staff indicate that they are not resistant to change, but in this instance, change was made without enough staff input or adequate planning which led to a very chaotic transition. This is perceived as a lack of loyalty.

The plans of care being developed by the assessment center are reported as being too detailed as to the type of treatment that should be occurring for each student. Each Youth Development Center is limited as to the type of treatment that they can give a student and to have it prescribed in the plan of care is ineffective.

### **Areas for Further Development**

- Adequate training of staff; better credentialed staff
- Better daily schedule needs to be developed
- More individual treatment needed

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### SWANNANOA

#### Safety / Security Discussion

- Staffed Guard house at main entrance – staffed 24/7.
- 177 students, violent offenders, sex offenders, 12 years to 19 years old.
- Counselor technicians receive most abuse from students.
- Staff wears uniforms.
- Facility has its own police department – five officers, put in place by General Assembly after two deaths (one citizen and one staff).
- Department Policy Manual: 7.1, 7.2, 7.3, 8.1, Chapter 8 (Manual dated 1998 with updates thru 1998)
- Chapter 7 addresses construction requirements (ACA 2-9123; ACA 2-9147).
- Chemical agents may not be used (police staff are allowed, pepper spray and in fact carry firearms, the firearms are not allowed in the building where students are present).
- Video monitoring is allowed only on students who pose a danger to themselves or others (Policy No, 9.12). May not video longer than 24-hours.
- Badge was issued
- ID Badges are required for staff and visitors, there is a sign-in sheet.
- Department Policy Manual consistent with Dobbs.
- Facility SOP Manual – appears to be very thorough and well organized.
- How do teachers call for security or police help?
- Is there a separate security staff from the police staff? No.
- All locks are key operated, no card access controls.
- Front gate can be operated from Sweat Building. SOP 9.19 governs gate operation. Private Security Service operates main gate 24 hours/day.

**Sweat Cottage** – 3 Wings (2 occupied) 16 rooms in each wing (A,B & C). 4 Rooms/pod, one room double bunked in each pod

- Substance abuse or open program students.
- No CCTV.
- Each wing has a craft room.
- One large dayroom/lobby.
- Staff must accompany students in wings.
- Storefront with polycarbonate and builders hardware.
- Room doors are wood with keyed builders hardware deadbolt, same glass as hollow metal.
- All rooms are dry (no plumbing fixtures).
- Security screens on interior in double hung windows.
- Exterior with glass (not poly).
- Gypsum board ceiling.
- Wall mounted vandal resistant (security) light fixture, have ceiling recessed lights).
- Electrical outlets in rooms (not hot).
- VCT floors.
- Metal bunks bolted to floor.
- Hot water radiator.
- All room doorframes are standard hollow metal.
- Some doors have been replaced with hollow metal, medium security doors with integral pulls and builders hardware deadbolt and narrow vision panels with ¼" wire sandwiched between two pieces of 1/8" poly.
- Metal shelves / desk combo.
- CMU walls.
- Group toilets with porcelain fixtures and flush valves, marble partitions take the most abuse.
- Doors swing into rooms.
- Rooms are down corridors without any means for observation.
- Doors are padlocked over push bars that exit the gym.
- Standard water cooler in dayroom.

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- Maintenance's main issue in the building is patching holes in sheetrock ceilings.
- Doors from wings to gym are hollow metal, required by Fire Marshall but have no locksets or latching hardware.

**Greenwood Cottage** – 3 Wings, "B" Wing is (Seg.) Extensive Development Program - IDP, 14 beds in each wing all single bunks. A & C wings house program students.

### "B" WING

- Front doors to lobby have vestibule that stays locked (operated as sallyport).
- Door from lobby to dayroom is SCW with Folger Adam deadbolt with paracentric key with wire glass and HD hinges.
- ¼" poly in windows from dayroom to lobby, bids were taken to replace with hollow metal frames ¼ wire glass.
- Lay-in ceiling in corridor and dayroom – half of ceiling in corridor is missing.
- Corridor has surface mount standard florescent light fixture.
- All bedroom doors have new max security doors with food passes and 8x8 vision panels with ¼" wire glass (required by OSFM) doors are not holding up, less than 1-year old.
- All wings have detention porcelain water closets with push button flush valves; ss sinks.
- 4" CMU wall at toilet prevents observation.
- Concrete plank ceilings with surface mounted security light fixture.
- Windows have security screens with expanded metal mesh glazed into screen and also applied over, exterior of frame, welded and padlocked.
- Steel bunk bolted to floor.
- Existing standard hollow metal door frames are not heavy enough to carry doors and are being knocked out of the wall.
- Security diffuser with return air under sink base.
- Doors swing into rooms.
- Doors at end of wings are original security doors with paracentric deadbolts (FA 82-6).
- Old original security showerheads.
- Group toilet have standard porcelain fixtures with flush valves.
- Classroom doors has builders hardware.
- Standard EWC in corridor.
- Officer and storage rooms have wood doors and builders hardware.
- Window air conditioning unit in dayroom.

### A&C Wings

- All room doors are medium security hollow metal with builders hardware, deadbolts with narrow vision panels with poly wire glass combo.
- Some sinks removed due to breakage – cannot be physically replaced.
- Old detention hinges reused.
- Existing hollow metal frames are coming out of wall.
- Doors into wings same as "B" Wing.
- All TV's (all cottages) are not in enclosure or fastened down.

**Sloop Cottage** – (Currently unoccupied) 3-Wings with 16 rooms in each wing. Single bunk on "C" Wing, one double bunk in each

- Storefront doors with builders' hardware deadbolts.
- Lay-in ceiling in lobby.
- High gypsum board ceiling in dayroom.
- 4 rooms in each of 4 wings within housing wing.
- All housing rooms have new metal pan security ceilings with new surface mounted security light fixture.
- All new medium security doors in existing hollow metal frames with builders hardware keyed deadbolt.
- Metal shelf / writing unit.
- Metal bunks bolted to floor.
- Security screens on interior of exterior windows.
- Hot water radiator.

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- Only cottage that has central air conditioning (or any a/c) in housing rooms. Other cottages have window units in dayrooms and lobbies.
- Pulled wire but did not install devices for fire smoke heads in housing rooms (blank coves installed).
- Some group toilets with marble partitions as Sweat Cottage.
- No observation (line of sight) from dayroom to housing room wings.

**Frye Cottage** – (Houses some serious offenders but mostly Sex Offenders) 3 wings, 16 rooms on each wing. “A” Wing has dry cells, “B” Wing has toilet and sink like Greenwood, “C” Wing has combo ss penal fixtures.

- Doors to lobby standard storefront.
- Doors to housing wings are SCW with keyed builders hardware deadbolts.
- Room doors are SCW with builders hardware unkeyed latch set with deadbolt, narrow vision panels with poly and wire.
- Security screens on inside of room with operable window on exterior.
- Concrete ceiling.
- Wall surface mounted security light fixture switched from inside the room on some rooms.
- Doors swing in.
- Lay-in ceiling in corridors.
- Group toilets have security showerheads, porcelain water closets and lavs with flush valves.
- Exterior door at ends of wings SCW with builder hardware deadbolt.
- No observation, use mirrors.
- Radiators, no air conditioning in rooms.
- Exposed steel beams with spray on fireproofing in rooms being picked off.
- Recessed commercial light fixtures in corridor.
- B-Wing has mostly original security doors with 82-6 deadbolt (paracentric keys), two doors have new maximum security doors like Greenwood, +/- 6 have been replaced with medium security doors with 82-6 locks.
- Open (at top) pipe chases provide means to pass objects from room to room.
- B-Wing exterior wing doors are security hollow metal with 82-6 locks.
- Same frame issues in Greenwood with maximum-security doors.
- Doors from dayroom to B-wing have security doors with 82-6 locks; hinges have been welded back onto one door.
- Lay-in ceiling in dayroom.

**Gilliatt Cottage** – Same as Frye, same population as Frye

- All rooms have ss combo penal fixture.

### Site – First Defense Fence

- First defense fence accessible from “B” Wing at Frye, A & B at Gilliatt, each two cottages have one walk-in gate and one pair vehicle gates – recreation area.
- Site fence have remote operated (electrical gates), 2 at main entrance and at 4th Street and E. Hospital Road (operated by remote).
- One manual vehicle gate at NE corner and near SE corner.
- Remotes on E. gate are given to police, director, business manager and maintenance supervisor.
- Manual vehicle gates are chained and pad locked (multiple times).
- Pole lights light perimeter of fence.
- Main entry and exit gates have intercom and fixed camera at gates as well as domed PTZ.
- One (slider) man gate at main gate padlocked.
- Gatehouse has manual push button controls with lock out for entry and exit, no CCTV monitoring, gatehouse manned 24-hours voice by radio and telephone.
- Greenwood has access thru “A” & “B” to fenced (first defense) rec. and with man gate and one double gate, chained and pad locked, one fenced security yard off “C” wing.
- New medium security doors are 16 ga. Kane doors.
- New maximum security doors are Curries 847N, 14 gauge.
- Folger Adam 82-6 deadbolts, Folger Adam #12 food pass lock.
- Visitation is contact in gym, cars stay at lot just inside fence, bused to gym, all visitors are hand wanded prior to visit.

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### Education Discussion

- The ABC goals and the Standard Course of Study goals are two different things.
  - The ABCs are an incentive to school to improve accountability.
- An attitude towards academic success did not exist under the previous principal.
- Department of Public Instruction is a bureaucratic nightmare in terms of wanting to hire teachers. The nightmare is caused by the “no child left behind” criteria.
  - Youth Development Center hasn’t been able to hire a computer teacher yet because of certification issues.
- Staff feel vocational programs are important.
- The faculty is thought of as strong – good teachers doing an exceptional job with given resources and supplies. (Many of have spent own money to initiate or keep projects going in class.)
- Staff believe there is a strong perception of inter-department cooperation (across housing, academics, director, administration, etc.)
- Staff believe the Youth Development Center has made tremendous strides over the past year since he has been there.
- There are two GED teachers. The two of them split the load of 30 kids.
- Many kids may not finish the GED program because they cannot make it academically; they get transferred to another facility, or they get released.
- Staff feel that the GED is a great program for the kids at Swannanoa; also that it would be better to have another teacher.
- Literacy education is felt to be vital to the curriculum.
- Testing tools are used for decoding and reading comprehension.
- They are required to have 8 kids in class, per Dr. Young’s request.
  - Staff would rather average 8 kids over a period than have 8 kids in each of their classes. Staff feel it is burdensome.
- Title I enrollment is by reading score only.
  - Need to get below 70<sup>th</sup> percentile on STAR test or be two grade levels behind.
  - 60-70% of kids probably qualify for Title I.

### Corrective Reading

- Despite different ages, all of the kids read from the same book. Extra time is spent with those who need it. The environment is one in which all the kids work as a team in an unthreatening atmosphere.
- Kids tend to be better with math.

### Special Education

- Youth Development Center has just kicked off an “occupational course of study” which leads to an occupational diploma for the kids.
- There are four special education teachers.
- One of the teachers runs a resource area, while another one does consultation.
- Youth Development Center has a self-monitoring process for compliance. (The Youth Development Center will be officially checked this year.)
- Susan Davis comes down from Raleigh in order to help out with the self assessment.
  - She brought down a compliance officer with her to help her out.
- The Central Office has contracted with the County for a Brail instructor.

### Youth Development Center Strengths

- Individual needs are addressed.
- Top notch teachers – very caring.
- Collaboration.
- Assessment Center has helped in that it doesn’t waste any of the faculty’s time trying to track down student records, etc.



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### **Treatment / Rehabilitation Overview**

This campus set itself apart from the other Centers as the best advanced clinically. It has more specialized programming and more clinical staff than any other campus. Five programs are currently operating:

- i. IDM Unit
- ii. Cross Roads (violent offenders)
- iii. Sex Offender Program
- iv. Bridges (substance abuse)
- v. Mainstream

This campus also serves more students than other campuses.

### **State of Clinical Program**

Each of the five programs targets a particular population and has dedicated staff. Each of these programs has a distinct mission and this translates into more appropriately trained staff and active clinical treatment occurring. It is felt that their specialty programs are their strong suit and that they are serving too many "mainstream" students.

The amount of senior clinical staff at Swannanoa is almost double what other campuses have. For example, there are 11 psychologists here versus the 3-4 average at other campuses. This allows for more clinical treatment to occur, both at the group level and individual level. Behavioral Specialists are trained to run groups.

Swannanoa has the most integrated clinical and academic schedule. 4.5 hours of academics and 4 hours of clinical treatment are scheduled each Monday-Friday. The amount of effort going into developing and maintaining this schedule is evident.

There is a split between cottage staff and clinical staff. Cottage staff need more clinical training so that they can feel more part of the clinical team.

### **Approach to New Treatment Programming**

Unlike any other Youth Development Center, Swannanoa has chosen not to alter their current way of programming. All students are still operating under the "old" program. The clinical leadership is resistant to implementing a new program without adequate guidance, preparation, and planning. There is a strong confidence among staff that the way they're currently operating makes sense. The preference among staff would be to refine the current program instead of instituting a new one. It is difficult for a new treatment philosophy to be filtered down to staff.

### **Areas for Further Development**

- Focus on developing the Mainstream program
- Instituting better staff training

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### APPENDIX C

#### MGT's Staff Study Recommendation and DJJDP's Actions

Appendix C shows the MGT's recommendations and DJJDP's response. Since the MGT study was completed, DJJDP has made a major philosophical change within the Youth Development Centers, going from a correctional model to a therapeutic model. Now the main focus of DJJDP is to provide therapeutic programs to improve the juveniles' behavioral problems that caused them to enter the juvenile justice system. Therefore, these staffing recommendations may no longer be the best alternative for DJJDP.

