

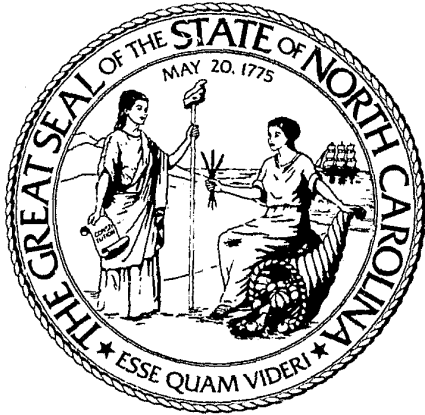


Final Report:

*North Carolina -*

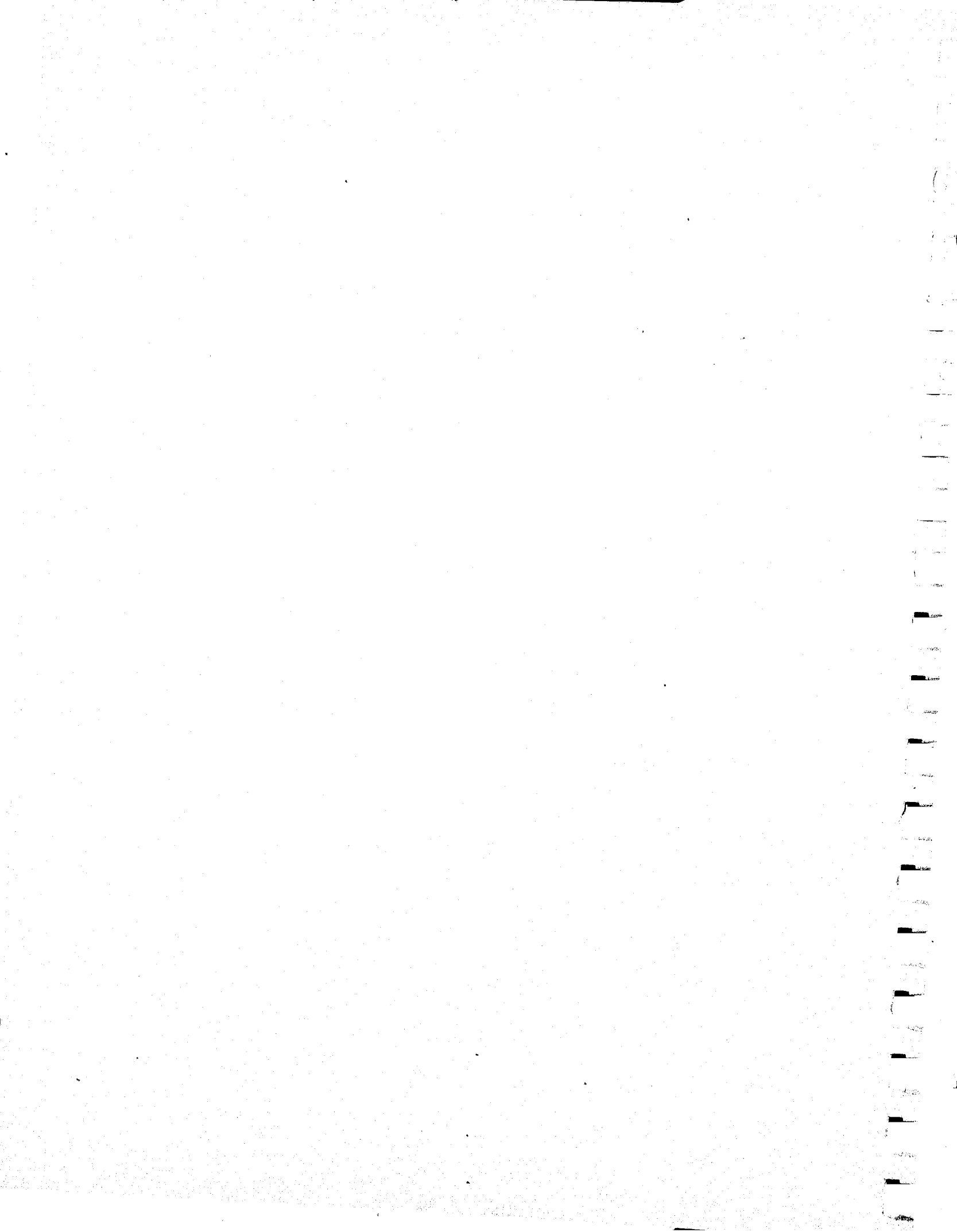
Comprehensive State Plan for  
Manpower Services Programs  
for Individuals  
in the Criminal  
Justice System -

*Final Report*



**013638 c.1.**

N.C. Criminal Justice Manpower Program  
OHD-N.C. Manpower Council  
N.C. Department of  
Administration



# North Carolina Manpower Council

Room 1513, 333 Fayetteville Street, Raleigh, N. C. 27601, Telephone 919/8294930

---

The Honorable Robert W. Scott  
Governor  
State of North Carolina  
Raleigh, North Carolina 27602

Dear Governor:

I have the pleasure of informing you that the North Carolina Manpower Council has formally approved the North Carolina Criminal Justice Manpower Planning Project.

The following is from the minutes of the Council's meeting in Charlotte on June 29, 1972:

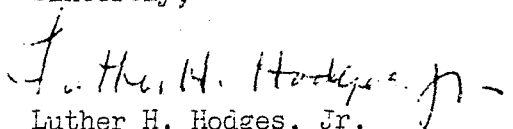
"On a motion by Dr. Juanita M. Kreps, seconded by Mr. Marshall B. Bass, the Council accepted and approved the report and proposal of the North Carolina Criminal Justice Manpower Planning Project."

This project, carried out by a specially organized section of the staff of the North Carolina Manpower Council and funded by a grant from the U. S. Department of Labor, has been directed by Mr. Bob H. Philbeck and Mr. J. E. McComas. Mr. McComas has been designated director of the project. Its primary purpose will be to identify individuals in the criminal justice system who will benefit from manpower training services.

The members of the Manpower Council look forward to working with this demonstration project during the next eighteen months.

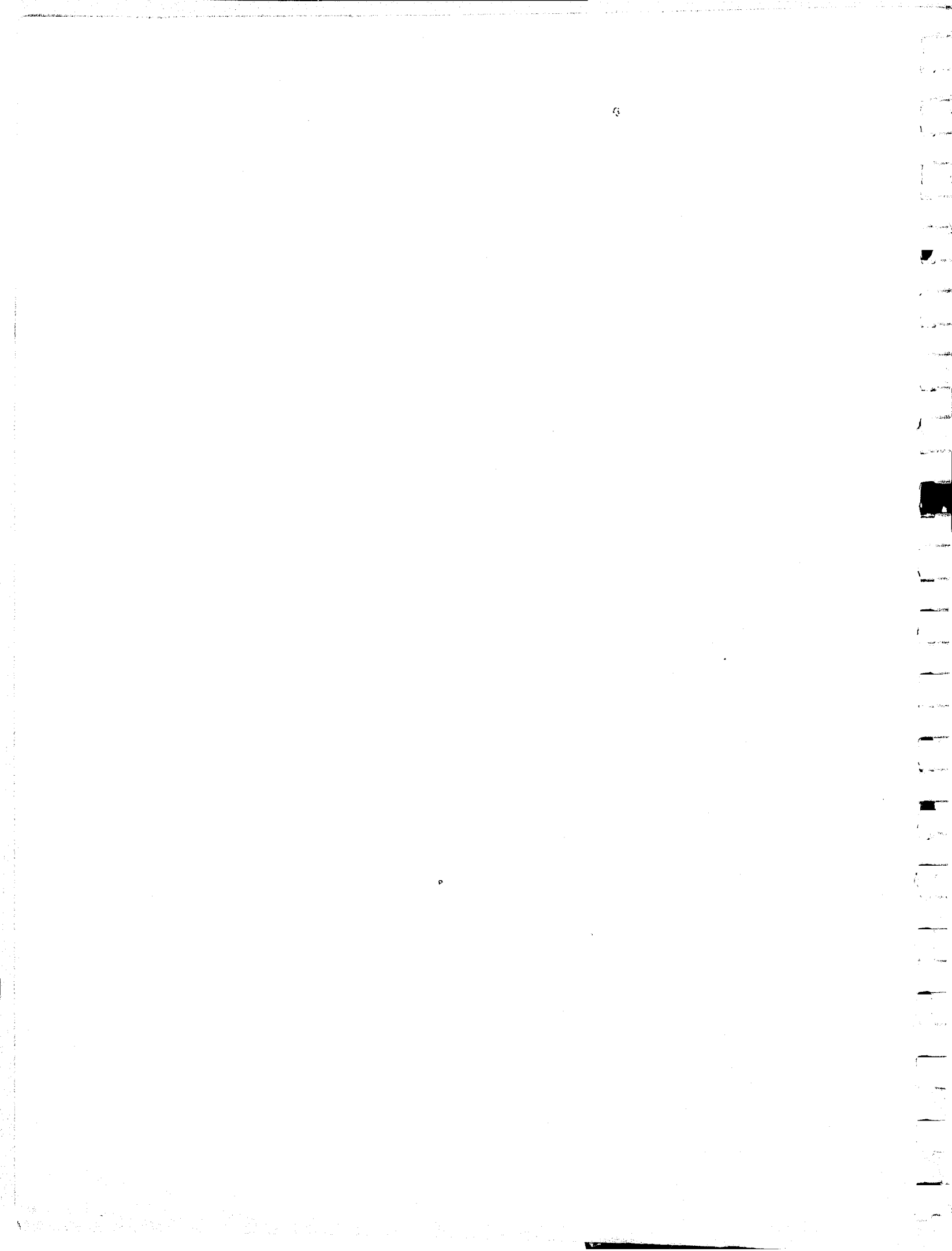
I am, by copies of this letter, informing Mr. Malcolm Lovell, Assistant Secretary, U. S. Department of Labor, and other appropriate officials of the Council's action.

Sincerely,

  
Luther H. Hodges, Jr.  
Chairman

LHH,jr:LMW,jr:sdj

July 3, 1972





STATE OF NORTH CAROLINA  
GOVERNOR'S OFFICE  
RALEIGH 27611

ROBERT W. SCOTT  
GOVERNOR

June 8, 1972

The Honorable Malcolm Lovell  
Assistant Secretary for Manpower  
United States Department of Labor  
14th Street and Constitution Avenue, N.W.  
Room 3112, Main Labor Building  
Washington, D. C. 20210

Dear Malcolm:

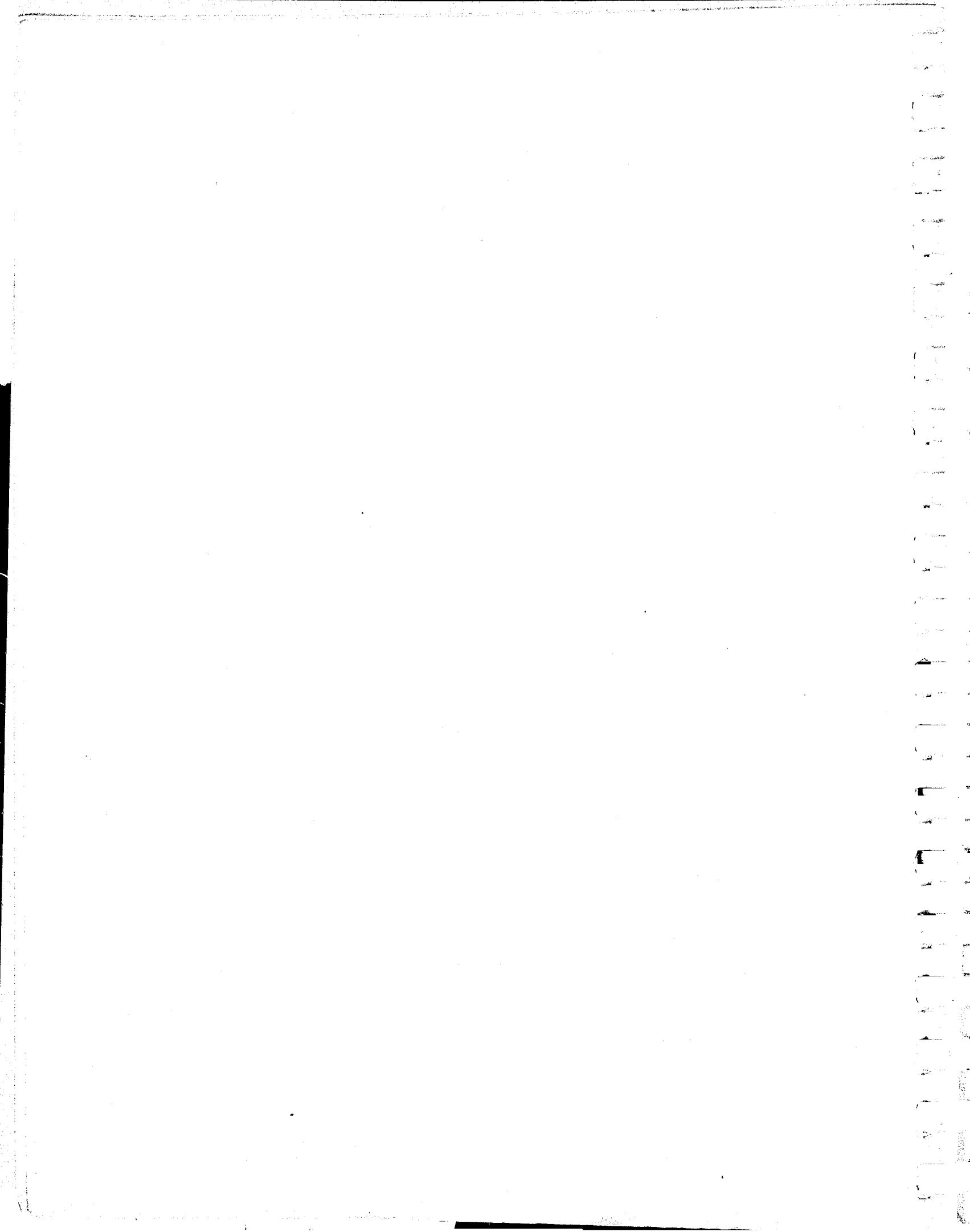
I am pleased to forward to you the final report of the "Comprehensive State Plan for Manpower Services Programs for Individuals in the Criminal Justice System." As you know, this report was developed through a six months planning grant from your office.