Systemwide Recommendations	DJJDP Actions or Plan to Implement or Reason for not Implementation
1. Treatment and rehabilitation program personnel should be consolidated under a psychological service functions. This would integrate treatment and direct care. The function would report to the program manager/Assistant Facility Director	This effort is complete with all five facilities enjoying the benefits of a Clinical Director.
2. Given the current staffing level and number of beds at each of the training schools, there should be two Senior Psychologists at each school. Consideration should be given to upgrading the positions to the level of Senior Psychologists II to reflect the additional level of functional responsibility under the proposed organizational structure.	This effort is complete with all five facilities enjoying the benefits of a Clinical Director.
3. The Business Officer I position appears to be overrated and under utilized at all five training schools. The position is recommended for elimination. The duties should be reassigned to lower level existing staff.	DJJDP has move on Business Officer position to support the Central Office Fiscal Section and has down graded the remaining four positions from a salary grade 73 to a salary grade 70.
4. Eliminate the Youth Home Program by phasing it out.	All youth Transition homes have been closed.
5. Add 2 campus supervisors to cover campus-wide responsibilities on the 2 <sup>nd</sup> and 3 <sup>rd</sup> shift. These positions should be converted from exiting Cottage Parent Supervisors, Unit Administrator and Assistant Unit Administrator positions. This would involve no new positions.	Effort is in process
6. As part of DJJDP's overall facility master planning efforts, consideration should be given to a planned facility population size.	This has been accomplished with DJJDP capital improvement plan.
7. Staffing formulas for direct care positions are driven substantially by the type of population in the training school, and the physical layout. Staffing formulas should vary during the three shifts to reflect the varied levels of activity.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
8. Dillon and Samarkand Training Schools cannot compete effectively for teachers. The State should authorize a 10% salary differential over the average of the three highest competing counties.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
9. Schools should be run year-round using 12-month contract teachers or substitute teachers.	This recommendation is in effect.
10. Unarmed self-defense training should receive a priority status for direct care staff and be taught within six weeks following employment.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
11. DJJDP should review all incidents of violence by students against staff to identify any trend toward increased incidents. If such a trend exists, steps should be taken to prevent future incidents. If such a trend does not exist, this should be communicated to all staff as the perception exists that violence against staff is on the rise.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.

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12. Determine if retired/former employees are still in the area of the Detention Centers and Training Schools to see if they could be brought back in to handle some of the overtime/staffing shortages in direct care positions until positions can be filled.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
13. Reclassify Senior Psychologist I at grade 76 to Senior Psychologist II at grade 72 to reflect increase responsibility under proposed organization structure.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
14. Reclassify Program Manager/Assistant Facility Director from grade 72 to grade 80.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
15. Reclassify facility director from a grade 76 to a grade 80.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
16. Training School Unit Administrators should be re-titled Juvenile Justice Unit Managers and remain at grade 68.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
17. Cottage Parent Supervisors and Assistant Unit Administrators should be re-titled to Assistant Juvenile Justice Managers at a pay grade 66 and should be available for assignment to all three shifts.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
18. Create two positions of Campus Supervisor at all five training schools to provide campus-wide supervision on 2 <sup>nd</sup> and 3 <sup>rd</sup> shifts. It should be at a pay grade 68 and should be staffed by converting existing unit supervisor positions.	Effort is in process
19. The same hiring standards should apply to Juvenile Justice Officers as those that apply to Correctional Officers.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
20. Behavioral Specialist I should be pay grade 63 and Behavioral Specialist II should be at a level 65.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
21. Food service positions in Juvenile Justice are not comparable to other food service positions in other State Detention Centers	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
22. There should be a complete review of all internal relationships within DJJDP of Juvenile Justice to develop a classification structure that is both internally consistent within the State system and externally competitive. A further review should be made of the relationship between and among the direct contact staff in Juvenile Justice and similar positions in the Court system.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
23. DJJDP of Juvenile Justice should undertake a detailed business mapping approach to the hiring practices and policies to determine if a two to three month lag time is realistic and unavoidable or if process change could significantly reduce the time involved.	Have been discussed and considered, but are currently on hold due to the budget cuts and the current lean Department budget.
Source: DJJDP	

# APPENDICES

## APPENDIX D RESULTS OF SURVEY OF COURT COUNSELORS

Title (202 responses)			# of Years as Court Counselor (204 responses)		
Court Counselor I-Trainee	7	3%	Less than 1	6	3%
<b>Court Counselor I</b>	<b>112</b>	<b>55%</b>	<b>1-5</b>	<b>82</b>	<b>40%</b>
Court Counselor II	42	21%	6-10	35	17%
Court Counselor Supervisor	18	9%	11-15	27	13%
Chief Court Counselor I	7	3%	16-20	13	6%
Chief Court Counselor II	14	7%	20+	41	20%
Area Administrator	2	1%			
<b>1. What do you believe is the main role of the Department of Juvenile Justice and Delinquency Prevention? (212 responses)</b>					
Punishment	15	7%	Training	10	5%
<b>Public Safety</b>	<b>91</b>	<b>43%</b>	<b>Delinquency Prevention</b>	<b>101</b>	<b>48%</b>
Education	18	8%	Other	3	1%
<b>Rehabilitation/Treatment</b>	<b>120</b>	<b>57%</b>	>Advocate for services for children		
			>Resources and personnel are not sufficient to fulfill the main role		
<b>2. What is the purpose/goal of your job? (213 responses)</b>					
>Act as an advocate for the child			>Participate in JCPC		
>Provide treatment, rehabilitation, education, services, therapy, etc			>Educate families on the conditions of probation		
>Collect information and interview juveniles			>Keep courts informed		
>Determine if petition warrants court action			>Encourage family support		
>Draft and process complaints against juveniles			>Ensure juvenile follow court order		
>Ensure, promote public safety			>Make recommendations to court		
>Assess needs and develop appropriate treatment plans			>Ensure resources are available to clients		
>Prevent and reduce juvenile crime			>Offer intervention		
>Provide probation, post release, protective supervision services			>Make appropriate referrals/recommendations for each child based on individual and family needs		
>Educate the public on juvenile justice laws and procedures					
<b>3. Has the purpose/goal of your job changed since DJJDP was established? (213 responses)</b>					
Yes	81	38%	Don't know	30	14%
<b>No</b>	<b>102</b>	<b>48%</b>			
<b>4. Have obstacles in doing your job been eliminated or mitigated since DJJDP was formed? (213 responses)</b>					
Yes	50	23%	Don't know	47	22%
<b>No</b>	<b>116</b>	<b>54%</b>			
<b>5. What obstacles remain in doing your job? (187 responses)</b>					
>Expectations of department are hard to meet with limited staff			>Lack of community resources		
>Increased workload due to entering data into computer			>Few training opportunities		
>Paperwork has increased			>Inability to hold parents accountable		
>Not all changes are communicated			>New Policies and Procedures require more from counselors		
>Constant changes of policies and differences in interpretation			>Morale is low, counselors feel their efforts go unnoticed		
>Not enough alternatives/options for implementing consequences			>Too much politics, worried about who's going to get upset		
>Time wasted in court waiting for other cases to be heard			>Huge disconnect between Raleigh office and the front line		
>Time management			>Too many cases to handle		
>Home visits require child to be present			>High rate of staff turnover		

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>Too much emphasis on collecting data	>Safety issues
>Making home visits alone, late at night, without protection	>Focus on strict standards
>Educating the public on the new Juvenile Justice System and on what we can and cannot do to assist them	>Not enough court counselors or resources to address growing number of complaints
>Few consequences for continued delinquent behavior	

### 6. How do you communicate your needs to the DJJDP central office in Raleigh? (209 responses)

Through supervisor	199	95%	Fax	42	20%
Phone	60	29%	E-mail	59	28%
Regular Mail	24	11%	Other	12	6%

### 7. How do you rate the timeliness of information received from the DJJDP central office? (209 responses)

Poor	12	6%	Very Good	43	21%
Fair	46	22%	Excellent	17	8%
Good	91	44%			

### 8. How do you rate the timeliness of responses to questions from DJJDP? (206 responses)

Poor	11	5%	Very Good	40	19%
Fair	48	23%	Excellent	16	8%
Good	91	44%			

### 9. What has been helpful to you since DJJDP was created? (167 responses)

>Statewide uniformity and structured sanctions	>Training on new policies, procedures, and laws
>Improved communication with detention divisions	>More available resources
>More consistency in rules and regulations	>Creation and expansion of transportation officers
>JCPC	>Timeliness of information
>More kids are admitted to programs	>Responsiveness to needs and support from administration
>Centralization of services	>Judges are more eager to consider recommendations
>Juvenile code book	>Better communication from the top to the bottom
>Priorities are in order	>Use of diversion plans and contracts
>More extensive training for new court counselors	>Increased exposure to current trends and applications
>More detention time available	>Better communication between districts
>Able to take juveniles to the nearest center instead of across the state	>Interstate compact
>Access to computers and e-mail; efforts to open up lines of communication	>Able to set goals that are directly related to serving children and families
>Dispositional chart and dispositional alternative have made sanction decisions simpler and more uniform	>Youth academies, detention centers, and intervention/prevention services all under same agency
>State-level advocacy for efforts to deal effectively with delinquent and undisciplined youth	>Able to hold parents and juveniles more accountable when court orders are not followed

### 10. What has made your job more challenging since DJJDP was created? (177 responses)

>Management does not willingly share information	>Counselors asked to do more with less
>More paperwork	>Reduction in number of counselors
>Unable to spend as much time with target clients and families	>Limited resources
>Constant state of change	>Lack of uniformity between districts
>Special programs have little oversight and look better on paper	>Working with undisciplined youth who do not respect authority
>Inconsistent directives and information	>Performing roles of both intake and court counselors
>Lack of communication and supervision	>New Policies and Procedures guidelines
>After hour supervision requirements	>No money for staff training and education
>Stronger political atmosphere	>Intricately involved with local JCPCs

## APPENDICES

>Lack of dispositional alternatives for undisciplined youth	>No min/max set for caseloads
>More liability	>Have to be more of a social worker
>New Juvenile Code	>Educating agencies and public about the new DJJDP
>Obtaining local support	>Getting juveniles and families to participate in programs
>More responsibility	>Time factor expectations
>Minimum standards are not being met due to increased paperwork	>Loss of confidence from community
>Disposition chart has made court recommendations difficult at times	>Not enough restrictions with undisciplined cases
>Transportation team coordination moved to central office	>Central office is disorganized
>New laws have made commitments more difficult	>Too much emphasis on JCPC
>There is no solid plan for reforming juvenile courts, juvenile institutions and other areas serving juveniles	>Lack of opportunities to meet with counselors in other districts to discuss common issues and concerns
>DJJDP is failing to provide adequate training to perform additional job duties that may be dangerous or life-threatening	>Difficult to maintain minimum standards while carrying heavy caseloads
<b>11. Do you have an opportunity to provide input into program decisions? (212 responses)</b>	
<b>Yes</b>	128 60% Don't know 20 9%
<b>No</b>	64 30%
<b>12. Do you believe your input is taken into consideration for decision-making? (210 responses)</b>	
<b>Yes</b>	99 47% Don't know 52 25%
<b>No</b>	59 28%
<b>13. What changes are needed most in your local area to better serve juveniles and the community? (194 responses)</b>	
>Little can be done on the local level to change the current situation	>More community-based alternatives
>More court counselors to reduce caseloads	>A mentoring program
>More services and counseling related to sex offenders	>Set standards or criteria for taking undisciplined complaints
>More funding for programs	>Employee stability
>Stricter laws, 24 hour period of detention to get juvenile's attention	>More community awareness of DJJDP and JCPC
>Programs to provide transportation	>More vocational training
>Day reporting or treatment center	>Focus more on prevention
>Streamline and reduce unnecessary paperwork	>Better leadership
>Emergency residential placement	>Stop making so many changes that take valuable time to learn
>Temporary shelter	>Need less duplication of services and resources
>More local/district authority	>Need to spend more time with the children and their families
>More recreational activities in high crime neighborhoods	>House arrest
>Control of local dollars	>Easier access to programs
>Better mental health programs at training schools	>Need assistance from Raleigh in addressing problems
>More contributions from local governments	>Better pay and advancement opportunities for employees
>More support for teen court programs	>Certain programs need to be funded by DJJDP in all 100 counties
>Better substance abuse inpatient and outpatient services	>Offering restitution and community service as core services
>Turf issues need to be resolved between many child serving agencies	>Court Counselors need more input into decisions at programs and placements
>Better cooperation/communication between DJJDP, mental health, substance abuse agencies, schools, etc	>Penalties for parents who do not cooperate with court ordered probationary terms
>Funding of core services needs to be a priority, especially in rural areas that do not have community providers	>Courts need to improve on scheduling cases, time is wasted waiting while other cases are heard
>Make changes to NCJOIN to simplify and reduce amount of unnecessary and repetitive entering of information	>Timely review of juvenile matters by the courts would help juveniles understand and connection the offense with accountability

## APPENDICES

>More training for staff on counseling techniques, time management, networking, testifying in court, understanding the effects of medications, mental illness, learning problems

>More training in field operations (warrantless searches and seizures, custody procedures, self defense, narcotics detection, etc.

### 14. Please discuss any other concerns you have regarding the operations of DJJDP? (88 responses)

>As resources become more scarce and more is expected from court counselors, more training in the area of counseling skills will become critical. The need for counselors who speak Spanish also continues to grow.

>DJJDP took the largest percentage budget cut of any agency during the last fiscal year, because the department is a low priority to the legislature. It's difficult to retain good employees and provide services.

>Department funding has been reduced at a time of great need and legal requirements to change the system quickly.

>The issue of certification/qualification for counselors should be reviewed and pursued.

>Not enough input is gathered from local districts. There is too much creating and mandating of changes without being responsive to the districts.

>More Court Counselors are needed to address the growing number of delinquent and undisciplined juveniles.

>The dispositional chart presents problems for counselors. There is a perception in the community and schools that counselors do not take a tough stand with some children. Dispositional chart limits what counselors are allowed to do.

>DJJDP needs to understand the importance of regional differences and each district's need for some level of autonomy.

>It is a waste of talent and resources to tie up the counseling staff with overly burdensome clerical and data entry responsibilities.

>There seems to be a large bureaucracy.

>More time is needed when introducing new policies, procedures and changes in the system and overall development so staff can acclimate to the changes for a smoother adjustment.

>For our agency to function effectively, we must keep up with technology.

### 14. Please discuss any other concerns you have regarding the operations of DJJDP? (continued)

>Juveniles in the system are entering at a higher needs level than previously and the majority of cases need intensive work up front to handle the complexity of their issues/needs.

>Violations of probation are not being taken seriously by the delinquents, because there isn't any accountability.

>The Court Counselor job is becoming more dangerous. Counselors often receive no backup when going into dangerous neighborhoods.

>House visit requirements cause counselor to have to go into very dangerous areas.

>No one from DJJDP has ever come to the district to do any form of review. They don't have any idea what happens in the districts.

>DJJDP caters to politicians and school officials at the expense of DJJDP employees.

>Decisions are being made based on what looks good politically. What is good on paper doesn't necessarily reflect what is happening in reality.

>Including input from the field when making decisions will enhance the operations of DJJDP and offer a sense of ownership to the employees.

>Prior to DJJDP there were a number of support groups that worked very well with the Juvenile Services Division in providing training and fellowship opportunities. The current administration has not endorsed or supported these efforts.

>Money is being wasted on computer programs.

>The Secretary has the time to visit a school or program in the area but doesn't bother to visit the court counselor's office to introduce himself.

>There is a lack of compliance with OSP hiring policies. Not all employees are informed of internal job vacancies. Only a few chosen employees are given notice to apply for jobs.

>Morale is low due to the "deal with it or get out" mentality.

>Treatment, rehabilitation, and prevention must be backed by meaningful punishment for violations in order for juveniles to take the law seriously.

>The department should be less concerned with politics and more concerned with what takes place in the field.

>DJJDP has a legislative liaison, but he doesn't seem to be very effective judging by all of the cuts in the last two years.

>Moving transportation teams to the Central Office was a mistake. On the local level, you can never get transportation when needed, resulting in court counselors using their time to transport.

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- >The budget process wastes a lot of JCPC time.
- >When policies and procedures change, the tools to implement the changes need to already be in place.
- >Training opportunities have been severely limited. New counselors seem poorly equipped to handle assignments.
  
- >We can continue to protect our community and serve the needs of children and families without having to comply with every request of outside agencies.
- >DJJ personnel has a vast amount of experience.
- >There is a change in the juveniles that we are working with today. Community programs are great, but many juveniles today are not cooperating. We need less paperwork so that we can see the kids more.
- >The department needs to keep a record of training that has been completed.
  
- >Training is a major concern . In order to accommodate parents' work schedules, we are required to go into bad neighborhoods after dark, with no means of communication or safety equipment and limited self-defense training. When assistance is requested from law enforcement, it is denied.



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### APPENDIX E ORIGINAL J-NET BUDGET FOR GRANT

#### Equipment

Item	Quantity/Computation	Cost
Core Switch & Components	1	\$97,509
Load Balancing Director	1	21,000
Hubs and Switches	6 @ \$2,750	16,500
Hardware	21 PCs @ \$1,650 and 21 printers @ \$1,550	67,200
Software	21 MS 2000@ \$550 & 21 Visio 2000 @ \$355	18,955
Computer Tables	10 @ \$190	1,900
Chairs	21 @ \$278	5,838
T1 Lines	100 lines @ \$1,350	135,000
TOTAL		\$363,902

#### Consultant Fees:

	Service Provided	Computation	Costs
Application Development	Business Analyst	1333 hrs @ \$77	\$102,641
	Application/System Testing	2000 hrs @ \$54	108,000
	JAVA Programmer (2)	4000 hrs @ \$119	476,000
	CCIS Implementation Coord.	1333 hrs @ \$54	71,982
	Application Project Manager	2000 hrs @ \$102.85	205,700
	Programmer	2000 hrs @ \$72.60	145,200
	Project Support	2000 hrs @ \$54	108,000
Subtotal			\$1,217,523
Technical Services	Architecture	2000 hrs @ \$109	\$218,000
	Data Warehouse	1000 hrs @ \$90	90,000
	Help Desk Manager	1333 hrs @ \$54	71,982
	Help Desk Support	1000 hrs @ \$65	65,000
	System Integrators (7)	12,666 hrs @ \$65	823,290
	Budget & Procedures	1333 hrs @ \$54	71,982
	Project Support (2)	4000 hrs @ \$54	216,000
	Web Master	1333 hrs @ \$55	73,315
Subtotal			\$1,629,569
TOTAL CONSULTANT FEES			\$2,847,092

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### APPENDIX E (continued)

#### Consultant Expenses

Item	Computation	Costs
Lodging	12 days @ \$53 per day x 24 contractors x 12 months	\$183,168
Meals	12 days @ \$28 per day x 24 contractors x 12 months	96,768
Mileage	1500 miles x .31 per mile x 24 contractors x 12 months	133,920
TOTAL		\$413,856

#### Contracts

Marquis Software Development	Costs	
MSD Project Manager (1)	2000 hrs @ \$95	\$190,000
MSD Lead Analyst/Prog. (2)	4000 hrs @ \$75	300,000
MSD Senior Analyst/Prog. (4)	8000 hrs @ \$65	520,000
MSD Travel	Airfare, hotel, meals, car rental x 50 trips	65,100
TOTAL		\$1,075,100

#### Other Costs

Description	Computation	Costs
Computer Software Training	100 classes @ \$2000	\$200,000
	100 classes @ \$1000	\$100,000
TOTAL		\$300,000

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### APPENDIX F



## NC Department of Juvenile Justice & Delinquency Prevention

### Accomplishments

The Department of Juvenile Justice and Delinquency Prevention is achieving its goal of protecting the public from juvenile crime through the promotion of juvenile delinquency prevention, intervention and treatment at the community levels. This is being accomplished through a seamless, comprehensive juvenile justice system that provides the most effective services to youth and their families at the right time in the most appropriate settings.

### **The Department of Juvenile Justice and Delinquency Prevention:**

#### **Protecting the Public from Juvenile Crime**

A 2.6% decrease in juvenile crime occurred from 2001 to 2002. Some 13,664 juvenile crime complaints were treated with community services rather than being approved for juvenile court processing. (*DJJDP Court Counseling Data, 2002 DJJDP Annual Report*)

All 100 Juvenile Crime Prevention Councils (JCPC) are using the new Juvenile Crime Prevention Community Planning Model. Using this model, the JCPCs are now able to properly assess their community's risk and needs and develop plans of action to target juvenile crime and promote delinquency Prevention (*2002 DJJDP Annual Report*)

North Carolina DJJDP has been cited as a national model on how to build a Comprehensive Juvenile Crime Prevention Plan. (*Preventing and Reducing Juvenile Delinquency: A Comprehensive Framework: James C. Howell*)

An evaluation of the Support Our Students (SOS) program released in 2002 reported that adult supervision of participants was enhanced because of involvement in the program. Such supervision is critical as participants are kept "off the streets" during the "prime-time of juvenile crime" which is between 2:00-6:00 pm. (*2002 EDSTAR Evaluation of SOS program*)

A new 24-bed detention center was opened in Taylorsville in Alexander County. It is centrally located for easy access by parents, law enforcement, and transportation drivers. (*2002 DJJDP Annual Report*)

Since DJJDP was established in 2000, admissions to Youth Development Centers have been reduced by 32%. In 2002, 605 youth were admitted to a Youth Development Center in North Carolina. Because of the 1998 juvenile justice reform, and additional community treatment planning, only the most serious, violent, and chronic offenders are admitted to a Youth Development Center for treatment. (*DJJDP Youth Development Center Data*)

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Through our Center for the Prevention of School Violence (CPSV) we responded to requests for violence prevention assistance from 98 counties. We partnered with Pinkerton Services, of Charlotte, NC, to provide the NC Safe Schools tip line to the entire state and worked with 400 schools on the educational campaign that accompanies the tip line. The tip line has handled over 750 tips. *(2002 DJJDP Annual Report)*

### Accomplishments

#### Keeping Youth in School, Out of Trouble, and Helping them Make the Grade

Middle school SOS participants receiving out-of-school suspensions decreased from 13% to 8% as compared to their previous year in school. Studies show that students who are not suspended from school are less likely to get into trouble. *(2002 EDSTAR evaluation and DJJDP)*

Senate Bill 71 (SB71) mandated DJJDP and the Department of Public Instruction (DPI) to collaborate in identifying up to five programs successful in addressing short-term suspensions in North Carolina's public schools while also emphasizing the need for community involvement in such programming. The various phases of SB71 involved: the joint recruitment of alternatives to short-term suspension programs; a phone survey carried out by DJJDP – Center in order to identify existing short-term suspension programs in North Carolina's 117 school systems; and a statewide Stakeholders Forum. Input obtained during this forum, combined with data gathered through the course of SB71 implementation, led to a report outlining findings and recommendations. This report was approved by the State Board of Education and submitted to the Education Oversight Committee of the General Assembly for review. *(DJJDP-CPSV)*

Public School classroom teachers reported that more than 40% of the regularly attending participants in after-school SOS programs improved their grades in English and/or Math. Some 47% of SOS students surveyed said that they complete their homework during SOS, but don't believe they would complete it if not involved in SOS *(2002 EDSTAR evaluation)*

In 2002, DJJDP began the framework for Project EASE (Educational Alternatives to Suspension and Expulsion). It is a Governor's Crime Commission Challenge grant through which "promising strategies" aimed at reducing suspensions and expulsions, specifically disproportionate minority suspensions and expulsions, in North Carolina's public schools have been identified. The process for identifying these "promising strategies" existed in two phases with ten schools selected by public invitation, annual suspension and expulsion data collected by DPI, and previous DJJDP – Center for the Prevention of School Violence contact. In Phase One, DJJDP – Center collaborated with five "guiding schools" that have been successful in reducing their suspension and expulsion rates over the past four years. In Phase Two, currently taking place, five "implementing schools" are receiving technical assistance in implementing specific "promising strategies" in their schools. *(DJJDP-CPSV)*

All NC public, charter, and private schools received "Critical Incident Response Kits" from DJJDP through the CPSV which also trained over 1000 schools in critical incident response. This was a collaborative project between DJJDP, the North Carolina Attorney General's Office, and DPI. *(2002 DJJDP Annual Report)*

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### Accomplishments

#### **Keeping Youth in School, Out of Trouble, and Helping them Make the Grade (cont.)**

For the first time, each of our five Youth Development Center (Youth Development Center) schools participated fully in the NC ABCs of Public Education accountability program. DJJDP schools received honors in the Expected Growth category. Students in our Youth Development Centers can now receive high school diplomas. Project Connect began in earnest in 2002. This has renewed focus on education transition services for all students at Youth Development Centers. The project was piloted at Stonewall Jackson Youth Development Center and was funded by the U.S Departments of Justice, Labor, and Health and Human Services.

The DJJDP-Center's model for conflict management education was fully developed, and the enhancement of teacher licensure requirements in the area of conflict management was accomplished. A national debut of the materials took place in Washington, DC.  
*(2002 DJJDP Annual Report)*

SOS is helping to close the gap between minority and majority students. The EDSTAR evaluation of the SOS program, reported that minority SOS participants made significantly greater improvements than majority students in both Math and Reading.  
*(EDSTAR evaluation of SOS program)*

DJJDP – Center anticipates receiving funding for the DISMISS (DISproportionate Minority Involvement of Suspended Students) Project. The DISMISS Project will seek to reduce the number of students, specifically minority students, suspended in North Carolina's public schools as well as enhance the number of alternatives to suspension and expulsion options available. The goals of the project will be accomplished through the implementation of "promising strategies," identified in previous DJJDP – Center research, in up to fifteen "in-need" schools. These schools will be identified through response to public invitations as well as annual suspension and expulsion data collected by DPI. An evaluation of the process of implementing "promising strategies" into participating schools will be conducted in order to determine possible "practices to implement" which will be disseminated to all schools requesting information regarding alternatives to suspension and expulsion. *(DJJDP-CPSV)*

DJJDP developed an educational technology plan for the five Youth Development Center schools in conjunction with technology experts at the central office, and three schools have filtered access to the Internet. Teachers now have e-mail capability. *(2002 DJJDP Annual Report)*

Through collaboration with the Buncombe County Sheriff's Department, Swannanoa Youth Development Center is DJJDP's first youth development center school to have a School Resource Officer. *(DJJDP 2002 Annual Report)*

Efforts have been made to increase the accountability and quality of services provided to exceptional children. On a typical day, over 300 students participate in the Exceptional Students Program. Exceptional Students has led a Continuous Improvement Management System that includes a parent, a business leader, teachers, and administrators in examining the performance of our Exceptional Students Program. *(DJJDP Educational Services Data)*

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### Accomplishments

#### Helping Youth Become Law-Abiding Citizens by Receiving the Right Treatment in the Right Setting

DJJDP opened two Assessment and Treatment Planning centers in 2002. At the centers, youth are clinically assessed so that individual treatment plans can be developed to best meet their needs. *(2002 DJJDP Annual Report)*

DJJDP developed a holistic gender-specific substance abuse residential treatment program for adjudicated females called the HEART (Holistic Enrichment for At-Risk Teens) Program at Samarkand Youth Development Center. *(2002 DJJDP Annual Report)*

DJJDP, in collaboration with Dr. Mark Lipsey and Dr. James “Buddy” Howell, made progress on the Standardized Program Evaluation Protocol (SEP) which will enable us to evaluate the effectiveness of services funded by the JCPCs *(2002 DJJDP Annual Report)*

We received \$700,000 in federal funds to pilot a three-year project called “The Collaborative for Offender Re-entry Enhancement” (C.O.R.E). The pilot project seeks to fill the gaps in serious and violent juvenile offender re-entry in NC. *(2002 DJJDP Annual Report)*

The “Blended Enrichment Services Treatment” (BEST) project began in 2002. BEST provides a comprehensive substance abuse and other life domain assessments of each female committed to Samarkand Youth Development Center and supports the provision of prescribed interventions and the coordination of aftercare. *(2002 DJJDP Annual Report)*

### Technology and Work Efficiency

We worked to revise twenty-year old rules, laying the groundwork for policy creation. We hired the Department’s first Policy Manager to implement best practice and prevention strategies with Departmental and Division policy, aiding us in the alignment of our mission and goals with work activities. Education policies and procedures for our two assessment and treatment planning centers were developed. We implemented all Intervention/Prevention Division, Court Services policies. *(2002 DJJDP Annual Report)*

DJJDP completed statewide network connections to all locations using data-circuits and dial-up lines. We are one step closer to rolling out NC-JOIN (NC Juvenile Online Information Network). This information tracking system will allow statewide data collection for the first time in DJJDP’s history. *(2002 DJJDP Annual Report)*

DJJDP’s Intervention/Prevention Division developed a risk and needs data collection tool for court counselors to use to assess a youth’s risk and needs. This data will help JCPCs with their community assessments and will enhance treatment components. *(I/P information and 2002 DJJDP Annual Report)*

Source: North Carolina Department of Juvenile Justice, Unaudited.