During this study, we have considered the many facets of the present criminal and juvenile justice systems through the expertise of over one hundred individuals working directly and indirectly with these systems. The final plan is based on the premise that:

1. Manpower and manpower-related services when applied in a systematic fashion can significantly benefit the offender population and act to prevent future criminal behavior;
2. Correctional rehabilitation is a multi-agency process which necessitates the involvement of many agencies in the rehabilitation effort; and the
3. Adoption of a state plan for these services will allow this State to better meet the responsibilities it has to provide rehabilitation services to the offender.

With these premises in mind, the correctional manpower plan centers around providing diversionary programs at the critical points, that is:

1. Law Enforcement Diversionary
2. Court Diversionary
3. Correctional Institutional Diversionary



The Honorable Malcolm Lovell

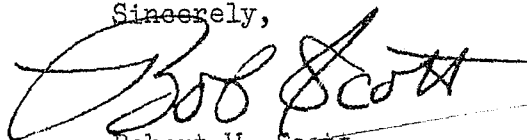
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June 7, 1972

4. Recidivism Diversionary

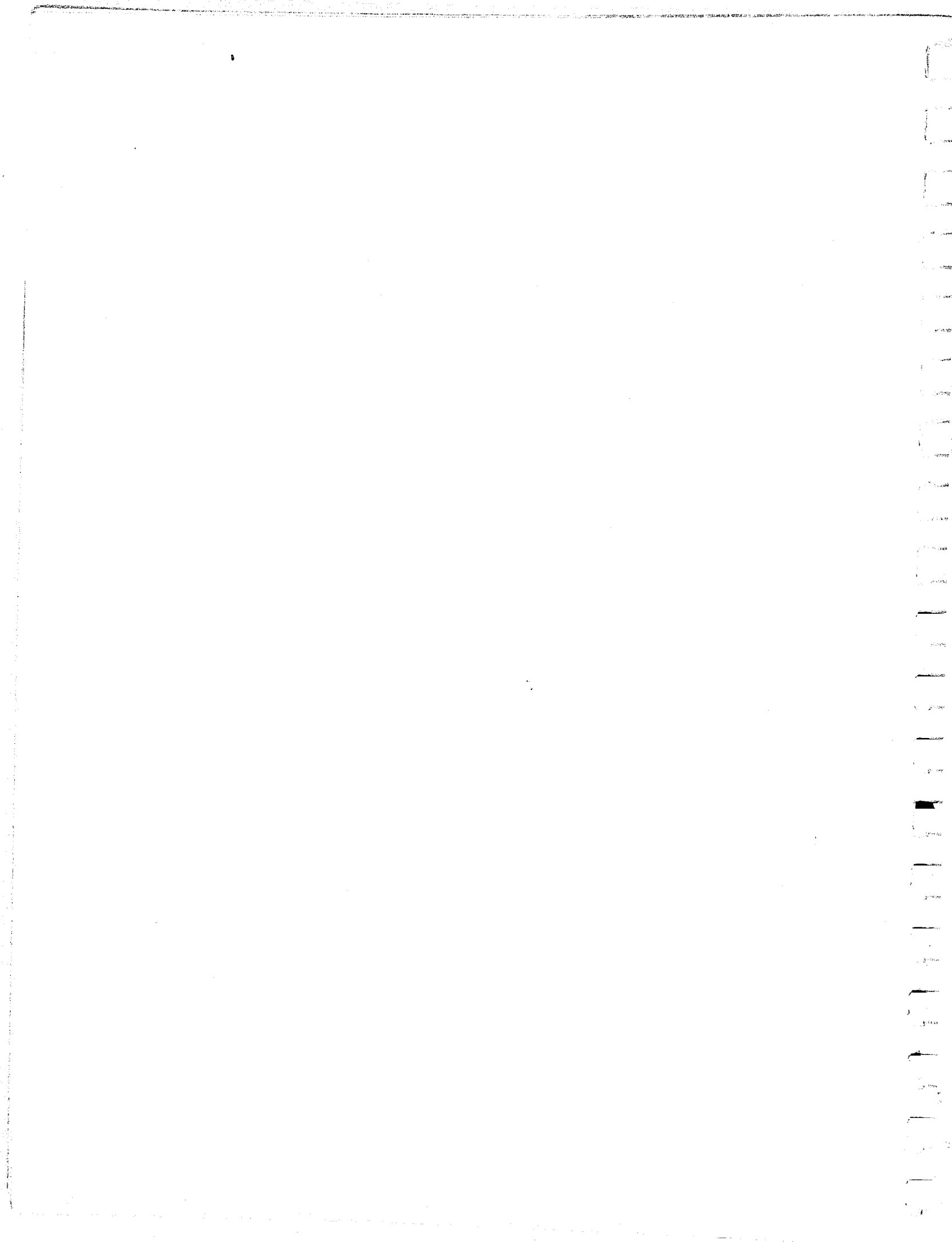
In developing the comprehensive plan as depicted in this study, we evaluated the currently existing manpower programs, and through this analysis it is my feeling that it truly reflects the feelings of North Carolina and will prove to be most beneficial to the offender population.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bob Scott", written in dark ink.

Robert W. Scott  
Governor

Enclosure





STATE OF NORTH CAROLINA  
DEPARTMENT OF SOCIAL REHABILITATION AND CONTROL

840 W. MORGAN ST.

RALEIGH 27603

GEORGE W. RANDALL  
SECRETARY  
829.4926



ROBERT W. SCOTT  
GOVERNOR

May 26, 1972

Honorable Robert W. Scott  
Governor  
State of North Carolina  
Raleigh, North Carolina

Dear Governor Scott:

I am pleased to advise you that the Department of Social Rehabilitation and Control is delighted to endorse the efforts and planning of the "Comprehensive State Plan for Manpower Services for Offenders in the Criminal Justice System." All of the agencies, including Corrections, Youth Development, Parole and Probation, will profit greatly from the Manpower Services Plan. I am confident that with these services, we will be able to devise ways and means of obtaining necessary manpower to reduce the rate and cost of crime and delinquency.

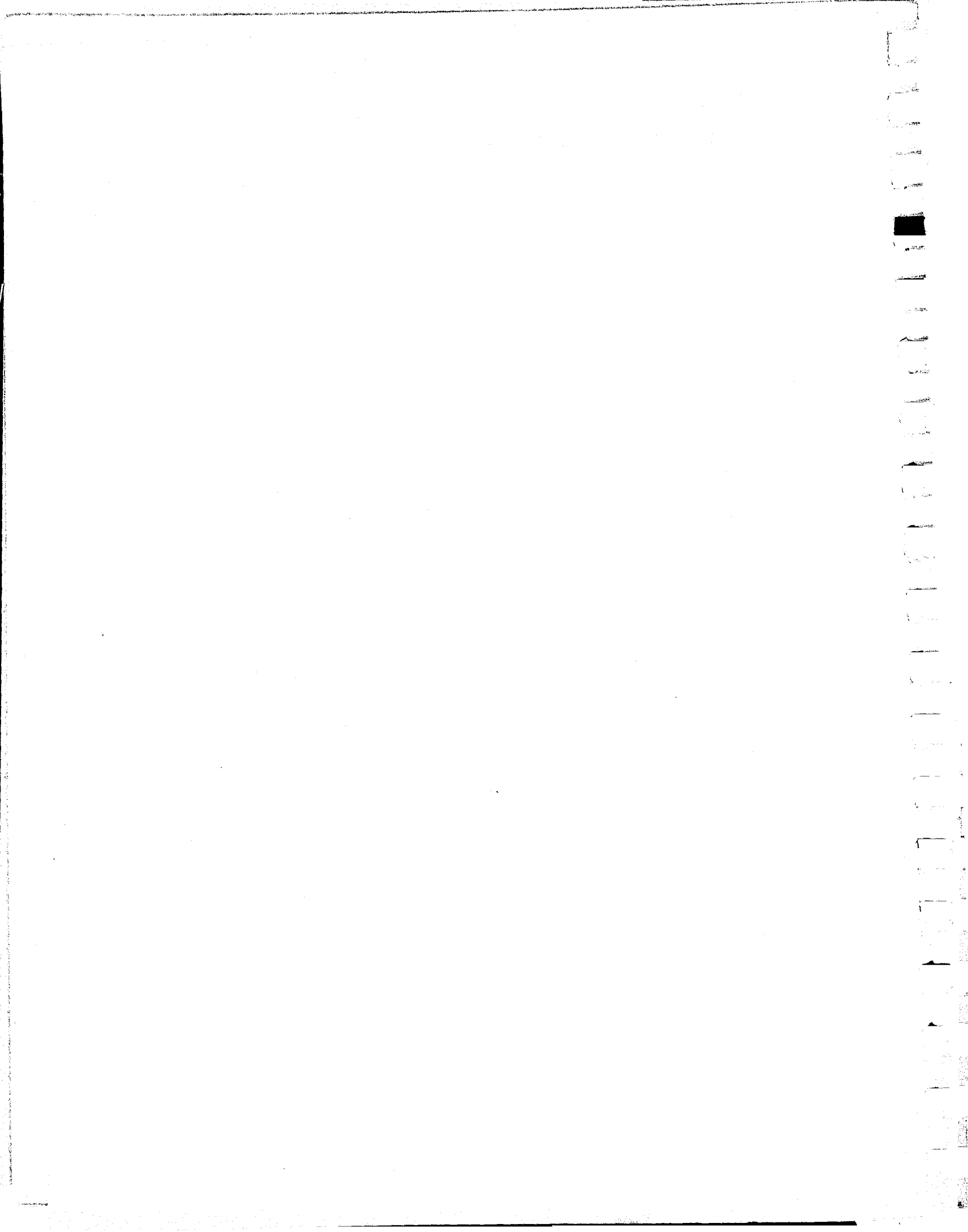
The Staff of the Criminal Justice Manpower Study and I have a clear understanding that their authority will be that of recommending various programs and helping to get the manpower to put these programs into effect. My responsibility will be to agree or disagree on the programs effecting this Department and to aid in the implementation of those which are agreed upon as being needed.

Sincerely,

A handwritten signature in dark ink, appearing to read "G. W. Randall", written over a horizontal line.

George W. Randall

GWR:mje





STATE OF NORTH CAROLINA  
DEPARTMENT OF HUMAN RESOURCES  
DIVISION OF VOCATIONAL REHABILITATION

ROBERT W. SCOTT  
GOVERNOR  
LENOX D. BAKER, M.D.  
SECRETARY

RALEIGH 27602  
(919) 829-3364

CLAUDE A. MYER  
ADMINISTRATOR

May 26, 1972

The Honorable Robert W. Scott  
Governor of North Carolina  
State Capitol Building  
Raleigh, North Carolina

Dear Governor Scott:

This letter is being sent to provide you with the reaction of the Department of Human Resources, Division of Vocational Rehabilitation, to the "Comprehensive State Plan for Manpower Services and Individuals in the Criminal Justice System".

This Agency has participated in the development of this plan and have been consulted in those areas describing the Division of Vocational Rehabilitation's involvement in implementing such a plan.