**STATE OF NORTH CAROLINA**  
**Department of Juvenile Justice and Delinquency Prevention**

Michael F. Easley  
Governor

George L. Sweat  
Secretary

May 2, 2003

Mr. Ralph Campbell, Jr.  
State Auditor  
Office of the State Auditor  
2 S. Salisbury Street  
20601 Mail Service Center  
Raleigh, NC 27699-0601

Dear Mr. Campbell:

Thank you for the opportunity to review and comment upon the report entitled *Performance Audit: Youth Development Centers and Juvenile Detention Centers within the North Carolina Department of Juvenile Justice and Delinquency Prevention, April 2003*. My sincere hope is that this audit will be the vehicle for strengthening funding and support to build a comprehensive juvenile justice and delinquency prevention system. Such a system is urgently needed and the needs of such a system, as pointed out in this audit, are many. How the State moves forward in response to the audit will reveal how much we dare to care about the youth in North Carolina who too often are forgotten.

The audit clearly indicates that the Department of Juvenile Justice and Delinquency Prevention is under funded, understaffed, and operating in grossly inadequate facilities. It additionally highlights the need for updated policies and procedures. Our comments and responses which follow this letter reflect overwhelming concurrence with the audit's conclusions, findings, and recommendations. Let me assure you and the citizens of North Carolina, corrective actions targeting the audit's recommendations have already begun.

Your fine staff is to be commended for the effort and cooperative spirit evidenced during the auditing process. The arenas of juvenile justice and delinquency prevention are quite complex. The unique circumstances of the Department of Juvenile Justice and Delinquency Prevention, with its brief history as a department but long history of inadequate support, made the task of a performance audit difficult. My staff will use the report put forth by your Office to work on behalf of our most at-risk youth and their families in communities across our Great State.

Sincerely,

A handwritten signature in cursive script that reads "George L. Sweat".

George L. Sweat  
Secretary

GLS/JM/jm

*DJJDP Mailing Address: 1801 Mail Service Center • Raleigh, North Carolina 27699-1801  
919-733-3388 • [www.ncdjjdp.org](http://www.ncdjjdp.org)*



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## APPENDICES

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### DEPARTMENT OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION AUDIT CONCLUSIONS COMMENTS

#### **SAFETY AND SECURITY:**

**Conclusions:** The Youth Development Centers are housed in facilities that are, for the most part, over 60 years old. Half of the Detention Centers are 30-40 years old. Most Centers are in poor physical condition. The age and construction of the Centers increases the security risks. The concrete masonry unit walls are not reinforced or filled solid with grout as is typical of new construction for these types of facilities today. All of the Centers do not have site security and access control measures. The use of electronic security measures is virtually non-existent. Security risks are further increased by the Centers' campus style layouts which require movement of offenders from secured housing units to various less secure buildings. Abandoned buildings obscure lines of sight allowing opportunities for escapes. Poor building layouts and high juvenile to staff ratios lessens the safety for both offenders and staff. Overcrowding at Detention Centers can result in less than optimum housing conditions for the offenders and increased pressure and stress on staff. Lastly, staff are confused over what, when, and to whom to report suspected incidents of abuse due to inconsistent policies and procedures. Estimates of the costs to achieve needed repairs and renovations, and to address equipment needs are approximately \$44 million.

**DEPARTMENT COMMENT:** The Department concurs with the audit determination that the Youth Development Centers used to house juveniles are grossly inadequate. The Department has contracted with an architectural firm to develop a comprehensive facility plan that will focus on replacing the current outdated facilities with 500 newly constructed beds in three facilities across the State. Though the eventual decision to build new centers rests outside the Department, we will ensure that maximum exposure and consideration be given to the Auditor's validation of this need.

Additionally, the Department has developed a plan of action to finalize all policies and procedures. The plan will focus on immediate implementation of interim policies and procedures regarding safety of both juveniles and staff. This action plan includes establishing a task force comprised of auditor recommended representatives to develop a permanent abuse and neglect policy.

#### **JUVENILE TRAINING, EDUCATION, TREATMENT, REHABILITATION**

**Conclusions:** The Youth Development Center schools, classified as alternative schools by DPI, still must participate to some extent in North Carolina's Standard Course of Study. However, the requirements of that course of study are not applicable to a substantial number of the juvenile offenders. Approximately 61% of offenders have specific identified therapeutic and educational needs / disabilities when committed to the Centers, with about 60% of them not functionally literate according to teachers. Research shows that youth offenders who complete a GED or vocational program are twice as likely to be employed after release. On average, only 13.2% of the offenders have completed a GED while at the Youth Development Centers. Further, there did not appear to be a rationale for the different specialized programs at the various Centers, community leaders had little input into the vocational education courses offered, and there was no systematic follow-up to assess vocational training or to assist the juveniles in obtaining jobs in areas where they had received training. Allocation of educational budgets was not equitable among the Centers, did not include any funding from local education authorities, and did not have any input from departmental stakeholders. Lastly, DJJDP education administrators face unique challenges from a LEA that stretches across the State.

The treatment and rehabilitation programs offered to juvenile offenders also face enormous challenges. From a departmental perspective, there is a lack of clarity about the importance and role of clinical treatment and rehabilitation in the system. Treatment programs at most Centers were disorganized, lacked resources, and may not be allotted enough time. Staff are confused on how to transition from a corrections to individual needs based clinical philosophy. Yet, there are several model programs ongoing within the system. Major shortcomings were noted in the ability to maintain active group treatment programs, and offering much needed family treatment options. Provision of these services would better justify the State's

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considerable investment (\$55,029 annually per bed) in the juvenile offenders. Lastly, the centralized Assessment and Treatment Planning Center approach represents a significant potential improvement to the clinical system. However, much work remains to integrate it in the education / treatment options at the Youth Development Centers.

**DEPARTMENT COMMENT:** We concur with qualifications. The large majority of juveniles are younger than 15 years old when committed to a Youth Development Center, and their average length of stay is about one year. Thus, the conclusion that the percentage of students who completed a GED while at a Center is “only 13.2%” is not necessarily indicative of the quality of services. The performance audit conclusion that budget allocations are inequitable fails to note that the inequities are due to variations in teacher salaries. Supplies, equipment, and materials are distributed equitably.

The audit also emphasized there was some confusion as we transcend from a correctional model to a therapeutic model. The Department is pleased that the audit acknowledged that the Department is using an appropriate treatment methodology. However, the Department will take immediate steps to eliminate any confusion that exists as we make such a transition.

### **STAFFING AND TRAINING:**

**Conclusions:** DJJDP had 1,994 positions at the end of December 2002, with 1,233 of those in the Institutional Services Division. There were 220 vacant positions (including leave without pay positions), with 135 (61%) of those in the Youth Development and Detention Centers. The vacant positions in the Centers were having a negative effect on operations, with vacancies remaining open for over a year on average. Examination of position data shows extensive position activity since the creation of the department. However, contrary to the belief of field staff, only 12 field positions have been transferred to the Central Office. The biggest impact on the number of field staff positions has been from mandates to abolish positions due to the budget situation. The Centers have suffered a net loss of 220 positions because of this. Turnover rates for the Centers have been high since the merger, averaging almost 20% annually, with turnover rates for some positions as high as 55% (cottage parent). The loss of positions and the high turnover rates have resulted in uneven staff distribution for both Youth Development and Detention Centers. Direct Care staff ratios range from a low of 3.5 : 1 to a high of 14 : 1. Education staff ratios range from a low of 5.1 : 1 to a high of 24.0 : 1. Clinical staff ratios range from a low of 1.3 : 1 to a high of 4.5 : 1. DJJDP has not established target ratios for these disciplines. Additionally, the span of control for some direct care supervisors may be too large. Court Counselor caseloads also vary greatly, with the statewide average caseload for intake evaluations at 28.8 and 24.1 for supervision caseload.

Training policies were inconsistent and appeared to be inadequate for certain types of employees. Examination of training records showed that the Centers have not consistently provided the required orientation and in-service training for employees. Lastly, the training provided was not timely. Records show that on average Center personnel working directly with the juvenile offenders do not receive basic training for seven to eight months after they are hired. Most delays in training were related to staff and budget shortages. These delays in training could have a negative effect on employee performance, turnover rates, and could result in unsafe conditions for both juveniles and staff.

**DEPARTMENT COMMENT:** We concur that staff turnover is too high. The Department had previously recognized the problem and had received tentative approval from the Office of State Personnel and the Office of State Budget and Management for salary adjustments for all direct care staff. These adjustments were withdrawn from Legislative Governmental Operations consideration because of Hurricane Floyd. The Department has not established comprehensive target ratios for youth development centers, primarily because staffing is inconsistent between facilities due to different building designs.

The inconsistency between training requirements for Detention and Youth Development Centers has been resolved with the development of the Juvenile Justice Officer certification program. We concur that

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training should be provided in a more consistent and timely manner. The facility specific component of the Juvenile Justice Officer program, which mandates a minimum of 24 hours of individual supervision and training prior to independent assignment, as well as the current scheduling of additional basic training sessions, will contribute to a resolution of these problems. A staffing and funding level that is adequate to allow staff time away from the job to attend training is necessary to provide a long-term solution.

Additionally, we concur that staff training was not consistent when direct care staff was compared to indirect care staff. We also concur that more training is needed for indirect staff such as cafeteria workers and maintenance staff in order to develop a comprehensive treatment approach to juveniles. DJJDP believe that this suggestion is excellent and we will request the appropriate funding for all of these initiatives. Additionally, we will request funds to accelerate the training process.

### **MANAGEMENT SYSTEMS:**

**Conclusions:** DJJDP management has faced a number of obstacles in forming a single, cohesive entity from two separate divisions in different agencies. A major hurdle has been the updating and creation of formal policies and procedures for operations. Management has been in the process of updating ten year old Administrative Code brought over from DHHS and AOC with the respective divisions. This process, now almost complete, had to be done prior to establishing policies and procedures. In the meantime, the lack of formal policies and procedures hampers effective operations in the Centers since there now exists a mixture of old and new policies and procedures. Further complicating the merger into a single entity has been the resistance of field staff encountered by DJJDP management. While resistance is normal and to be expected under the circumstances, DJJDP experienced a complete turnover in Youth Development Center Directors since 1999. Three of the five Directors resigned; one position was eliminated when the Center was reorganized as a result of reduction in force, and one was reassigned. At the same time, the department has been undergoing a change in philosophy from a correctional to therapeutic model. This change has necessitated instituting a matrix organizational structure at the Centers, whereby subject matter specialists deal directly with Central Office subject matter directors. This situation has, at times, left the Center Directors out of the information loop and has caused communication problems between the field staff and the Central Office.

A second major obstacle faced by DJJDP management has been the absence of readily available data on the juvenile population. Prior to 1999 and the formation of the Department of Juvenile Justice and Delinquency Prevention, there was no centralized, automated information system for juvenile offender data. Since that time, DJJDP has been working on a statewide database to use in managing and tracking juvenile offenders. As of January 2003, DJJDP has spent \$9.8 million in federal and State funds to develop and implement a statewide computer database system for juvenile offender data. While design problems surfaced in the original J-NET project, DJJDP is using the lessons learned from J-NET to improve oversight and management of the resulting NC-JOIN (North Carolina Juvenile Online Information Network) project. A major concern is a stable source of funding to complete this project. DJJDP projects \$3.9 million is needed to complete the design and implementation statewide by the target date of June 2007. An additional \$9.3 million is projected by DJJDP to maintain the technical infrastructure (FY02-03-FY05-06).

**DEPARTMENT COMMENT:** The Department concurs with the audit conclusion and accepts the responsibility of completing the new policy and procedures which had been delayed due to the frozen policy position and the need to update 10 year old administrative rules. The Department will have all policies and procedures completed by September 30, 2003. A special emphasis will be placed on policies referencing safety issues for juveniles and staff.

Again, the Department is pleased that the auditor recognized the need for a comprehensive information management system, and we agree that we need to find additional funding for that effort. Though the eventual decision to fund management information systems rests outside the Department, we will ensure that maximum exposure and consideration be given to the Auditor's validation of this need.

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### DEPARTMENT OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION RESPONSES TO FINDINGS AND RECOMMENDATIONS

1. **Finding:** All youth development centers do not have site security and access control measures.

**DEPARTMENT RESPONSE:** We concur. The three facilities that enjoy the benefit of a security fence do not have the access control measure of a vehicle sally port to control access with two lines of security. In addition, there are not security sensor devices installed in the fence to alert staff that the fence has been compromised. Current staffing levels do not allow for a roving campus patrol at all facilities.

**Recommendation:** DJJDP management should place a priority on updating and approving the policies and procedures regarding security and safety issues. Further, management should devise a plan to address the safety and security shortcomings outlined above, requesting additional funding as needed. The estimated cost to fence Dobbs and Samarkand is \$2.2 million. If the fences are constructed, DJJDP should continue to evaluate the use of inmate labor supplied by the Department of Correction to construct the fences (as was done at Swannanoa) as a means of controlling costs. The estimated cost of installing surveillance cameras is \$412,500. Lastly, providing additional radios could also enhance the use of two-way radio communications and improve the safety and security at the centers. The estimated cost to provide these two-way radios is \$174,700.

**DEPARTMENT RESPONSE:** We concur. Security and safety issues will be addressed first in the roll out of policies and procedures. All Youth Development policies and procedures will be issued no later than September 30, 2003. The Department has complete updates of all educational and medical policies and procedures as well as those policies governing the use of force, assessment center operations, assessment center operations, and the code of conduct for juveniles housed in our Youth Development Centers.

The Department will resubmit a funding request, as well as request new funding for all the security and safety concerns mentioned in this recommendation.

It should be noted that approximately 500 two-way radios (worth \$140,000) have been placed out to bid. Additional radios will be requested so that an adequate supply of radios is available for on-duty employees

2. **Finding:** Security risks are increased by the centers' campus style layouts.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management, along with the administrators at each center, should re-examine the use of buildings and movement of students on campus. The goal should be to minimize the need to move students from secure locations to less secure locations. Additionally, staffing levels at each Center should be examined to assure adequate coverage at all times.

**DEPARTMENT RESPONSE:** We concur. In addition to the security issues involved in moving juveniles across a campus, movement also reduces the time available for educational and treatment programs. On average, an hour to as much as two and a half hours per day are lost during the movement of juveniles across campus. The new facilities designed for the system will be a non-campus design.

Current cottage designs do not have program space for education and treatment efforts. This necessitates the movement of students across campuses. The new facility designs should resolve this issue.

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3. **Finding:** The age and construction of center buildings increase the security risks.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** Using the shortcomings identified above, DJJDP and Center administrators should prioritize needed repairs and renovations to ensure the security and safety of the juveniles and staff. Buildings that can no longer be used should be identified and new construction considered.

**DEPARTMENT RESPONSE:** We concur. The Department has submitted a priority list of repair and renovations for consideration in the 2003-2004 fiscal year budget. Two priority lists have been submitted, one totaling \$5.4 million and one totaling approximately \$10 million. The Department will request \$10 million in funding from the repair and renovation budget approved in the upcoming fiscal year 2003-2004 budget.

It should be noted that the Department has identified over \$40 million in repair and renovation needs.

4. **Finding:** The youth development and detention center buildings are in poor condition.

**DEPARTMENT RESPONSE:** We concur. See comments for recommendation 3.

**Recommendation:** We commend DJJDP management for its foresight in requesting funds to construct three new Youth Development facilities, and we fully support the need for new facilities. New facilities would not only improve the security and safety of the juvenile offenders and staff, but would offer significant operational and management savings from more efficient operations. Since plans for the new facilities have not been finalized, we encourage DJJDP to develop several options for the consideration of the General Assembly. One such option might be to construct five new, smaller facilities at the current locations or on nearby State-owned land. A second option worth consideration is building three new facilities and significantly renovating two existing facilities. While we cannot estimate the cost of these two options, both would allow DJJDP to provide residential services at locations across the State and to minimize the distances relatives would have to travel to visit the juveniles.

**DEPARTMENT RESPONSE:** We concur. The Department has contracted with the architectural firm of O'Brien Atkins of Research Triangle Park for the planning, design, and site studies for three new Youth Development Centers. This effort will identify the options available to the Department. The Department is currently planning for up to five hundred beds at three facilities built on land that the Department owns. Additional funding may be necessary to propose a second option. The Department will ask for these additional funds as soon as it can determine the amount needed.

5. **Finding:** Building layout and staffing ratios contribute to unsafe conditions.

**DEPARTMENT RESPONSE:** We concur. We will address the staffing ratio issue in response to Finding 27.

**Recommendation:** DJJDP management should identify the most critical physical layout problems and take steps to amend them. A funding request should be made to the General Assembly for short-term renovations to these sites. Staffing levels for these sites should also be closely examined to determine whether they could be improved. Lastly, management should continue to pursue funding for new construction.

**DEPARTMENT RESPONSE:** We concur. See comments for recommendation 3 and 4.

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6. **Finding:** Some state operated juvenile detention centers are overcrowded.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP should continue to monitor the number of juveniles housed at each Detention Center closely in order to prevent overcrowding. Existing procedures to transfer juveniles to other centers should be followed when overcrowding is detected. Further, DJJDP should examine the number of commitments by county to determine whether more Detention Centers are needed.

**DEPARTMENT RESPONSE:** We concur. The Department concurs with the finding and the recommendation that some state operated juvenile detention centers' average daily population exceeds their maximum bed capacity. Overcrowding in detention centers can create safety and security concerns for juveniles and staff. The Department will continue to closely monitor detention admission at centers that exceed their bed capacity. Juveniles admitted to overcrowded centers will be transferred to a detention center that is less crowded and can accommodate the juvenile within twenty-four hours. Department transportation drivers will transport juveniles transferred to other detention centers. Additionally, the Department will examine detention admission by county to determine the need and location for more detention centers. The current department policy transporting juveniles to the closest state operated detention center enhances local law enforcement's ability to provide public safety responses within their assigned jurisdiction. This policy also attempts to alleviate overcrowding. Additional transportation officers would further expedite a reduction in detention center overcrowding.

7. **Finding:** DJJDP's reporting system for possible abuse incidents is not consistent or effectively documented.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department concurs that suspected abuse and neglect incidents are reported in a number of ways. The Department is in the process of developing an interim policy and procedure that will provide for consistent reporting and documentation of suspected abuse or neglect incidents. This interim policy and procedure will be developed and issued, and staff will be trained on the requirements of the policy and procedure by May 15, 2003. The Department will have a final policy in effect and employees will be trained by August 31, 2003.

The audit team reviewed 131 case files of abuse allegations. The chart below details the number of abuse allegations reported to DSS within 24 hours of the facility director having been notified, the number of allegations that were not substantiated by DSS, the number of allegations substantiated by DSS and the number of files with no conclusion letter or reports from DSS or case decisions that were still pending. The Department refers all abuse and neglect allegations to DSS, no matter how minor they may seem at the time. This practice accounts for the large number of reports that are not substantiated as abuse or neglect by DSS.

Results of Abuse Reporting Documentation Review								
Location	Sample Size	Reported Within 24 Hours	%	Not Substantiated	%	Substantiated	%	No Conclusion Records
Dillon	32	18	56%	29	91%	2	6%	1
Dobbs	33	30	91%	30	91%	2	6%	1
Swannanoa	20	10	50%	11	55%	6	30%	3
Samarkand	13	11	85%	7	54%	0	0%	6
Jackson	33	22	67%	23	70%	5	15%	5
<b>Totals</b>	<b>131</b>	<b>91</b>	<b>69%</b>	<b>100</b>	<b>76%</b>	<b>15</b>	<b>11%</b>	<b>16</b>
Source: Youth Development Centers Records								

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**Recommendation:** All suspected child abuse allegations should be reported to the local County Department of Social Services, Center Director, and DJJDP Central Office within 24 hours as required by regulations. DJJDP management should strongly consider establishing an independent committee composed of employees, parents, and concerned citizens to whom all incidents of abuse and neglect can be reported by anyone with knowledge of the incident. This committee would serve as an independent control to ensure proper reporting and protect the informant from retaliation. Policies and procedures should be updated and revised as soon as possible to mirror those regulations. Specific, step-by-step procedures including a checklist should outline timeframes, chain-of-command reporting, and document requirements. A system for distributing and updating these procedure manuals should also be implemented. Once the revised policies and procedures are finalized, all staff should receive training on reporting suspected child abuse allegations. Annual training should be mandated and documented for all employees. This training should be coordinated with local County Department of Social Services personnel to ensure that all parties understand the process and their part in it. Further, suspected child abuse records should be centralized within the facility Director's office, a list of all reported suspected abuse should be maintained, and controls implemented to secure records.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department is establishing an interim policy that requires all suspected child abuse and neglect allegations be reported to the local County Department of Social Services, DJJDP facility Director and DJJDP Central Office upon receipt of the suspected abuse or neglect complaint. The staff member receiving the abuse complaint or witnessing the abuse or neglect will make the report to DSS and their facility supervisor. Supervisors will report to the facility director immediately of notification of an incident of abuse or neglect. The facility Director shall report to the Director of Youth Development Centers in the central office within 24 hours of receiving an abuse or neglect allegation. This interim policy will be developed and issued and staff will be trained on the requirements of the policy by May 15, 2003.

DJJDP will establish a task force composed of local DSS representatives, law enforcement representatives, the judiciary, local district attorneys, parents, concerned citizens and DJJDP management to address the issues and concerns about reporting and investigating abuse and neglect claims within the Youth Development facilities. Policies and procedures will be updated and revised immediately to mirror recommendations developed by the task force. All policies and procedures will comply with the General Statutes governing the reporting and investigation of abuse and neglect. Specific, step-by-step procedures including a checklist will be developed to outline timeframes, chain-of-command reporting, and documentation requirements. A system for distributing and updating these procedure manuals will also be implemented. Once the revised policies and procedures are finalized, all staff will receive training on reporting suspected child abuse or neglect allegations. The Department will issue and train on the requirements of this final policy and procedures by August 31, 2003.

Annual training will be scheduled for all staff and a training program for new staff will be implemented. This training will be coordinated with local County Departments of Social Services' personnel to ensure that all parties understand the process and their respective roles. Suspected child abuse and neglect records will be centralized within the facility Director's office at each facility and a master duplicate record system will be developed to maintain all records in the central office; a log of all reported suspected abuse and neglect will be established at each facility and master log will be maintained in the central office to document the abuse complaints and trace the process; and controls will be implemented to secure these records.

- 8. Finding:** The North Carolina Standard Course of Study is not compatible with the needs of the juvenile offenders.

**DEPARTMENT RESPONSE:** We concur with qualifications. We strongly agree with the discussion regarding the relationship between educational attainment and the likelihood of a student being employed after their release. We also concur with the philosophy that students in our Centers have not been successful in public school in the past. However, it is our position that if the Department does not utilize the North Carolina Standard Course of Study, we will have set lower standards for our students.



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While many of our students have failed in the past, it is unfair to them to tell them that we do not expect them to achieve. With our small class size, the extensive teacher training conducted by the Department's Education Section, as well as 40 additional instructional days per year, our teachers are able to modify the curriculum and help students to catch up with their peers. Student failure can be easily excused by saying, "Look at the students we have. How can we be expected to teach them what other students are learning?" Teacher performance is highly related to student achievement, and to lower the standards for our students, is to say that our teachers and students cannot meet the expectations.

Under the federal legislation, "No Child Left Behind," there is to be a single accountability system for all students based on strong academic standards for what every child should know and learn. The law permits no excuses. The philosophy of the Department is that all students can learn and make progress if they are taught appropriately.

The findings presented in Table 3 regarding the percent of GED graduates based on Average Daily Population is misleading and we believe is based on the faulty assumption that a GED diploma is the goal, or should be the goal, for all of our students. For example, it shows that 7.2% of Dobbs Youth Development Center's population earned a GED in 2001-02. Since the majority of students are 15 years of age or younger at Dobbs, it is not legal or possible for them to enroll in the GED program. Furthermore, it is our position that it is inappropriate for young children to have aspirations of earning their GED when they are only in the 8<sup>th</sup> or 9<sup>th</sup> grade. We would argue that a GED graduation rate is not necessarily a measure of success for many of our students, who can graduate from high school with appropriate support from our agency and others. A high GED graduation rate would mean that our students are, in effect, dropping out of high school while they are committed to our agency. This decision should be on a case-by-case basis with input from parents for students under the age of 18.

**Recommendation:** DJJDP should petition the State Board of Education and the North Carolina Department of Public Instruction to modify the Standard Course of Study for the youth development centers' schools. The modified curriculum should more closely address the needs of the juvenile offenders. This curriculum should include elements of the Standard Course of Study, along with:

- basic/applied skill instruction,
- general equivalency degree (GED) and workforce investment act (WIA) programs,
- community based instruction and related employability skills training,
- career pathway curriculum and vocational programs based on labor market demand,
- literacy programs,
- pro-social skills training,
- physical / health education and recreation programs,
- art, music, and drama,
- performing arts opportunities for students both on and off campus, and
- animal therapy programs.

**DEPARTMENT RESPONSE:** We concur with qualifications. We agree with the recommendation that the curriculum must address the needs of juvenile offenders. Many of our students return to school in their community; if our schools were not utilizing the standard course of study, these students would be at an increased disadvantage in returning to community schools. Our students would not have course credits for courses needed to graduate from high school.