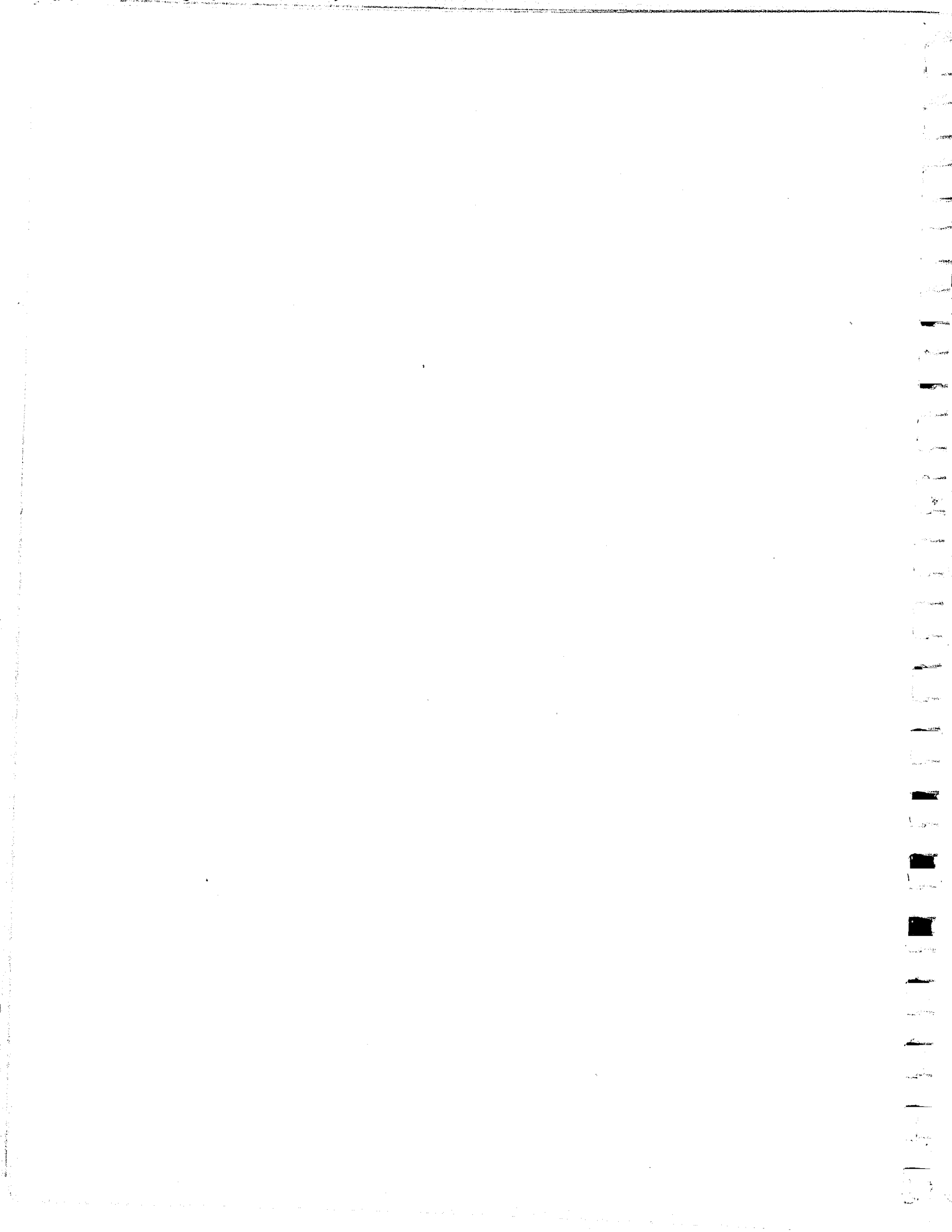
In summation, this Agency endorses the program concepts and designs outlined in the prescribed plan. It is my belief that this will lead to more systematic utilization of resources and will result in better rehabilitation programs for the offender population.

Sincerely,

A handwritten signature in cursive script that reads "Claude A. Myer".

Claude A. Myer  
Administrator

BHP: sr



EMPLOYMENT SECURITY COMMISSION  
OF  
NORTH CAROLINA

COMMISSIONERS  
HENRY E. KENDALL, CHAIRMAN  
BILLY EARL ANDREWS  
HAROLD F. COFFEY  
R. DAVE HALL  
CHARLES L. HUNLEY  
J. W. SEABROOK  
SAMUEL F. TEAGUE



P. O. BOX 25903  
RALEIGH, NORTH CAROLINA 27611

May 26, 1972

The Honorable Robert W. Scott  
Governor of North Carolina  
Raleigh, North Carolina

Dear Governor Scott:

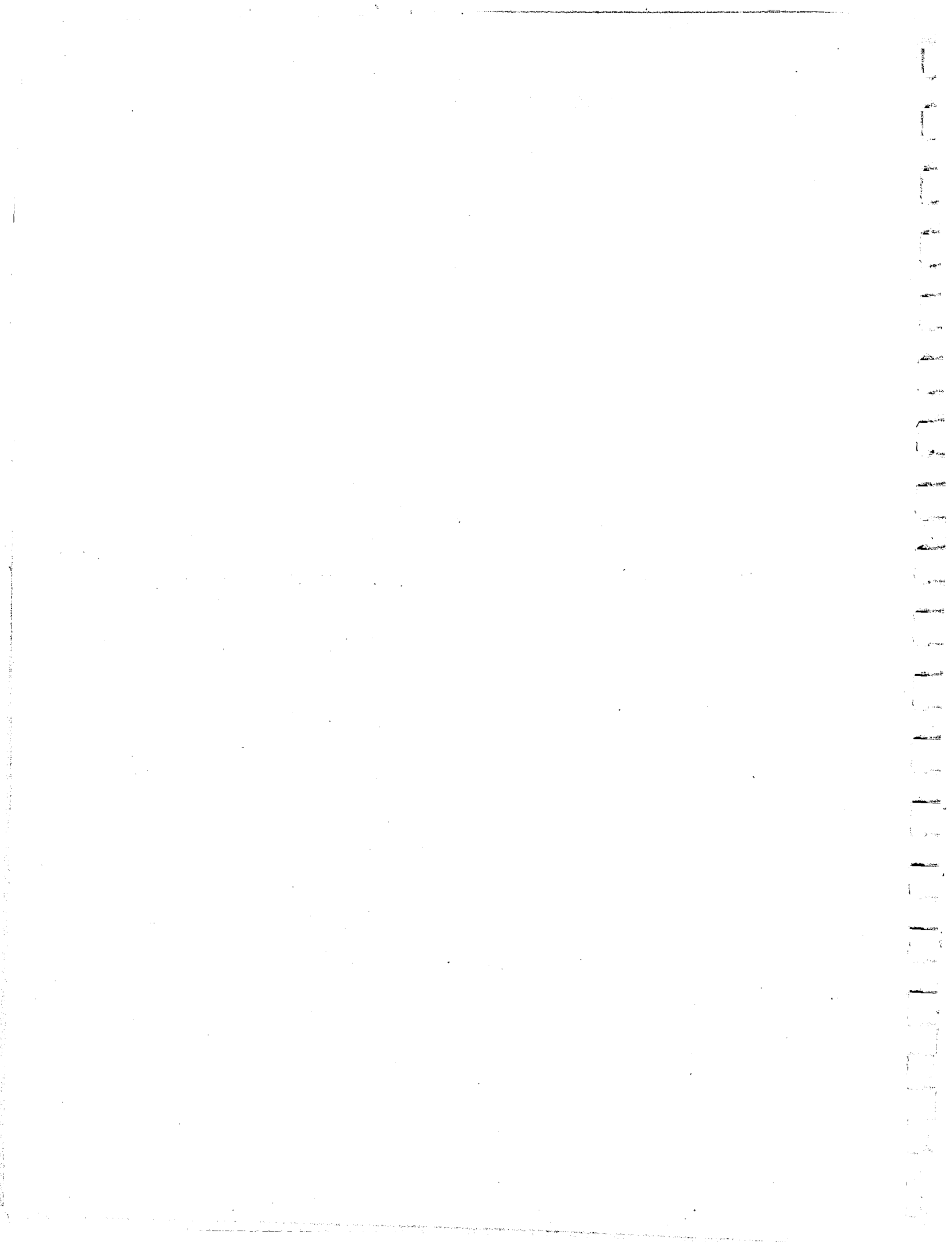
It is a pleasure for the Employment Security Commission to endorse the aims and purposes of the Criminal Justice Manpower Program now being developed in North Carolina.

As an Agency involved in providing manpower services to all groups, we are most interested in any efforts to provide assistance to any individual involved with the correctional system. We will cooperate in any way possible to ensure success of the Criminal Justice Manpower Program.

Sincerely,

A handwritten signature in cursive script that reads "Henry E. Kendall".

Henry E. Kendall  
Chairman



Acknowledgments

This report and comprehensive State Plan is the culmination of an extensive, in-depth study by over one hundred persons from the various areas of the criminal justice system, the community, and the offender population groups. The staff working directly in this program have given of themselves and their time in a totally unselfish manner and have gone far beyond what has been anticipated or expected. We also want to thank the respective agencies and private citizens who gave of their time liberally. Hopefully, this effort will not prove futile, but will result in the State of North Carolina being better able to help the criminal and juvenile offender population and the criminal justice system in general.

## I. Criminal Justice Program Planning Staff

- A. Mr. Bob H. Philbeck, Director
- B. Mr. James E. McComas, Planning Specialist (Assistant Director)
- C. Mrs. Shirley D. Crowder, Planning Specialist
- D. Mr. Larry E. Beaver, Assistant Planner
- E. Mr. Roger J. Shackelford, Assistant Planner
- F. Mrs. Beth Leary, Stenographer

## II. Advisory Task Force

- A. Mr. Fred Morrison, Chairman - Governor's Staff
- B. Mr. L. M. Wright, Vice-Chairman - N. C. Manpower Council (CAMPS)
- C. Mr. Ronald Aycock - Community
- D. Mr. P. H. Cheatham - N. C. Division of Parole
- E. Dr. J. F. Corey - N. C. State Board of Higher Education
- F. Mr. J. B. Fleming - N. C. Employment Security Commission

(ii)

- G. Mr. Warren Ellis - N. C. Division of Youth Development
- H. Mr. Roy Hall - Penal Study Commission, N. C. Bar Association
- I. Mr. R. G. Harrison - N. C. Division of Vocational Rehabilitation
- J. Mr. Virgil Lanier - Ex-offender
- K. Dr. J. R. Larkins - N. C. Division of Probation
- L. Mr. Taylor McMillan - Administrative Offices of Courts  
N. C. General Court of Justice
- M. Mr. Kenneth Oleson - N. C. Department of Community Colleges
- N. Mrs. Billie Peirswall - N. C. Office of Mental Health
- O. Mr. Philip Service - N. C. Division of Correction
- P. Mr. Gordon Smith - Division of Law and Order (SPA)  
N. C. Department of Natural and Economic Resources
- Q. Mr. Edward F. Taylor, Jr. - N. C. Social Services Office
- R. Mr. Henry Vermillion - N. C. Council of N.C.C.D.
- S. Mr. Robert Wynne, III - Community (General Assembly)

### III. Planning Committees

#### A. Community

- 1. Mr. Kenneth Oleson, Chairman
- 2. Mr. Ronald Aycock
- 3. Mr. Roy Hall
- 4. Mr. Stacy Long
- 5. Rev. Richard Ottaway
- 6. Mr. Robert Wynne, III

#### B. N. C. Board of Paroles

- 1. Mr. P. H. Cheatham, Chairman
- 2. Mr. Bob Amos
- 3. Mr. Phil Brown
- 4. Mr. J. E. Daye



5. Mrs. Elsie Dillon
6. Mr. Love Gudger
7. Mr. Bob Harrison
8. Mr. George McConnell
9. Mrs. Detra Morrison
10. Mr. Roy Sandlin
11. Mr. Jerry Smith

C. N. C. Division of Correction

1. Mr. Phil Service, Chairman
2. Mr. Harry Allsbrook
3. Mr. Talmadge Barnette
4. Mr. Bill Caldwell
5. Mr. Gene Carver
6. Mr. Ken Harris
7. Mr. J. E. Harrison
8. Miss Rachel Nash
9. Mr. William Richardson
10. Mr. George Rogister

D. N. C. Division of Youth Development

1. Mr. Warren Ellis, Chairman
2. Mr. Robert Atkinson
3. Mr. Lorenzo Balsley
4. Mr. Hosea Brower
5. Mrs. Marilyn Cogdell
6. Mr. John Eidenier
7. Mr. Bernice Lewis
8. Miss Reva Mitchell