We concur that the curriculum in the Department must incorporate both the Standard Course of Study along with applied skill instruction, workforce development, literacy programs, pro-social skills training, recreation programs, and the performing arts. The education program provides a special program, in conjunction with clinical staff, that teaches students how to reason and think differently. The education program also provides workforce development programs, a vocational internship program, animal therapy, art, music, and physical education. The Department concurs that all of these programs are important elements of the curriculum.

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9. **Finding:** Youth Development Center's Education files for individual juveniles were incomplete.

**DEPARTMENT RESPONSE:** We concur. The Department's policy entitled "Educational Records," effective July 1, 2002, states that "Youth Development Centers and Detention Centers shall regularly inform parents, students, and relevant department staff of student progress in education programs and shall provide a permanent record of educational progress." The Department concurs that student files must be filed uniformly and in an orderly fashion.

**Recommendation:** DJJDP should require that the Youth Development Centers maintain a centralized education file for each juvenile containing all required education records and documentation. This file should remain with the juvenile if he/she is transferred from one Center to another and should be forwarded to the Local Education Authority if the juvenile returns to public school.

**DEPARTMENT RESPONSE:** We concur. The Department will require that the Youth Development Centers maintain a centralized education file for each juvenile containing all required education records and documentation. This file will remain with the juvenile if he/she is transferred from one Center to another and will be forwarded to the Local Education Authority if the juvenile returns to public school.

10. **Finding:** Dealing with juvenile offenders requires teachers with a unique set of skills and experience.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** The DJJDP Superintendent should work with the Department of Public Instruction to examine the qualifications and classifications for Youth Development Center teachers to determine whether these instructors should be on a separate salary schedule. Further, the Superintendent should request feedback from the building principals who utilize the block schedule to determine the strengths and problems the schools are experiencing with the block schedule. That information should be used to support, modify, or abandon the block schedule.

**DEPARTMENT RESPONSE:** We concur.

11. **Finding:** There does not appear to be any rationale for the array of specialized education programs at the centers.

**DEPARTMENT RESPONSE:** We concur. The number and type of vocational programs offered at Centers have a long history. Many teachers who are teaching these courses are long-time employees and are licensed to teach only in that particular vocational area. The Department has been unable to secure funding for new programs. The Department will continue to focus on efforts to prepare students for re-entry through grant funding.

**Recommendation:** DJJDP management should develop and implement a process for the approval of customized programs at the Youth Development Centers. This process should not only justify the need for the program, but also identify all resources that will be needed on a continuing basis. Center staff should solicit more involvement of local businesses for identification of need and support of all specialized vocational programs. A formal system of follow-up for the released juveniles should be implemented that includes assistance in finding work in the vocation for which they received training. Lastly, DJJDP should develop a method of assessing the applicability of the training provided by the Centers. Modifications to the specialized programs should be made to keep them relevant and in vocational areas where the released juveniles will be able to find work.

**DEPARTMENT RESPONSE:** We concur. The process described in the recommendation would serve as a valuable mechanism for programming decisions. Additional staff will be sought to develop and implement the described process given that recommendation 13 highlights concerns about the adequacy of education staffing.

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- 12. Finding:** Youth Development Center instructional budgets are not sufficient.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department concurs that the instructional budgets are not sufficient. However, the superintendent sets the instructional budget for each school based on the number of students at the school and principals have the authority to spend funds where needed for textbooks, furniture, supplies, and equipment.

**Recommendation:** DJJDP management should take steps in including departmental education administrators in the budget preparation process. Management should, with input from the Education Superintendent, critically examine the budget allocation decisions for the Center schools. Every effort should be made to assure funding is equitable, taking into account the needs of the juvenile population at each school. Specific needs should be determined and prioritized for each Center school, and an equipment replacement schedule should be developed. The budget should include requests for a computer lab in each Center, along with a wide area network (WAN) to connect the Centers directly with the Central Office and allow Internet access. Lastly, management should work to determine a stable source of funding for needed computers and Internet access.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department concurs that every effort should be made to assure education funding is equitable, including the important finding that each center needs a budget for equipment replacement, appropriate technology and Internet access. It is important to note that the state budget has not been increased in the past three years for instructional supplies, materials, equipment, and furniture because of state budget reductions and freezes. All new computer equipment and most new vocational equipment have been funded through federal education grants. The Superintendent strives to ensure that all schools have equitable funding, although it is not sufficient to replace old furniture and buy new equipment.

It is important to note that teacher salaries may create differences in the budgets among the various centers because teachers are paid based on their level of education and years of teaching experience. Exhibit 8's calculation of the per pupil expenditures is skewed by differences among teacher salaries; salaries which are not controlled by the Department and are not a reflection of equitably distributing resources.

- 13. Finding:** DJJDP's educational staff face unique challenges in providing quality education.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management should determine the number and type of positions needed to adequately staff its educational Central Office. DJJDP's Education Superintendent should consider reorganizing her Central Office staff to better utilize existing resources. The Central Office technical support staff should be reassigned the duties of generalists and specialists directly assisting the Center schools. Each should be assigned a region in which one or more of the Youth Development Center schools is located. These individuals should then take over the face-to-face interaction with the schools, thereby allowing the Superintendent the time needed to perform all the normal duties of running an LEA. The Superintendent should develop a communications template that captures all the information about the schools that is needed. Lastly, the Superintendent should explore ways to address the isolation felt by the instructional staff. Efforts such as semi-annual district-wide professional development or opportunities for staff to spend a day with colleagues at one of the other Center schools should be considered.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department concurs that the Education Section's central office needs to be adequately staffed. Until it is, it is not practical to deploy the small number of professional staff to become regional staff. Two and a half positions are paid from time-limited grant funds with specific duties and cannot be generalists. It would be impractical to assign the remaining two professional staff to conduct all the work needed at the five youth development centers and ten detention centers. One of these staff members is trained and licensed as a

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Director of Programs for Exceptional Children; the other is trained and licensed as a Curriculum Specialist. Both positions are critically needed to provide much needed direction to the Department's schools and detention centers. With increased education leadership staff commensurate with a small school system such as Hyde County, the staff could provide support to the Center's schools on a regional basis.

- 14. Finding:** There is limited community involvement in center education programs.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management should explore the feasibility of establishing a Parent Advisory Committee to provide the parents' input and perspective into the programs offered at the Centers. A quarterly publication aimed at parents that provides various topics of interest, including information from the Central Office level to the individual Center level, would help keep parents informed of current initiatives. Further, management should require Center Directors and Center school principals to regularly attend the local JCPC meetings to share the perspective of their work and to be informed about the intervention strategies of the community agencies. Lastly, DJJDP management should develop a program whereby court officials are invited to visit the Centers at least annually to meet the Center personnel and discuss Center activities and their effect.

**DEPARTMENT RESPONSE:** We concur with qualifications. The Department will explore increasing the involvement of parent and other community members in youth development center education programs. The Department agrees that Youth Development Center directors and school principals should establish more involvement and communication with community Juvenile Crime Prevention Councils (JCPCs). This communication will provide more information to the Center Directors and School Principals about the community planning for youth committed to the Department's Youth Development Centers and, in turn, more information for the JCPC about treatment programs for committed youth and the post release supervision needs of youth returning to the community. The Department advises that an effective method for structuring this communication is for the center director and school principal to collaborate with the appropriate Intervention/Prevention Area Administrator to identify a minimum of four (4) JCPCs to be visited annually. These county JCPCs should be selected for the population of committed youth to the particular Youth Development Center. The agenda for the JCPC for each of the visits should allow for a presentation and discussion of Youth Development Center programming and JCPC community planning for committed youth returning to the community. Additional discussion can provide information regarding JCPC community intervention and prevention programming. A result expected from this structure for communication between the center director, school principal and the JCPC is increased effectiveness in planning for and servicing the committed youth.

- 15. Finding:** There is a general lack of clarity about the importance and role of clinical treatment and rehabilitation in the system.

**DEPARTMENT RESPONSE:** We concur with qualifications. Prior to the year 2000, there was a pervasive lack of clarity about the importance and role of clinical treatment and rehabilitation in the system. Since becoming a department, the Department has managed to add clinical leadership positions that report to the director at each campus. This has served to empower the clinical effort as well as provide more visibility. The elevation of the clinical effort and the renewed focus on treatment and rehabilitation has been consistently articulated by the Central Office and made manifest by the change in the organizational structure at the Youth Development Centers.

**Recommendation:** DJJDP management should issue a clear statement about the importance and role of treatment in the system. The Chief Clinical Officer should be included in the Executive Committee and development of the clinical system should be a standard agenda item for meetings. Draft program policies and procedures with specific goals and timetables should be finalized as soon as possible and disseminated to staff at the Centers. Staffing levels should be adequate so that clinical staff does not have to perform custodial roles on a routine basis.

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**DEPARTMENT RESPONSE:** We concur with qualifications. The continuing development of the clinical system is regularly discussed. Draft policies and procedures are being finalized and will be disseminated to staff at the Centers. These policies further emphasize the importance and role of treatment in the system. The goal of adequate staffing levels which obviate the need for treatment staff to perform custodial roles on a routine basis rests on complex issues, including staffing patterns, vacancies, standards and qualifications, and salary levels.

- 16. Finding:** Treatment programs at most of the centers are disorganized and lack resources.

**DEPARTMENT RESPONSE:** We concur with qualifications. At the time of the audit, the Assessment and Treatment Planning Centers had recently become operational and the first of the juveniles to complete the revised evaluation, planning and orientation process were being transferred to the Youth Development Center's which resulted in, for the first time, two distinct programming models being implemented simultaneously. It has taken some time for staff to adequately adjust to the change. All treatment programs, however, are organized around multidisciplinary teams that develop goals and review progress, regardless of the program model. The programs have historically been and continue to be under funded with regard to resources such as incentive/reinforcement materials, supplies and training.

**Recommendation:** DJJDP management should articulate a clinical philosophy and program that ties all activities (school, cottage life, vocational preparation, recreation, behavioral treatment, group treatment, individual treatment, and family treatment) of the Centers together into a cohesive approach. Management should convene a task force composed of Central Office staff and individuals from the Youth Development Centers to construct a multi-dimensional treatment philosophy and approach for implementation at all Centers. All current treatment components should be included (behavioral, group therapy, individual therapy, substance abuse treatment), as well as some additional ones such as family treatment. Working with individuals representing all facets of Center operations the Task Force should propose an improved daily schedule of activities. The various scheduling plans at the Centers should be examined to identify the plan that allows adequate time for treatment programs. This plan should then become the standard for the Centers. Treatment activities should not be relegated to the end of the day or be squeezed into a two-hour block.

**DEPARTMENT RESPONSE:** We concur with qualifications. A revised clinical philosophy is being developed via monthly meetings with clinical leadership from the facilities. Traditionally, input on clinical issues was provided through a number of cumbersome and logistically taxing meetings in attempts to be inclusive (e.g., psychologists, social workers, behavior specialists from each facility). The success of department management's efforts to place Clinical Directors and Social Work Supervisors at each facility has allowed for a smaller, consistent panel of staff to meet with central office management. The expectation is that the local leadership would articulate the issues and perspectives from their respective facilities. This is the primary forum through which the treatment models (competency-based and needs-based) are discussed and direction is given regarding implementation procedures. Revised written guidelines and procedures pertaining to the newer model were disseminated in January 2003. With regard to the daily schedule of activities at the centers, a task force consisting of representatives from each facility convened in July 2000 with the following goals: blending treatment programs with education; creating similar schedule at all five facilities; incorporating the "reading program" (\$295,000 grant from Governor's Crime Commission for coordinator, equipment and training); limiting the movement of juveniles (take services to juveniles when possible to increase time for services and increase security); and establishing a philosophy of interacting/engaging juveniles during the majority of the day. Several meetings of this task force resulted in a "master schedule" which became the standard for the Centers in August 2001. The lone exception was Swannanoa Valley Youth Development Center which was encouraged by central office clinical management to devise a schedule which allowed for some treatment activities to occur during the morning hours. The current daily schedule of activities which relegates treatment activities to the end of the day and/or in two or three hour blocks is actually the result of the type of task force recommended by the auditors.

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17. **Finding:** Staff are confused on how to transition from a corrections to an individual needs clinical philosophy.

**DEPARTMENT RESPONSE:** We concur with qualifications. Many staff continue to need training on the principles of basic individual treatment planning. However, most clinical leadership and their staff have adapted to the individual needs clinical philosophy and are providing planned and coherent treatment interventions.

**Recommendation:** DJJDP management should clearly define the procedures to be used by Center staff to transition from the Core Competencies Program to the new individual needs based approach. The transition plan should include a behavioral approach to cottage life management that incorporates the best parts of the Competencies Program, as well as flexibility to include individualized behavioral goals for each student. Management would do well to draw upon the experience and wisdom of exemplary staff from each Center to craft an improved model. All Center staff should then receive training and specific direction from DJJDP management on implementation of the new behavior management plan and the individual needs based approach.

**DEPARTMENT RESPONSE:** We concur with qualifications. Department management has clearly defined the procedures for implementing the new needs based approach. The “Core Competencies Program” is to remain unchanged—juveniles in this program remain in this program. The local treatment teams have the flexibility to use parts of the Competencies program in the establishment of individualized goals. Specific direction has been given by department management to clinical leadership at each facility that continues to be reviewed and discussed during monthly meetings. Staff training is being provided locally by clinical staff, and plans are being developed to provide larger, more coordinated training efforts contingent on the availability of funds.

18. **Finding:** There are several current attempts to build model programs within the system.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management should inventory and further assess its clinical assets. Clinical leaders and staff at the facilities should be regarded as the clinical program’s primary asset. Consideration should be given to a possible reorganization that “accentuates the positive,” putting more students in contact with more organized programs and Centers. Further programs such as those noted should be developed at all Centers. Management should consider the possibility of utilizing Swannanoa to a greater extent from a clinical aspect. This Youth Development Center has strong clinical leadership, ready access to more qualified professionals than any other Center, three well-developed specialty programs that serve as a good foundation for enhancement, and unused capacity or potential for expansion. In this configuration, Swannanoa would be a first choice for treatment of violent offenders and students “with severe substance abuse disorders and would share the sexual offenders’ population with Dillon. Samarkand would continue as the female facility. DJJDP would look at the other two facilities to provide additional substance abuse treatment, treatment of non-violent offenders, and treatment of individuals with special needs such as MR/DD. The possibility of closing one Youth Development Center altogether should be explored since this frees up the most resources.

**DEPARTMENT RESPONSE:** We concur with qualifications. While Swannanoa Valley Youth Development Center does have three well-developed specialty programs, the Department must note that the other Youth Development Centers have well-developed specialty programs that round out a total system approach to the treatment needs of the juveniles in the system. Samarkand Youth Development Center has the H.E.A.R.T. and B.E.S.T. substance abuse treatment programs for the female population; these programs are the pilot programs that are moving the Department to a therapeutic model versus the current correctional model for managing the Department’s facilities. CA Dillon has the Department’s Assessment Treatment and Planning Center and an outstanding 70-bed sex offender program. Dobbs

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has the Department's intensive management program designed to develop social skills in juveniles ranging in age from 10-13 years old. Stonewall Jackson has the Pet Therapy program that has been successful in reaching kids where other treatment programs have failed. Stonewall Jackson also has the Department's Work Adjustment Program, which develops work skills and goal setting for juveniles 16 years old. These programs are just a few of the menu of programs the Department offers at all the Youth Development Centers. These programs are in need of additional funding to increase staff to juvenile ratios to help make them more effective.

- 19. Finding:** Centers are inconsistent in their ability to maintain active group treatment programs.

**DEPARTMENT RESPONSE:** We concur. Clinical staffing patterns among the Youth Development Centers are inconsistent. Three of the Centers have only two staff psychologist positions each for the entire juvenile population. Supplemental group treatment provided by Behavior Specialists is inconsistently conducted due to the custodial responsibilities they must perform as a result of staffing shortages.

**Recommendation:** DJJDP management should work with Center staff to address the obstacles to group treatment options for juveniles. Each Youth Development Center should have an active group program that provides groups on a range of issues and subjects pertinent to all students, plus targeted groups for special populations.

**DEPARTMENT RESPONSE:** We concur.

- 20. Finding:** Staff to student ratio in most centers does not appear to allow for the provision of intensive one to one contact with licensed professionals.

**DEPARTMENT RESPONSE:** We concur with qualifications. The staff-to-student ratio in the three Youth Development Centers with only two staff psychologists certainly presents a challenge regarding intensive one-to-one contact. Even in these centers, contact with licensed professionals is provided as the need is identified and to the extent indicated.

**Recommendation:** DJJDP management should work to assure adequate funding to continue contracting for psychiatric services at the Centers. The possibility of including the physicians in treatment team meetings should be explored and would be a major program enhancement. DJJDP should reconsider the role and model of individual treatment. Limited resources in this area make it imperative that therapy time be used in the most advantageous way possible. The current model of making therapy available to a select group of students who seem most willing or most in need should be reviewed. One possibility is to schedule individual therapy to students in four to six session courses of treatment, provided flexibly and intermittently over the course of the individual's stay at the Center. Each treatment block should have a primary focus as determined by the individual's treatment plan. This will allow staff to see more students overall and will encourage students to use their time more efficiently. Additionally, management should address staffing issues in the clinical area, working for staff ratios that allow more individualized treatment for the juveniles. Additional staff is needed to fully bring the treatment programs to life. Most critical is the need to free up behavior specialists from I constant coverage responsibilities so that they can concentrate behavioral treatment goals including development of effective interpersonal skills.

**DEPARTMENT RESPONSE:** We concur with qualifications. The limited resources in the area of individual treatment have indeed been reviewed, resulting in the current model of providing individual psychotherapy to those most in need. There is compelling evidence that a substantial number of juveniles that penetrate the juvenile justice system to this extent have, and have had, a dearth of healthy, supportive relationships with adults. Many have been passed from one provider to the next, with little stability of case managers, therapists, caretakers, role models, etc. The brief four-to six-session psychotherapy model suggested would very likely have limited utility with this population. Many juveniles have benefited and will continue to benefit from therapeutic relationships with counselor technicians, behavior specialists, and other paraprofessional staff. Moreover, there are distinct ethical

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standards of care considerations regarding the provision of individual psychotherapy services. Psychotherapy is a generally accepted (and expected) intervention for juveniles with significant mental health issues, particularly if psychotropic medication is involved. Department management aspires to the treatment standard of providing a licensed therapist to a child treated psychopharmacologically. These represent the top priority for individual psychotherapy. Currently, approximately 21% of the boys and 32% of the girls in the Youth Development Centers have a mental health diagnosis and are also prescribed psychotropic medication.

21. **Finding:** Centers don't have the resources to offer needed family options.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management should work with Center staff to develop a family treatment option by establishing a task force to explore this issue. This group should be composed of staff from the Centers, Court Counselors, and representatives of the Division of Mental Health, Developmental Disabilities, and Substance Abuse, Department of Health and Human Services. Treatment methods "\ should be developed to address these questions:

- How can the Centers address family issues even if the family cannot or will not attend.
- What type of treatment can be provided to families during visitation or other times when the family is on campus?
- How can the Court Counselors and Area Programs provide family treatment in their own communities that is coordinated with the work at the Centers, especially during transition from the Youth Development Center and after the student is released?

The Centers will need to be creative in developing a family component and will need assistance from community providers, including Court Counselors and Area Mental Health Programs. Funding should be sought from the General Assembly for this much needed clinical component.

**DEPARTMENT RESPONSE:** We concur.

22. **Finding:** The Assessment and Treatment Planning Center approach represents a significant potential improvement to the clinical system.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** We commend DJJDP management for establishing the centralized Assessment and Treatment Planning Center. Management should continue efforts to fine-tune the procedures used at the Assessment and Treatment Planning Center. A plan to integrate the Assessment and Treatment Planning Center into the education/treatment options at the Youth Development Centers should be developed and implemented. However, the Assessment and Treatment Planning Center concept will not work well without the support of clinical staff at the Centers. A process of mutual education involving Assessment and Treatment Planning Center and Youth Development Center staff is needed to improve the utility and proper use of the assessments. Efforts should be intensified to train Center staff on the broad advantages of the centralized assessment function for the system as a whole.

**DEPARTMENT RESPONSE:** We concur. Efforts are continuing to fine-tune the procedures, to improve the quality and utility of the assessments and Plans of Care, and to educate and train staff.

23. **Finding:** Vacant positions negatively affect Youth Development and Detention Center operations.

**DEPARTMENT RESPONSE:** We concur. Vacant positions left open for a protracted period of time can negatively affect the operations of the Youth Development and Detention Centers. To address this issue, the Department has begun to develop effective recruitment strategies to attract and retain a qualified and diverse workforce.



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**Recommendation:** DJJDP management should determine the reasons for vacancies. For positions not held vacant because of the budget situation, management should devise strategies for filling positions sooner. A possible strategy would be to reclassify positions to higher pay grades.

**DEPARTMENT RESPONSE:** We concur. Management should analyze the reasons for vacancies. As illustrated in Table 15, data indicates that of 48 reported positions vacant over a period of 12 months, seven positions assigned to the Camps remained vacant in excess of 365 days because the camp program was not fully funded. Three of the positions were being held for reallocation for other departmental needs and have since been studied, reallocated and are in the process of being filled. High vacancy and turnover rates and long-term vacancies are problems primarily specific to facilities located in the Raleigh-Durham, Charlotte, and Asheville metropolitan areas. The Department has recently researched and compiled data to support a geographic pay differential for facilities in these areas. This request should be presented to OSP for approval.

Department management recognizes the importance of developing effective strategies to attract and retain employees. Where possible, salary administration tools will be explored and utilized however, the Department currently has limited salary reserves to fund any in-range adjustments and any higher starting salaries to new employees. The Department continues to closely analyze the hiring process to identify means to shorten this process.

- 24. Finding:** DJJDP field staff has been reduced since the creation of the Department.

**DEPARTMENT RESPONSE:** We concur. The Department as a whole has seen a net decrease in 175 positions. The decrease in positions resulted from budget reductions in 2001 and 2002. In 2001, the Department lost 66.5 total full time equivalent (FTE) positions, of which 63.5 of these positions were from Youth Development, one position from Central Office, and two from Intervention Prevention. All of these positions were vacant.

In 2002, the Department was required to make additional budget reductions and as a result 186 FTE positions were eliminated. Of the 186 abolished positions, 62 were filled and 124 were vacant. These positions were taken from the following areas within the Department: four from the Central Office; seven from Intervention Prevention; 27 from Detention Centers; 146 from Youth Development Centers; and two from Red Wolf Camp.

**Recommendation:** DJJDP management should examine field staffing levels, taking into account such things as type of juveniles, average daily population, special needs, etc. Management should determine the staffing levels needed to adequately staff the Youth Development and Detention Centers. This information should be used to request from the General Assembly any additional staffing where needed.

**DEPARTMENT RESPONSE:** We concur. MGT of America completed a staffing study on October 10, 2000, and recommendations were made. Many of the Youth Development and Detention Centers are not adequately staffed due to the elimination of several positions and difficulties in recruiting and retaining staff; a direct result of budget cuts.

- 25. Finding.** Turnover rates for specific positions at DJJDP are high.

**DEPARTMENT RESPONSE:** We concur with qualifications. Turnover rates for some specific positions are high. Data in Table 17 reports turnover for direct care classes by facility averaged for the Department as a whole and then compared to national turnover trends. Average direct care turnover for the Department was reported as being consistently higher for the Department than the national level. The Department takes exception to these comparisons for two reasons: 1) specific facilities are inflating the Department's average because of geographically based difficulties in recruitment and retention, and 2) direct care turnover in state government is consistently higher than other occupational categories, as well as the national trend reported as 15.9%. Data has recently been compiled to support a request to OSP for a geographic pay differential for all facilities around the Raleigh-Durham, Charlotte, and Asheville metropolitan areas. The turnover rate for Correctional Officer positions from January 1, 2002,

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to December 31, 2002, was 19.57%; similarly turnover for Health Care Technicians during this same time period was 16.53%. Many employees hired in the direct care positions use these positions as a stepping-stone to other employment which offers better pay.

The Department will continue to focus on promotional and developmental opportunities for employees to minimize separations from the Department (versus the position).

**Recommendation:** DJJDP management should continue to take steps to improve employee retention. Some areas to consider are job advancement, salary upgrades through position reclassification, and improved training. Management should consider requesting the Office of State Personnel to conduct a study to determine whether positions should be upgraded.

**DEPARTMENT RESPONSE:** We concur. Department management has discussed the development of a department wide career ladder that would identify the knowledge, skills, abilities, and experience required for all classes. This ladder could be used by employees as an aid in planning short and long term career steps within the Department and encourage employee retention. The Department recognized this shortcoming and obtained tentative approval for range revisions for all direct care staff, but funding was withdrawn because of Hurricane Floyd. Salary administration tools such as special entry rates (SER), in-range adjustments, and higher starting salaries based on qualifications will be used as retention strategies.

**26. Finding:** Both Youth Development and Detention Centers suffer from inequitable staff distribution.

**DEPARTMENT RESPONSE:** We concur. The Department will re-examine staffing levels at each youth development center and will determine the organizational structure and staffing levels needed to adequately staff each facility. The youth development centers present unique challenges in terms of appropriate staffing. For example, Samarkand was downsized due to a reduction in force from a 201 bed facility to a 70 bed female only facility. Because seniority is a factor in the Department's reduction in force policy, many senior male staff member retained employment at the facility.

The Department concurs that staffing distribution varies among detention centers. Because of budget restraints, the director position at Umstead Juvenile Detention Center and a support staff position at Richmond Juvenile Detention Center were cut during fiscal year 2002-2003. While Perquimans Juvenile Detention Center has a part-time staff nurse position, the other nine state operated detention centers have contract medical personnel, i.e., nurse, nurse practitioner and/or doctor that provides up to 20 hours of medical services to the centers per week.

**Recommendation:** DJJDP management should re-examine staffing levels at each Center, taking into account such things as type of juveniles, average daily population, special needs, etc. Using this information, management should determine the organizational structure and staffing levels needed at each Youth Development and Detention Center to adequately staff these functions.

**DEPARTMENT RESPONSE:** We concur. The education staffing levels at Samarkand Youth Development Center are a direct result of the need for a reduction in force in the summer of 2002 in response to state budget reductions. The education program has 8 teachers for approximately 55 students. Two of these teachers are devoted to remedial reading and special education services, and one teacher is assigned to the H.E.A.R.T. program, which is a self-contained treatment/education program for girls with substance abuse challenges. At any one time, 20 or more students are in the H.E.A.R.T., special education, GED, and reading programs, leaving five teachers for 35 students. While this is not ideal, the class size is less than ten students. Samarkand Youth Development Center is also able to utilize the services of the local community college. College instructors teach the GED program and a Life Skills Class, further reducing the number of students in classes taught by the DJJDP teachers.

To ensure that each Youth Development Center and Detention Center is adequately staffed, the Department will review the current North Carolina Minimum Standards for Juvenile Detention Facilities' ratio of twelve juveniles to one staff to meet the needs of today's juvenile detention

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population. The review will include the type of juveniles admitted to detention, behaviors, criminal charges, facility design and the duties and responsibilities of staff.

- 27. Finding:** Youth Development and Detention Centers are understaffed in direct care positions.