9. Mr. Don Padgett
10. Miss Mildred Spencer

E. Division of Vocational Rehabilitation

1. Mr. R. G. Harrison, Chairman
2. Mr. Phil Chase
3. Mrs. Jean Gay
4. Miss Linda Harrell
5. Mr. Frank Harris
6. Mr. Cliff Hedgepeth
7. Mr. M. M. Heyward
8. Mr. Guy Hubbard
9. Mr. Nick Rose
10. Mr. Sylvester Suggs
11. Mr. C. P. Truitt
12. Mrs. Linda Walker

F. N. C. General Court of Justice

1. Mr. Taylor McMillan, Chairman
2. Mrs. Ruth S. Dedmon
3. Mr. Fred Elkins
4. Mr. Robert Hughes
5. Mr. Henry Michaux, Jr.
6. Honorable Dennis J. Winner
7. Mr. James C. Woodard

G. N. C. Probation Commission

1. Dr. John R. Larkins
2. Mrs. Sammie L. Anderson
3. Mr. Robert Bodenheimer

4. Mr. Frank Bright
5. Mr. S. J. Clark, Jr.
6. Mr. A. W. Dallas
7. Mr. Robert Everette
8. Mr. E. L. McBryde
9. Mr. Gordon Sauls
10. Mr. J. S. Scott

H. Law Enforcement

1. Mr. Gordon Smith, Chairman
2. Mr. Paul B. Calhoun
3. Mr. Charles Dunn
4. Mr. Paul Gibson
5. Mr. Robert Goodwin
6. Mr. W. W. Pleasants
7. Mr. B. L. Porter
8. Mr. Perry Powell
9. Mr. Laurie Pritchett
10. Mr. D. W. Roseman
11. Mr. Justice Tucker
12. Mr. H. E. Williamson
13. Mr. L. F. Worrell

I. Offender and Ex-Offender

1. Mr. Bob H. Philbeck, Chairman
2. Mr. Bernard Daniels
3. Mr. Ronald Donaldson
4. Mr. Claude Griffin
5. Mr. William Hillard

6. Mr. Virgil Lanier
7. Mr. James Maxwell
8. Mrs. Elizabeth Raynor
9. Miss Algean Taylor
10. Mr. Lorenzo Walton

Summary of Findings and Needs

The following list is based upon the information obtained during this study. The various planning committees participating in the study have identified many needs of the criminal (and juvenile) justice system and have produced some very positive planning towards achieving a model manpower services delivery system within the entire criminal (and juvenile) justice system. A more complete discussion of this list can be found throughout this document.

1. There is evidence of fragmentation and lack of coordination throughout the criminal and juvenile justice systems with regards to manpower and manpower-related services programs.
2. There is evidence to support the absence of centralized goal setting and planning within and among agencies having statutory and legal responsibilities within the criminal and juvenile justice systems, and evidence to support the existence of basic misunderstandings of the responsibilities of some of these agencies.
3. There is evidence supporting the fact that there is a lack of planning towards a centralized goal (or state plan) between those primary agencies within the criminal and juvenile justice systems and those agencies who provide supportive services.
4. There is evidence supporting the fact that there is a lack of defined authority within those primary criminal and juvenile justice system agencies of state government to administer and operate community-based pre-trial manpower services programs.
5. There is evidence to support the fact that fragmentation does

exist within the juvenile justice system and evidence further indicates that the lack of a centralized probation and follow-up (during conditional release) authority is the primary contributing factor in this fragmentation.

6. There is evidence supporting the fact that there is a lack of community-based resources in this state which could be utilized as court and institutional diversionary agents, and evidence to support the establishment of a network of manpower and manpower-related service centers across the state to act in this capacity.
7. There is evidence to support the need for a centralized records keeping system for the criminal and juvenile justice systems and all components therein.
8. There is evidence to support the need for greater utilization of probation services and an increased utilization of parole services.
9. There is evidence to support the need for an expansion of the professional and service staffs of the agencies within the N. C. Department of Social Rehabilitation and Control.
10. There is evidence to support the need for expanded staff training programs for individuals within the criminal and juvenile justice systems.
11. There is evidence which supports the need for creating a new advisory group or expanding existing advisory groups or committees to provide a broader representation in the planning and goal setting for manpower and manpower-related activities within the criminal and juvenile justice systems.
12. There is evidence to support that an expansion of the nonjudicial, court executive type position may lead to the various sections

of the General Court of Justice and the business of these various sections being conducted in a more businesslike fashion.

13. There is evidence to support the fact that public schools could play a more intensive role in juvenile delinquency prevention if given appropriate staff.
14. There is evidence supporting the need for greater participation of the community through community volunteer programs which would be an asset to the offender at all levels of the criminal and juvenile justice systems.

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### Introduction

During the latter part of June, 1971, the Governor of this State was offered a \$40,000. grant from the U. S. Department of Labor, Manpower Administration to initiate an in-depth, comprehensive study of the manpower services needs of individuals within the criminal (and juvenile) justice system. The overall goal of this study was to establish a state plan and manpower services delivery system for rehabilitation-type services all designed to help the offender to become "human" as well as an economic asset and contributing member of society. The approach of the study was to utilize those Manpower Development and Training Act (MDTA) funded programs which would:

- 1) Establish community-based service programs to provide court and institutional diversionary services for the offender, especially the first offender;
- 2) Help existing institutions and agencies plan a statewide approach to employment training and related services to the offender;
- 3) Establish contact points between the offender (and ex-offender) and existing jobs; and
- 4) Establish a plan to remove barriers to employment which would mean automatic exclusion to the offender.

The initial monies available to the Governor's office were to be used to define the needs of the offender in this State. Based on an analysis of these needs, specific programs to meet the needs would be outlined. North Carolina was one of six states chosen to participate in this innovative venture.

An inter-agency Task Force was established in order to develop a prospectus which would provide the basis of a contractual agreement between the State and the Manpower Administration. The contract was signed by Governor Robert Scott on January 12, 1972; the period of the grant was December 14, 1971 to May 26, 1972. Since the study could not be initiated until February 1, 1972, the grant period was extended to July 31, 1972.

The work which has been done recently in Washington to establish a consortium agreement between the U. S. Departments of Labor, Justice, and Health, Education, and Welfare to initiate a "Comprehensive Offender Program Effort" (COPE) by providing strong federal coordination in establishing new programs has caused this study to broaden its original scope. Programs provided under the COPE concept within the states will be contingent on these states adapting a single state plan for manpower and manpower-related services. Thus, this study has attempted to establish a "blueprint" for further state planning, and, hopefully, place this State in a vanguard position of having already completed the basic essentials towards this state plan. The COPE concept, as it is currently proposed, is to:

- 1) Outline current resources and programs within the criminal and juvenile justice systems;
- 2) Identify those gaps between what currently exists and what would be considered ideal; and
- 3) Identify the resources which are available to close those gaps and the additional resources which would be needed, but which are not currently available.

The final report is actually three documents in one. The first part deals with the present criminal and juvenile justice systems--the duties, responsibilities, work, and programs within these systems. The second section deals with a proposed model manpower services delivery system within these two systems.

Also in this section, a passing reference is made to an ideal criminal justice structure, but only inasmuch as this structure pertains to the systematic delivery of manpower services. Thirdly, the final section describes the various programs which will be developed through the Labor funds which are currently available. These are only model demonstration programs with maximum funding periods of eighteen months. It is hoped that they will be viewed in this manner and not, by any means, the total answer.

The plan as it is presented here is the results of a comprehensive planning effort of a multitude of people from across the state. This State, and especially this study's staff are indebted to these individuals for their leadership, advice, and support.

As director of this study, I want to sincerely thank some other individuals who have given considerable time and effort to this study: Mr. George W. Randall, Secretary, N. C. Department of Social Rehabilitation and Control, Mr. L. M. Wright, Jr., Administrator, N. C. Manpower Council, Mr. V. L. Bounds, Commissioner of Correction, Mr. W. H. Gibson, Director of Probation, Mr. C. A. Myer, Administrator of Vocational Rehabilitation, and Mr. J. W. Crimsley, past Special Assistant in the Department of Administration. Special acknowledgment and thanks is also given to the staff of this study, Mr. J. E. McComas, Mrs. Shirley Crowder, Mr. Larry Beaver, Mr. Roger Shackelford, and Mrs. Beth Leary for their devotion to their work and many extra hours they spent in developing this document.

Mr. Bob H. Philbeck, Director  
N. C. Criminal Justice Manpower Program  
N. C. Manpower Council

## Chapter I

Current Operations, Structures, Needs, and Resources of the  
North Carolina Criminal Justice System

## Scope of the Criminal Problem in North Carolina

The involvement of the general population with one or more sectors of the criminal and juvenile justice systems over the past few years has been rising in North Carolina at a rapid rate as in other parts of the nation. There were more than 94,596 total arrests in North Carolina during calendar year 1970 as compared with an estimated 62,804 total arrests during calendar year 1967. Courts having criminal and juvenile trial jurisdiction in North Carolina (i.e., the General Court of Justice) have extremely crowded dockets which are growing each year. During 1971 the District Court Division (see page 22 for a complete description of the N. C. General Court of Justice) had 1,074,804 new cases referred to its dockets. Including those cases which were carried over from the previous year (i.e., cases on the court docket as of January 1, 1971 totaled 132,132), this court division had a total trial docket of 1,206,936 during 1971. The District Courts processed 1,078,491 cases, including 3,659 persons committed to the juvenile and adult correctional institutions (1,459 juveniles, 2,200 adults). The Superior Court Division of the General Court of Justice was referred 47,389 new cases during calendar year 1971. Including those cases carried over from the previous year (30,971) this court division had a total trial docket of 78,360 cases. The Superior Court Division processed 47,214 cases, including 7,463 persons being committed to correctional institutions. In both of the

CASES PENDING, ADDED, AND PROCESSED IN N. C. COURTS - 1971

	Superior Court			District Court		
	Civil	Criminal	Total	Civil	Criminal	Total
Pending 1/1/71	14,052	16,919	30,971	47,285	84,847	132,132
New Cases Filed	8,251	39,138	47,389	134,837	939,967	1,074,804
Total Docket	22,303	56,057	78,360	182,122	1,024,814	1,206,936
Processed	10,064	37,150	47,214	134,583	943,908	1,078,491
Pending 12/31/71	12,239	18,907	31,146	47,539	80,906	128,445

(2)

Source: Annual Report of the Administrative Office of the Courts, 1971



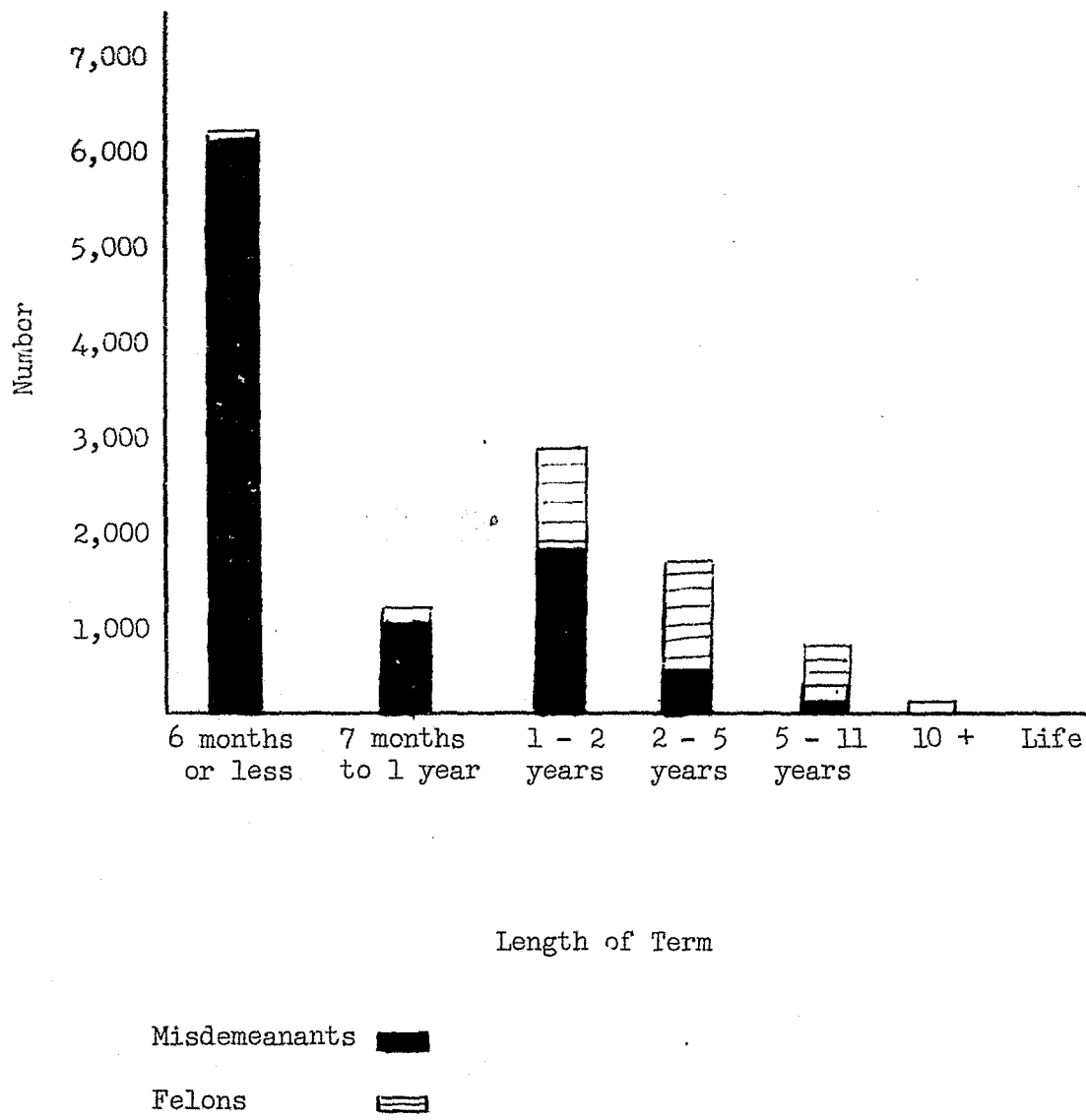
trial court divisions of the General Court of Justice, (i.e., Superior and District Court) the number of cases referred each year has been increasing too rapidly for the current structure to keep abreast, thus the court "backlog" of cases waiting trial has been also rapidly increasing. The Federal Courts in North Carolina were also referred 878 criminal cases during FY 1971 and disposed of 877.