**DEPARTMENT RESPONSE:** We concur. The MGT staffing study completed in 2000 recommended that 148 positions be eliminated from the five youth development centers these positions included, 5 business officers, 39 teachers, 50 behavioral specialists, 41 counselor technicians, 1 cottage parent supervisor, 1 cottage parent, 2 youth home managers, 4 staff psychologists II, and 4 social workers. The study also recommended that 125 positions be added back in an effort to balance staff, improve staff direct care ratios, and address under-staffing by functions across the system. The added-back positions recommended for this effort included, 87 counselor technicians, 15 recreation workers, 8 nurses, 9 maintenance technicians, 1 librarian, and five psychological lists. If the MGT staffing study recommendations were followed, the Department would have lost 23 positions, not the 63.5 positions taken in the budget cuts of fiscal year 2000-2001. This reduction of 63.5 positions required the Department to reconfigure positions across the system to balance staff and establish a minimum staff requirement for direct care staff. The minimum shift requirement was designed to provide a direct care staff to juvenile ratio of 1 to 10; this ratio did however, require the use of behavioral specialists to meet the total number of staff in order to maintain the minimum shift requirement.

**Recommendation:** DJJDP should determine the optimum juvenile to direct care staff ratio. (See next finding.) Behavioral Specialists should not be used in maintaining the optimum ratio. This information should then be used to request additional positions as needed at the Youth Development and Detention Centers.

**DEPARTMENT RESPONSE:** We concur.

- 28. Finding:** DJJDP has not established formal juvenile to direct care staff and teacher ratios.

**DEPARTMENT RESPONSE:** We concur. Each campus is working to establish the position of campus supervisor. This position does not work in a cottage but is responsible for supervising the entire campus. This supervisor is required to make rounds each shift visiting all operational areas and interacting with all staff and juveniles. The supervisor is also responsible for responding and taking charge of all emergency situations as well as directing the efforts of staff. The on site campus supervisor is in operational control of the campus and all direct care personnel working on the shift.

**Recommendation:** DJJDP management should develop and implement juvenile to staff ratios for direct care, education, and treatment staff. Management should take into account staffing needs, such as time off for health care and training, and juvenile characteristics and needs.

**DEPARTMENT RESPONSE:** We concur.

- 29. Finding:** Span of control may be too large for some direct care supervisors at Youth Development and Detention Centers.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP should develop and implement span of control policies that allow adequate supervision over direct care staff at Youth Development and Detention Centers. Consideration should be given to the specific duties required of the direct care supervisors, as well as the type of juvenile offenders housed at each Center.

**DEPARTMENT RESPONSE:** We concur.

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- 30. Finding:** There are no caseload standards for court counselors.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP should establish caseload standards for court counselors. Management should then examine current caseload data to determine whether staff should be reassigned to ensure caseloads are more evenly distributed among Districts.

**DEPARTMENT RESPONSE:** We concur. Even though the Department does currently monitor court counselor caseloads, we agree that caseload standards should be established so that management can determine whether staff should be reassigned to ensure that caseloads are more evenly distributed among Districts. The Department plans to convene a committee to establish such standards and to establish protocols for examining data regarding staff distribution. The Department is confident that such standards and protocols will assist the Department in evenly staffing the district offices and in documenting staff resource needs.

- 31. Finding:** Training policies are not consistent and may be inadequate for certain types of employees.

**DEPARTMENT RESPONSE:** We concur with qualifications. Training policies are not consistent. The North Carolina Criminal Justice Education and Training Standards Commission currently mandates the difference in the number of hours of basic training provided to Youth Development and Detention Centers staff. Those hourly requirements have been in effect since the Commission mandated a separate certification program for Juvenile Detention Workers in 1990.

In 2001, as a result of a task analysis which showed the close correlation between the work of the direct care staff in Youth Development and Detention Centers, DJJDP presented for approval by the Commission, a proposed new certification program entitled "Juvenile Justice Officer." This certification covers both Youth Development and Detention Centers staff and includes a four week training program that all certified staff will complete. This program has been given temporary approval by the Commission, and the new training program will be piloted in August, 2003.

**Recommendation:** DJJDP should provide training on how to interact with juveniles in emergency situations and specific job-related training to all staff regardless of position. The employees' input for training suggestions should be solicited through an annual survey or other method. Specific training needs identified during the audit included enhanced training of clinical staff at all levels. Statewide networking and training opportunities should be revived. Better clinical training for cottage life staff is critical. Particular areas where training is needed include understanding conduct disorders, using redirecting and de-escalation techniques, and working with families.

**DEPARTMENT RESPONSE:** We concur with qualifications. Basic training should be instructive on how to handle juveniles in emergency situations. Specific job-related training should be provided to all staff; much of this training is already in place. In the last two years, job specific training has been provided to teachers through the delivery of the National Curriculum for Educators of Youth in Confinement (grant-funded). The Department has also participated in hosting two National Institute of Corrections partnership or regional programs, one specific to New Facility Directors, the other specific to managers, entitled "Preventing Workplace Harassment." Since the formation of the Department, mandated Juvenile Minority Sensitivity Training has been provided to all DJJDP staff. This training is updated every year as mandated by the General Assembly.

In 2002, Gender Specific Intervention training was provided to staff working with females. A training program adapted from the training for mental health workers assigned to violent, emotionally disturbed juveniles was provided to behavior specialists, social workers and psychologists in 2001-2002.

Prior to the budget freeze on travel reimbursement, clinical staff and other job-specific groups met at least quarterly for in-service training and clinical supervision. The state's budget shortfall has suspended those meetings. Further, attendance at professional meetings and conferences which were

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once standard yearly opportunities for update of skills and information has become almost non-existent due to lack of available funds.

In the draft Staff Development and Training Policy for Youth Development, a Training Advisory Committee at each facility, composed of representatives of each functional area, is mandated. It is a responsibility of that committee to seek employee input on training topics through a yearly assessment.

Statewide networking and training opportunities will be revived as soon as sufficient funding is provided.

The Department concurs that enhanced clinical training for direct care staff is needed. Grant funding for such training was requested in 2002 from the Governor's Crime Commission, but was not approved. The new basic training curriculum includes information on working with juveniles with special needs as a part of the adolescent development module, modules on effective behavior management of juveniles, crisis intervention and a module on working with families of delinquent juveniles.

- 32. Finding:** Youth Development and Detention Centers have not consistently provided the required orientation and in-service training.

**DEPARTMENT RESPONSE:** We concur. Although there has been a structure in place to provide orientation and training, the implementation of that structure is greatly hampered by staff shortages. A facility that does not have sufficient staff to cover the supervision of juveniles will necessarily have great difficulty in providing orientation to new staff members as well as providing any attendees for any subsequent in-service events.

In addition to staffing cuts, the Youth Development Centers suffer from a high vacancy rate which makes scheduling for training difficult to impossible. The Department routinely pays overtime to schedule training. The Department requested eight training positions to provide for a full-time trainer at each Youth Development Center and three trainers to provide for the training needs of the detention centers. These training positions were cut due to the ongoing budget crisis.

**Recommendation:** DJJDP management, along with the Staff Development and Training Section and Directors at the Centers, should explore ways to ensure staff receive the required training within the established timeframes. A possible solution might be to pay staff overtime to attend training on weekends or other scheduled time off. Such a solution would require specific funding approved by the General Assembly. Management should devise a plan to ensure that all employees receive the required basic training as soon as possible after hiring. This training is especially critical for those employees who have direct daily interaction with juveniles. Since the vacancies have a profound affect on training, management should work with Center Directors to devise a training plan that alternates training at each Center for all employees in the department who have not received it. Further, the Central Office and Centers should take appropriate steps to ensure all training is properly recorded in the applicable training database. Individuals who have responsibility for monitoring compliance with training requirements should have access to these databases.

**DEPARTMENT RESPONSE:** We concur with qualifications. Training has not been received in a timely fashion. Due to staff shortages, budget shortfalls and high turnover rates, it has been very difficult to schedule employees for both orientation and basic training.

The Department has met all established timelines for completion of basic training mandated for the first year of employment. It is preferable to complete basic training earlier in the initial year. To address this concern, in July, 2002, the Staff Development and Training Section initiated a compressed training schedule that increased the sessions of basic training for Youth Development Centers to six sessions per year from the previous four. This compressed schedule is aimed at reducing the time new employees spend waiting for basic training. This has been partially successful, but the impact of the change has been stymied by the hiring freeze and slowdown in effect for much of 2001 and 2002. Due to that hiring freeze, one of the added cycles in 2002 had to be canceled as there were not enough new employees to

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make up a class. (Criminal Justice Standards require 10 participants in order to hold a basic training class.) In 2003, the second session was held with 10-12 trainees. Facilities which are experiencing high turnover and vacancies are hard pressed to release enough staff members for training to comprise a class.

In May, 2003, at a meeting of Human Resources staff from all facilities, standardized New Employee Orientation checklists and procedures will be distributed and they will be instructed to follow this when orienting new staff. Staff Development and Training has volunteered to be a pilot site for a new on-line Orientation to State Government being developed by the Office of State Personnel. This system is projected to go on-line in late summer or early fall of 2003.

Human Resources staff will continue to deliver orientation to state government employment to all new staff. The Human Resources Managers will document all new employee orientations. The Human Resources staff will also be responsible for maintaining a copy of this documentation and providing a copy to the Human Resources Division in the Central Office. These procedures are outlined in the draft Staff Development and Training Policy for Youth Development.

- 33. Finding:** The lack of formal policies and procedures hampers effective operations in the Centers.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP management should place a high priority in finalizing all policies and procedures related to departmental operations. Once these procedures are in place, management should ensure that Youth Development and Detention Centers have copies of the manuals and all employees are notified and trained on the new policies. DJJDP management should also monitor the adherence to the new procedures to ensure consistent performance of operations across all facilities.

**DEPARTMENT RESPONSE:** We concur. With the revision of decade-old rules, the Department now possesses the foundation from which to build policy initiatives. Providing staff, including contract personnel, with the most comprehensive and effective policy and procedures possible is a top priority of DJJDP. The position of Policy Manager, a frozen position for eight months, was filled in September of 2002; in the Summer, 2003, the Policy Office will add one contract employee and one work cooperative student to aid in policy development and training. The Youth Development Division maintains a policy committee comprised of detention center personnel for detention center policy and youth development center personnel for youth development center policy. The Committee once included a larger number of field staff; however, the number of total members decreased in order to comply with travel restrictions and to maintain the continuous progress of the Committee in creating, amending, and proposing policy. All youth development center policies will be completed in September, 2003, and detention center policies in June 2003 in order to provide the NC-JOIN business team with the tools needed to include information pertaining to juveniles processed through the centers. Training for all Youth Development Division policies will begin shortly after their approval, allowing sufficient time for the Department of Correction to print the Division's manuals and for proper distribution to all facilities. The Department will utilize the Internet, specifically the Department's new web site ([www.ncdjdp.org](http://www.ncdjdp.org)) to disseminate policy in a timely fashion.

- 34. Finding:** Communication and information flow between the central office and the youth development centers is not consistently effective.

**DEPARTMENT RESPONSE:** We concur. The educational and clinical decisions are consistently communicated to the Youth Development Centers. Directors meet once each month and receive written and verbal communication from the central office routinely. The administrative building on each campus is totally equipped with an electronic mail system which increases communication with all senior staff at the Youth Development and Detention Centers. Every effort is made to include representative field staff to provide input in decision making. Two of the five Youth Development Center director positions were vacant more than nine months. Both positions were filled in April, 2003.

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**Recommendation:** DJJDP management should define the expected matrix organizational structure for the Centers. Lines of authority and responsibility (both direct and indirect) should be clearly defined, identified, and communicated to all staff at the Youth Development Centers. Staff should adhere to organizational reporting lines. Changes in program initiatives, policies, and procedures should be immediately documented and relayed to the Youth Development Center Directors, as well as the program staff directly responsible for implementation. Each Center should also have the opportunity to provide input into program changes to help identify how those changes will impact the daily implementation of services rendered to the juveniles in the facility.

**DEPARTMENT RESPONSE:** We concur. The Department has developed an organizational structure for the Youth Development Centers and has defined this structure in staff organizational charts. Field staff are involved in program changes and are responsible for implementing these changes at the facility level. This is an ongoing process in an effort to identify organizational changes and to improve communication flow.

35. **Finding:** Lessons learned from J-NET can benefit NC-JOIN development.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** DJJDP should continue with ongoing plans to implement the statewide information system NC-JOIN. Monthly and quarterly status reports should be closely monitored by the IRMC and CJIN. GANNT charts depicting the progress of project tasks, timelines, critical paths, target dates, and the overall status should be examined thoroughly. Actual completion dates should be compared to original projected completion dates to identify any slippages in the NC-JOIN project to prevent the mistakes made during J-NET. The opportunities for improvements identified in the Quality Assessment report should also be incorporated in plans and closely followed. Any deviations from the projected plan schedule or budget for the project should be identified immediately by DJJDP staff and corrective actions initiated.

**DEPARTMENT RESPONSE:** We concur.

36. **Finding:** DJJDP may not have the resources to adequately complete development of NC-JOIN.

**DEPARTMENT RESPONSE:** We concur.

**Recommendation:** The General Assembly should critically review its process for approving and funding long-term information system projects. Prior to approval of any project, an adequate and stable funding stream should be identified. Funding needs for the NC-JOIN project should be given a priority by the General Assembly since the State has already invested considerable time and funds into this project. DJJDP management should continue to identify alternative funding sources to complete the development of NC-JOIN in the event that the State cannot or does not completely fund the project. Additionally, the General Assembly should review the ongoing information system funding needs of DJJDP to assure adequate infrastructure and support staff to keep the database going after development is complete.

**DEPARTMENT RESPONSE:** We concur.

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May 7, 2003



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