During 1971 the N. C. Division of Correction\* (see page 30 for a complete summary of jurisdiction) received 9,188 new commitments from the courts including 7,053 misdemeanor offenders and 2,135 felony offenders. Including all referrals from state probation revocations (1,379 misdemeanants and 246 felonies), capture (920 misdemeanants and 692 felonies), parole status revocations (259 misdemeanants and 466 felonies), and conditional release status revocations (244 misdemeanants and 176 felonies) categories, the N. C. Division of Correction held in custody and provided services to a total of 13,571 offenders during 1971. The vast majority of the offenders (89.9 percent) in all the categories listed above (9,770 misdemeanants and 2,439 felonies) had six month to five year sentences. Six month to two year sentences represent 77.3 percent of the total commitments. Thus, a major proportion of these commitments could probably have been served in the community if adequate service programs had been readily available to the courts.

The N. C. Division of Youth Development (see page 33 for a complete summary of jurisdiction) received 1,459 new commitments of juvenile delinquents

NOTE: The N. C. Department of Correction, the N. C. Department of Youth Development, the N. C. Probation Commission, and the N. C. Board of Paroles were recently brought under the authority of the N. C. Department of Social Rehabilitation and Control through state government reorganization. The reference made to these agencies as the "N. C. Division of ..." may not be, in fact, the title used by these various agencies under the new department. The terminology used in this report is simply to clarify the relationship of these agencies to the new department.

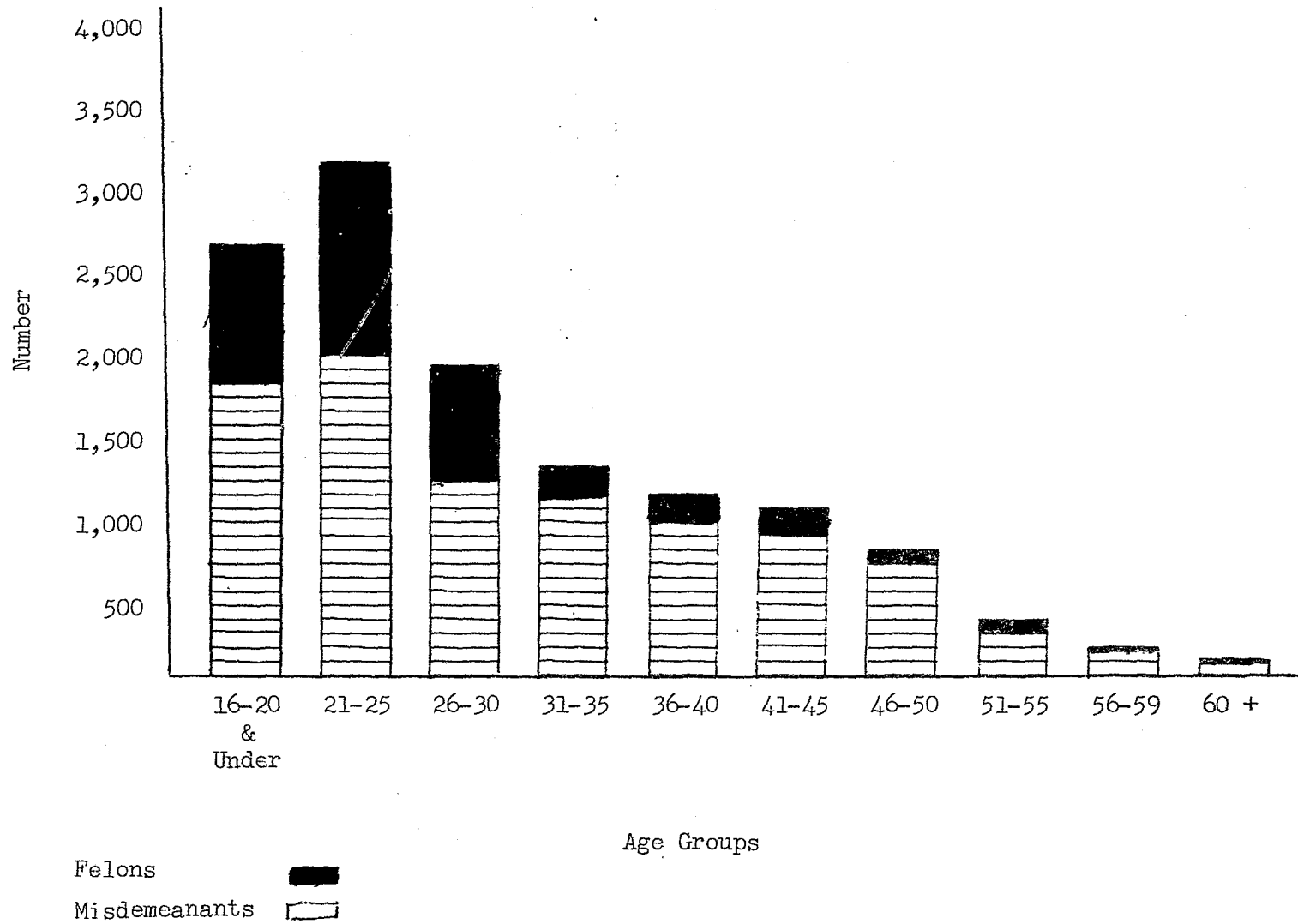
ADMISSIONS TO DIVISION OF CORRECTION,  
BY LENGTH OF TERM  
January - December, 1971



Source: State Correction Statistical Abstract, January - December, 1971  
N. C. Department of Correction

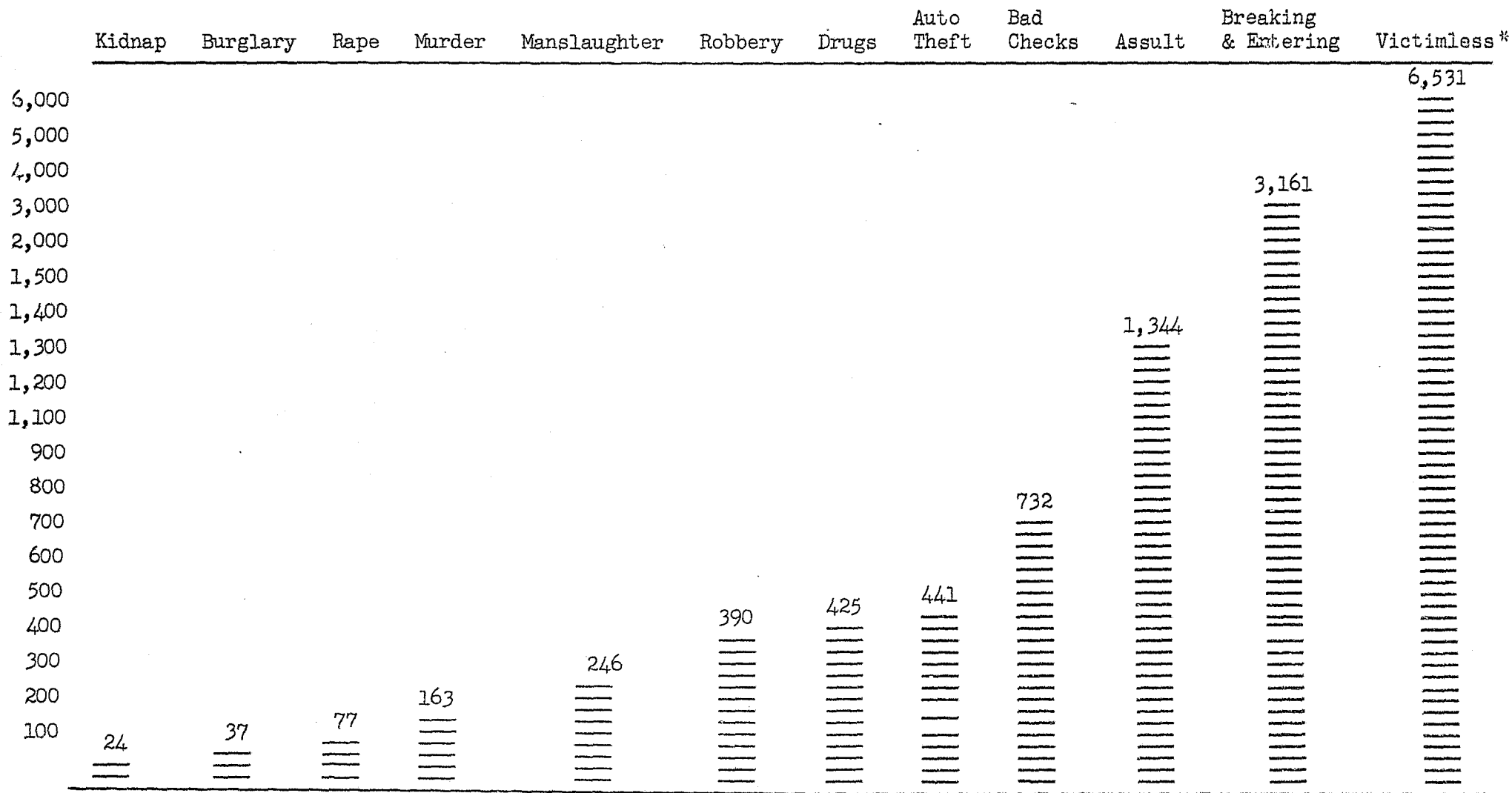
ADMISSIONS TO N. C. DIVISION OF CORRECTION BY AGE

GROUP AND TYPE OF CRIME 1971



(5)

OFFENSE PROFILE FOR COMMITTED OFFENDERS FOR 1971

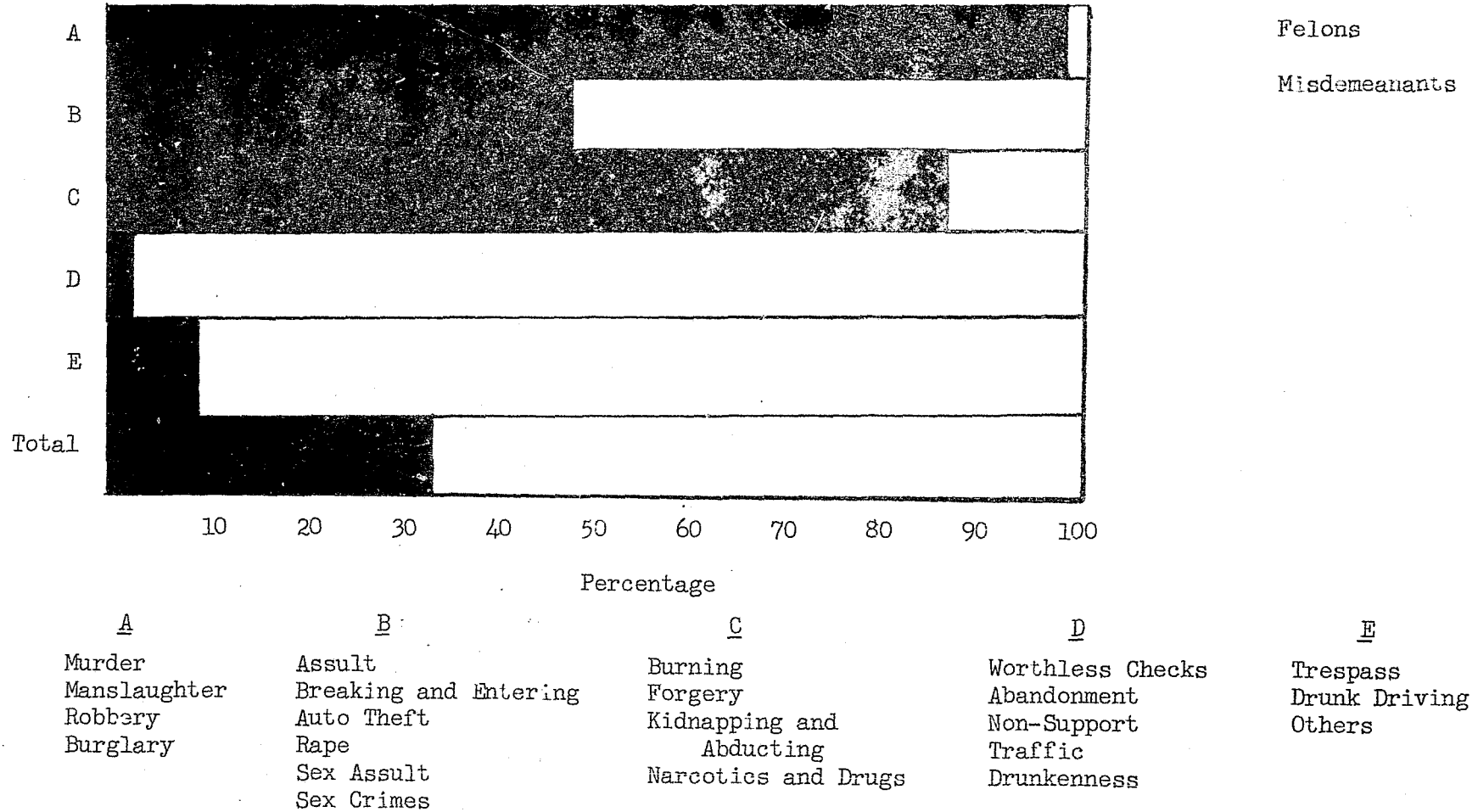


(9)

Source of Information: N. C. State Government Statistical Abstract, March, 1971.

\*Victimless crimes as used here are defined to mean offenses like public drunks, traffic violations, worthless checks, narcotic and drug violations, gambling, etc.

PERCENTAGE OF FELONS AND MISDEMEANANTS COMMITTED TO  
 DIVISION OF CORRECTION, BY TYPE OF CRIME, 1971



(7)

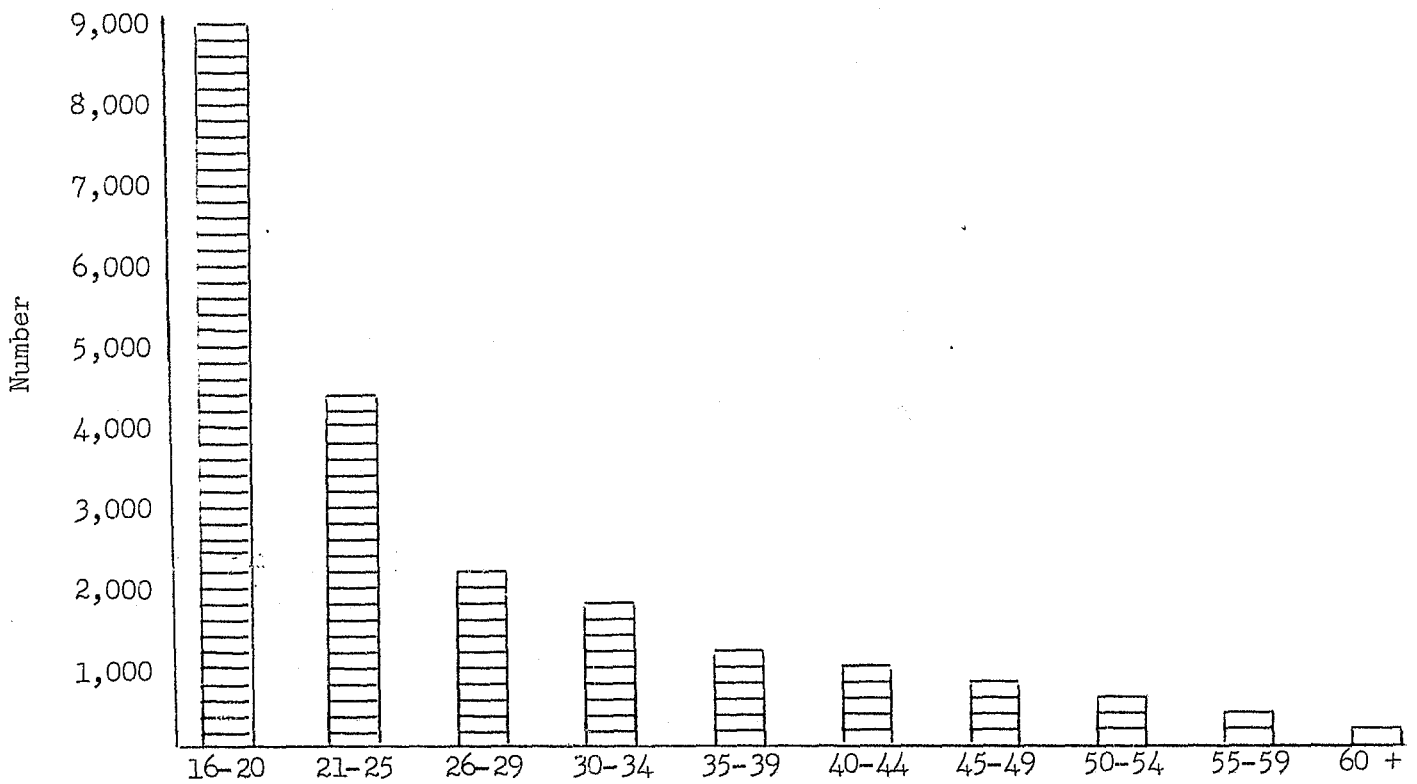
Source: State Correction Statistical Abstract, January - December, 1971

primarily from the District Courts. An additional 362 cases were received due to revocation of conditional release. Considering the "in-house" population on January 1, 1971, this division provided detainment and youth oriented services to over 3,890 adjudicated delinquents during 1971. Approximately 1,670 youths were released on conditional release (after-care supervision by the committing agent), 367 were released with no formal supervision (i.e., direct release).

The N. C. Division of Probation (see page 35 for complete summary of jurisdiction) received 12,688 new cases from the courts during 1971, bringing their total case load for the year to 34,846. This division discontinued supervision on 6,818 offenders during the year including 4,507 persons who successfully completed their probation periods and 2,311 who received probation revocations. Of those receiving probation revocations, 1,626 were committed to the state correctional system. There are no accurate methods presently available to provide figures on the number of juvenile offenders (i.e., undisciplined child) placed on probation by the courts during this reporting period. The primary reason for this problem lies in the fact that two separate agencies, the General Court of Justice, and the County Department of Social Services, provide juvenile probation services depending upon the population of respective counties within the state. Collecting data from the multitude of agencies involved was prohibitive during this study since it would have been too time consuming to make visits to each respective county or judicial district to obtain this information.

The N. C. Division of Parole (see page 37 for a complete summary of jurisdiction) received 3,730 new cases from all sources (e.g., N. C. prison releases, conditional releases, out-of-state parolees, etc.) during 1971 including 1,559 misdemeanants and 1,994 felony offenders from the N. C. correctional system. This brought the Board of Paroles' case load to 7,824

NUMBER OF PERSONS ON PROBATION,  
BY AGE, 1970  
(Total Number on Probation = 22,280)



Source: N. C. State Government Statistical Abstract, March 1971 (p. 111)

for this year. Parole supervision was discontinued on 3,268 offenders including 1,845 who successfully completed their parole period and 1,086 who were returned to a correctional institution due to chronic parole violations. As in probation, and for the same reasons stated before, there is no way to indicate the total number of juveniles on parole (or more appropriately, conditional release) within the state. The number of youths released from the Division of Youth Development on conditional release to the committing agent (i.e., Juvenile Court or County Department of Social Services) was 1,670 which might give some indications as to the growth of these case loads. Also during 1971, 362 youths were returned to the state juvenile schools due to conditional release revocations.

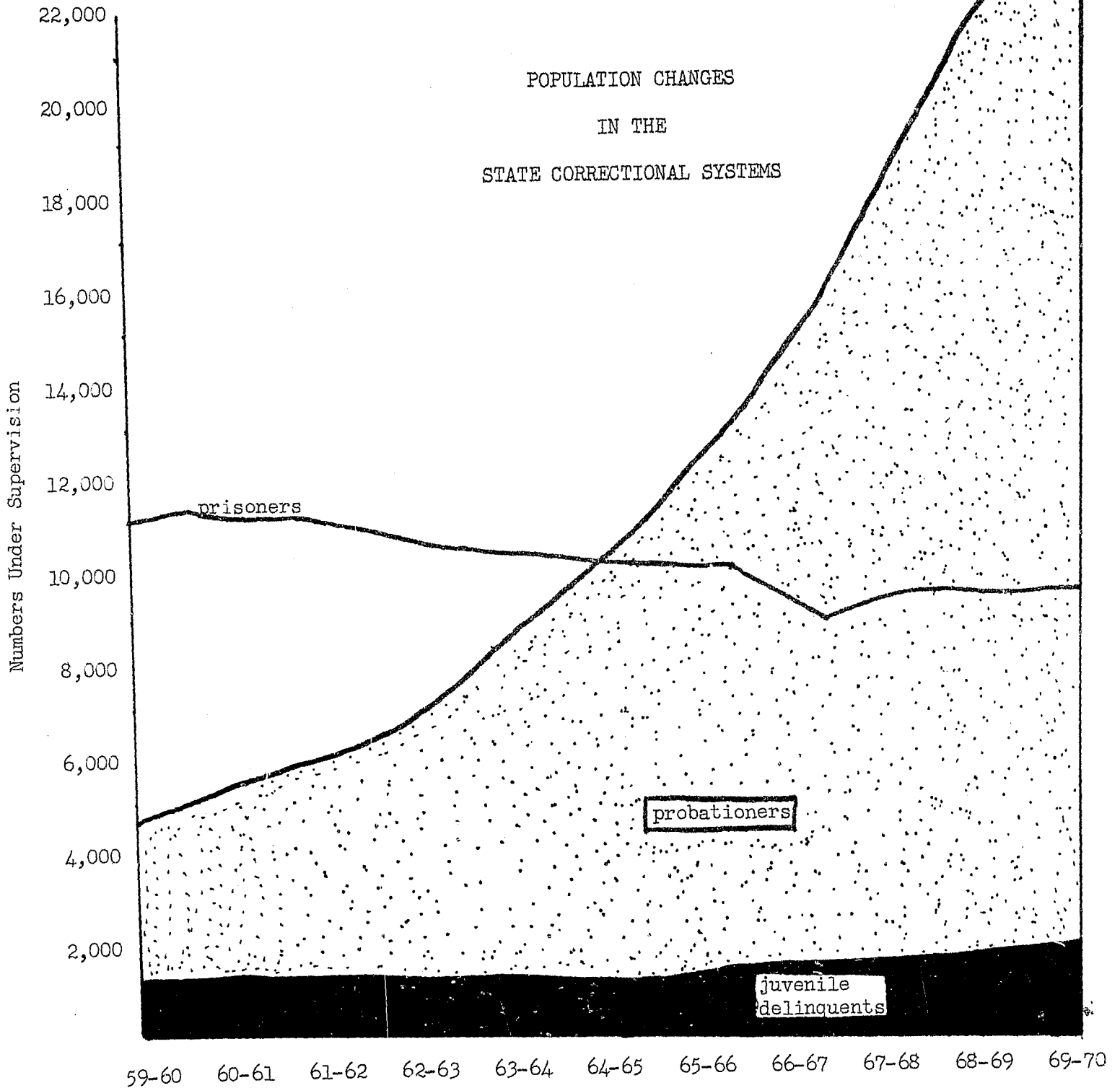
These statistical data are provided simply as evidence of the rapidly growing numbers of individuals at the various levels of the criminal and juvenile justice systems in North Carolina. These figures do not include the number of offenders returning to North Carolina from Federal Prisons or those placed on probation by Federal Courts (estimated to be 894 individuals). The number of offenders is one of the primary reasons for considering additional programs and services being made available to this sizable group of individuals, with the goals of reducing recidivism and providing suitable employment and full participation in society for these persons. These people could and would repay society through the tax payments on their earnings and by becoming tax assets instead of liabilities.

#### The Impact of Crime on Society and Business

The impact of the criminal and other crime related problems in North Carolina is felt in many ways by the citizens of the state and by the business and industry sectors, the most substantial being the economic impact felt by all of these sectors. An indication of this economic drain



POPULATION CHANGES  
IN THE  
STATE CORRECTIONAL SYSTEMS



Fiscal Year

Source: N. C. State Government Statistical Abstract, March, 1971

is delineated in the appropriations by the North Carolina General Assembly to run the various aspects of the criminal and juvenile justice systems. The judicial structure of North Carolina (the General Court of Justice) was appropriated over \$56,846,983.00 for the 1971-73 biennium for court operations. For the 1971-73 biennium the N. C. Division of Probation was appropriated \$7,374,463.00, the N. C. Division of Parole \$3,247,071.00, the N. C. Division of Correction \$53,415,329.00\*, the Division of Youth Development \$15,937,107.00\*, the Highway Patrol \$23,372,699.00, and the Department of Justice (which includes the State Bureau of Investigation) \$9,360,995.00. This represents a total estimated expenditure of approximately \$169,556,620.00 by the state during this present biennium, and does not include those enforcement areas of the Wildlife Commission, Capitol Police Force, etc. At the present time, there are no accurate methods of collecting the exact amount of county and municipal tax monies appropriated for county sheriff departments, and city police departments since there are no centralized records for this data. However, the amount is estimated to be approximately \$222,000,000.00 (see table on page 13). These figures do not include special federal "grant monies" totaling nearly \$9,000,000.00 awarded to these agencies through other sources.

The N. C. Social Services offices through an estimated 1,700 AFDC grants awarded to families due to the adult "head-of-house" or "primary breadwinners" being in a correctional institution, will spend an estimated \$4,609,000.00 during the 1971-73 biennium (the 1,700 represents approximately 3.3 percent of the total AFDC grant population; estimated expenditures are based on 3.3 percent of the total state Social Services expenditures for families drawing

\*NOTE: Figures include all budget appropriations--A,B, and C categories, and reflects a biennium budget appropriation.

## ESTIMATED COSTS OF CRIME AND PROGRAMS RELATED TO THE CRIMINAL JUSTICE SYSTEM

1971-73 BIENNIUM

Agency	Local Funds	State Funds	Federal Funds	Total
Law Enforcement	\$222,000,000. <sup>(1)</sup>	\$32,733,694.	\$15,601,772. <sup>(2)</sup>	\$270,335,466.
Courts	(3)	56,846,983.	215,281. <sup>(2)</sup>	57,062,264.
Probation	(4)	7,374,463. <sup>(5)</sup>	224,060. <sup>(2)</sup>	7,598,523.
Juvenile Institutions	(3)	15,937,107.	1,167,074. <sup>(2)</sup>	17,104,181.
Adult Institutions	(3)	53,415,329.	2,656,213. <sup>(2)</sup>	56,071,542.
Vocational Rehabilitation		75,000. <sup>(6)</sup>	1,997,764.	2,072,764.
Public Instruc- tion (ESEA)			1,814,000. <sup>(7)</sup>	1,814,000.
Social Services Office (AFDC)	546,022.	546,023.	3,516,437.	4,608,482. <sup>(8)</sup>
Parole		3,247,071. <sup>(9)</sup>	172,860. <sup>(2)</sup>	3,419,931.
	\$222,546,022.	\$170,175,670.	\$27,365,461.	\$420,087,153.

- (1) Estimates are drawn from randomly selected city and county law enforcement budgets. 1970 census data was used to arrive at a percapita cost for these locations, and then computed for the statewide population. The N. C. Division of Law and Order has reported that local and county law enforcement totals, with 98% of the law enforcement agencies reporting, were in excess of \$70,397,584. for the one-year period of 1969-70.
- (2) Funds allotted through LEAA resources primarily.
- (3) There are no accurate methods of collecting the amount of monies appropriated by local governments for juvenile detention homes, for providing court facilities, or county jails.
- (4) There are no accurate methods of determining an estimate on juvenile probation services provided by county social service offices.

- (5) Includes only adult probation; juvenile probation is under courts or explained in (4).
- (6) State matching funds in form of cash, certified time not included.
- (7) Total allotment to the N. C. Division of Youth Development.
- (8) Estimate based on 3.3% of total AFDC allotments.
- (9) Includes only adult parole; juvenile parole (after-care) is under courts or explained in (4).

AFDC monies in the state for the indicated year). N. C. Social Services authorities feel that the actual figure is much higher than the one indicated due to the recent discovery of 5 percent of the parents involved in the abandonment cases on their case load roles having been located in correctional institutions. Many other agencies such as Vocational Rehabilitation, Department of Community Colleges, Employment Security Commission (including special manpower training grants), and Mental Health are also expending large amounts of monies each year in special programs for the offender population. It is expected that each of these agencies will request additional funds from the next General Assembly (January, 1973) to hire additional staff to work with the increasing number of individuals being referred to them and to enlarge their scope of operations.

Business and industry groups and the population in general, suffer an economic drain due to crime. Pilfering, sabotage, embezzlement, cargo hijacking, etc., cause direct costs to industry. Probably more important, however, are the indirect costs incurred when trained manpower is removed from employment due to an offense which may lead to a commitment to a correctional unit or loss of job due to certain "company rules" which do not permit offenders to work in that respective company. Thus, the costs of training new manpower and the predictable loss of effectiveness in job performance of that new employee during his training period must be absorbed. There are no figures available as to the exact amount of loss incurred by industry each year, but it is generally recognized that the amount would be astronomical.

#### Labor Market Potentials for Offenders

During a recent project operated by the N. C. Division of Correction through Law Enforcement Assistance Administration funds (titled "Jobs for

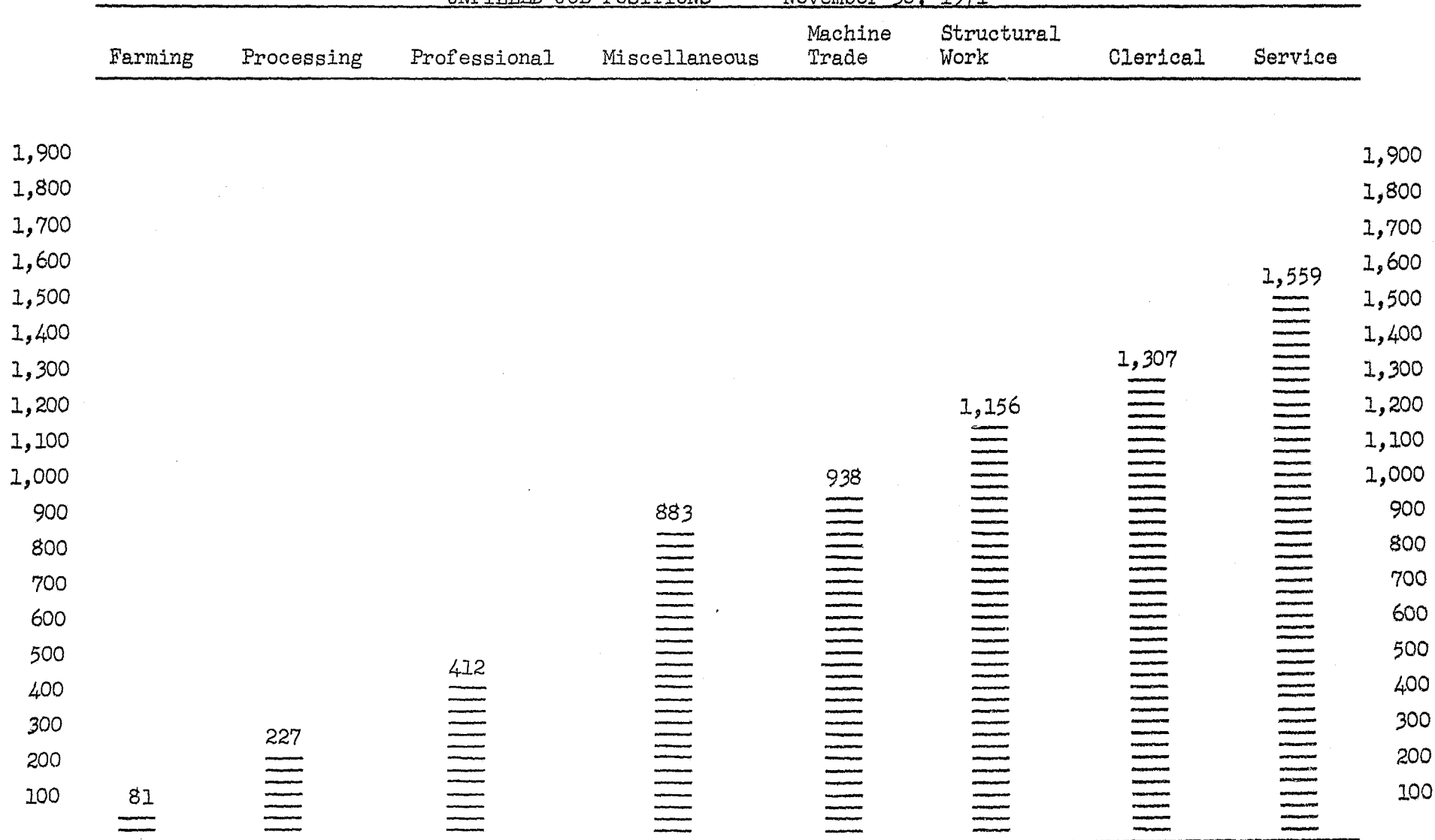
Ex-Offenders"), it was found that employment is not currently (nor has it ever been) a problem for offenders and ex-offenders in North Carolina. This is corroborated by vocational rehabilitation counselors of the N. C. Division of Vocational Rehabilitation, Department of Human Resources who feel that offenders with proper skills, have little difficulty in locating employment throughout the Piedmont (central) section of the state. However, these same counselors feel that in the more rural counties of the eastern and western sections of the state, where there is a general lag in industrial and economic growth, problems in locating employment do exist. The general unavailability of employment opportunities in these areas and the offender's probable lack of skills which have transferable qualities (i.e., skills attained in one job which may have application to other areas of employment) are felt to be the primary problems. State probation officers and state parole officers generally substantiate these feelings and agree that the skill level of most offenders is inadequate to the degree that the offender cannot compete with individuals from the general population for "good jobs." More often than not, the offender either locates a job or is placed by the respective agencies in employment which may be far below his actual abilities, aptitudes, and interest levels. For the most part, the offender's abilities, aptitudes, and interests are never measured through valid instrumentation, thus, the offender's potential is not generally really known. Therefore, the majority of jobs most often used for offender employment are those jobs which require few skills and generally provide little opportunity for growth and advancement. An additional problem for the offender are those jobs which require licensing or other screening criteria which specifically excludes offenders. This may tend to substantially reduce an offender's ability to compete for "good jobs" with "good employers."

The general rate of unemployment in North Carolina is only 2.9 percent

as compared with 5.7 percent for the nation (figures given are for December, 1971 and neither have been seasonally adjusted). This rate, of course, will vary from city to city with Charlotte (1.9), Winston-Salem (2.2), Greensboro (2.2), Raleigh (2.2), High Point (2.2) showing low rates and Wilmington (4.2) and Fayetteville (5.0) showing high rates of unemployment. The Employment Security Commission report for November, 1971 on unfilled job openings across the state which are listed with them, indicates the following: out of the 12,410 jobs across the state, there were 1,854 in clerical and sales areas, 1,920 in service areas, 1,874 in machine trade areas, 1,582 in bench work areas, and 2,381 in structural work areas. A cursory look at these employment indicators verifies the need to establish better skill training programs for the offender population, both inside the institution and in the community. Since the current correction training theories support community-based training as being more effective than training within the institution, the former should be encouraged.

UNFILLED JOB POSITIONS

November 30, 1971



(18)

Source of Information: N. C. Work Force Estimates, August, 1971.



## North Carolina Criminal Justice System

## Description and Responsibilities of the System

The structure of the criminal justice system in North Carolina bears resemblance to similar structures throughout the nation. Several anomalies do exist, however, which need further explanation. There is only one court system in North Carolina: the N. C. General Court of Justice. There are no county recorder's courts, city, domestic relations, justice of peace, or mayor's courts in this state. The entire judicial structure is operated and supported through state appropriations. Another notable difference is that the entire prison system is operated by the state and under a single state authority: the N. C. Department of Social Rehabilitation and Control. There are no county prisons. The adult correctional system is also one of only three correctional systems in the nation which has the responsibility and is the primary holding agent for misdemeanor as well as felony offenders. As pointed out earlier, approximately 72.7 percent of the 1971 commitments were for misdemeanor offenses which means that only 27.3 percent commitments were for felony offenses. The following description details more explicitly the statutory responsibilities of these respective agencies.

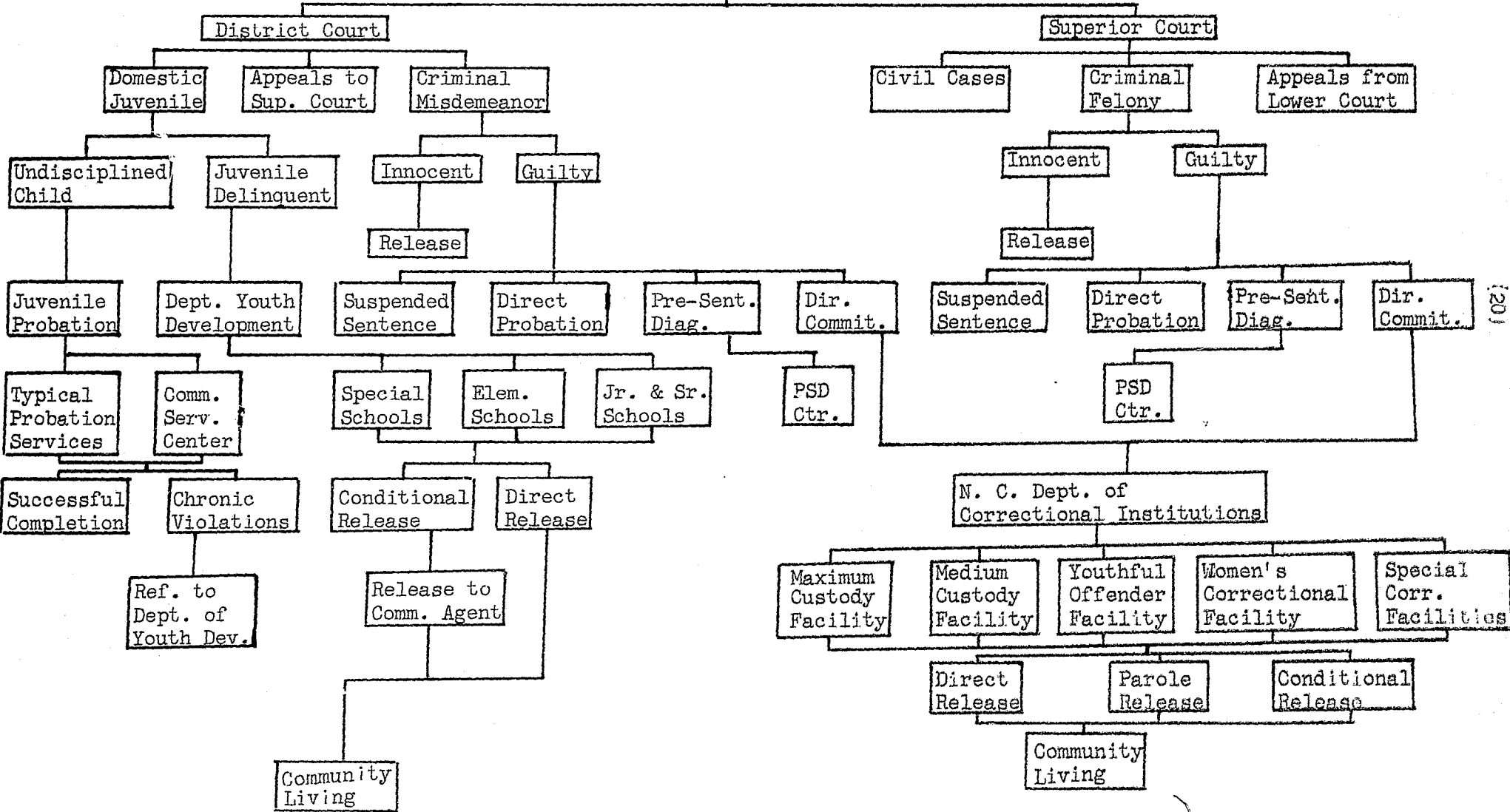
Law EnforcementState Level

North Carolina State Bureau of Investigation - This division of the N. C. Department of Justice administers criminal law enforcement on the state level and was established to identify

State Bureau  
of  
Investigation  
Highway Patrol  
Sheriff Dept. | Police Dept.

Schematic Flow Chart of the N. C.  
Criminal and Juvenile  
Systems

Clerk of Court,  
Magistrate, and  
District Solicitor



criminals, provide apprehension, scientific analysis of crimes, and aid in the investigation and preparation of evidence to be used in criminal courts. The director and all officers in the SBI are given the same power of arrest as other enforcement officers and have statewide jurisdiction. At the Governor's request, this agency can also assist county sheriff departments, local police departments, court solicitors, and judges in establishing cases and identifying evidence. They may also aid the Commissioner of Paroles (Chairman, State Board of Paroles) in investigating parolees who have been charged with violations.

State Highway Patrol - The State Highway Patrol is part of the N. C. Department of Motor Vehicles and acts as the primary law enforcement agent for laws and regulations pertaining to state highways and highway safety and protection. A highway patrolman is considered as a peace officer with full authority to serve warrants for criminal trial courts, make arrests, act as witnesses to crimes, and other duties as directed by the Governor (e.g., riot control). Their primary responsibility, however, is highway safety and highway law enforcement.

#### County Level

There are one hundred counties in North Carolina most of which have county sheriff departments. For the most part, these sheriffs are elected by the population of the counties in which they serve. The sheriff's office is generally located at the county seat but most have resident deputies scattered throughout other areas of the respective counties. The sheriff usually has the power to appoint his deputy staff. These individuals have arrest authority anywhere in their respective county, but generally allow local police departments

to enforce laws within municipalities and generally yield to the state patrol in highway law enforcement, especially on state highways and interstate roads. Most sheriff departments operate the county jails which are designed as holding or detainment facilities for offenders in that county while that offender is waiting trial.

In at least one county (i.e., Mecklenburg) there is also a county police force in addition to the sheriff department.

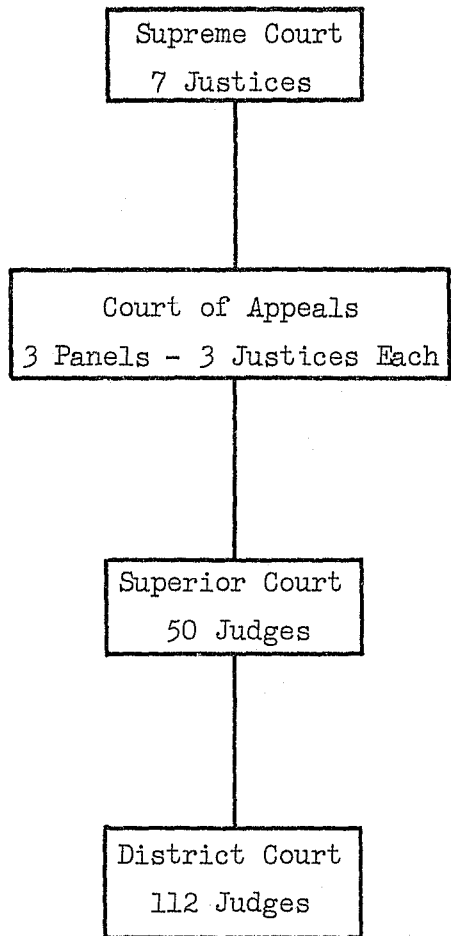
#### Local Level

Local city police departments represent, for the most part, the law enforcement agent for local municipalities. All police departments have the responsibility of enforcing all civil, criminal, domestic juvenile, and traffic laws of a municipality. Their jurisdiction is generally limited to the corporate limits of the respective municipality. They also have the primary responsibility of protecting the citizens within these corporate limits. Most of the larger departments have specialized sections for traffic enforcement, juvenile law enforcement, criminal (detective) enforcement, and staff training. Personnel chosen by most cities for police department positions must pass a local civil service examination, must have a minimum of a high school education or equivalent, must be in good physical and mental health, and must be interviewed by appropriate persons within city government. Additionally, most departments require completion of an orientation training period and program before they will allow a new officer to work on his own.

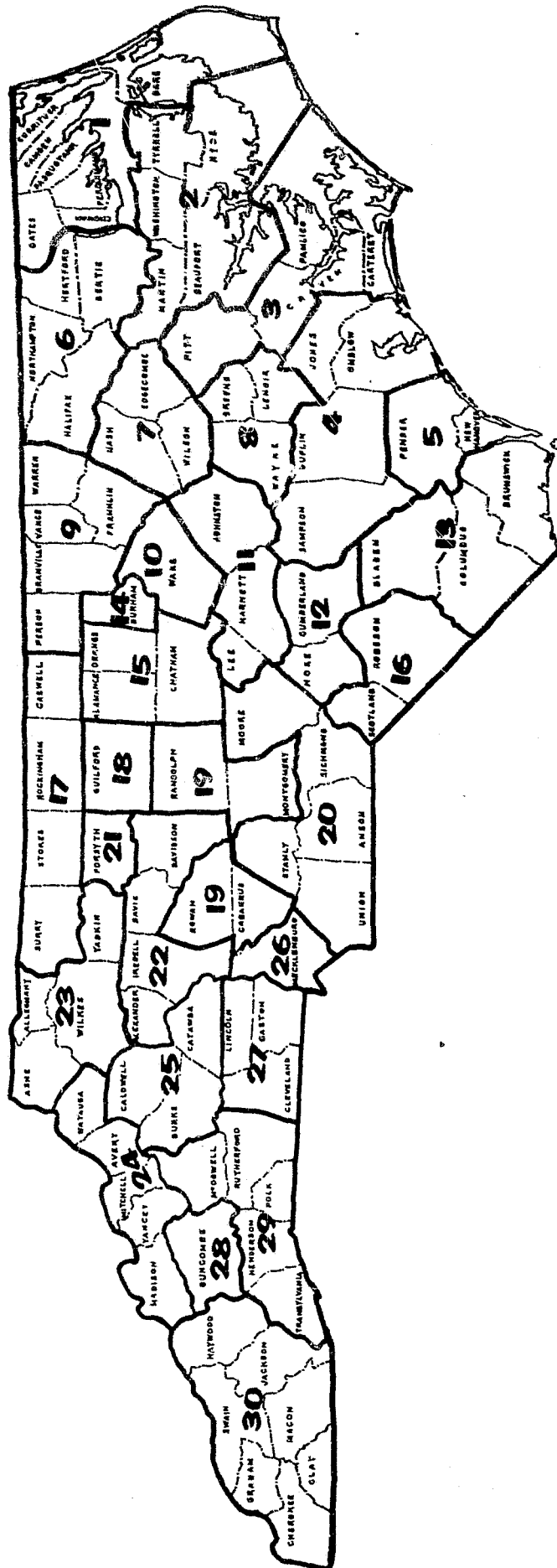
#### Courts

As previously discussed, there is only one court system in North

N. C. General Court of Justice .



NORTH CAROLINA JUDICIAL DISTRICTS



Carolina, the N. C. General Court of Justice. The following is a description of that system.

Appellate Division

The Appellate Division of the General Court of Justice has two sections. The Supreme Court is the highest authority and the Court of Appeals the next highest. The Supreme Court has seven justices elected by the total population for eight year terms. This court hears only oral arguments by attorneys representing the party who has appealed a lower court decision. This court does not have a jury and does not decide fact, but considers cases on written trial records and renders decisions on questions of law. The opinions of this court (decisions) become law to the same extent as enactments by the State General Assembly.

The Court of Appeals was established in 1967 to relieve a portion of the Supreme Court's work load. The Supreme Court continues to decide on all cases involving questions of constitutional law, legal questions having statewide significance, and criminal cases involving death or life imprisonment. The Court of Appeals decides on cases of lesser significance to the state as a whole. An appellant has the right to either or both of the courts. This court has nine judges elected by the general statewide population for eight year terms.

The Governor has the statutory responsibility of filling vacancies due to death or retirement of the elected judge for the period of time until the next general election.

Trial Court Division

The State of North Carolina is divided into thirty (30) judicial

districts which are grouped into four (4) divisions. A judicial district is composed of from one to seven counties and a division is comprised of from seven to eight judicial districts.

The Superior Court is the highest level court with general trial jurisdiction. There are forty-two (42) regular Superior Court judges who are nominated by voters in the judge's district of residence, but are elected to eight year terms by the voters of the entire state. There are also eight special Superior Court judges (one position is currently unfilled) who are appointed by the Governor for four (4) year terms. The total number of judges is set by the General Assembly based on the volume of judicial business. Regular judges hold court in their district of residence for six months, and then six months in each district in his division. Special judges are assigned by the Chief Justice of the Superior Court based on the need for help in a particular district. There are also approximately ten judges throughout the state who serve on an "emergency" basis.

The jurisdiction of this court in civil cases are those cases involving \$5,000.00 or more in money or equivalent items, injunctions, constitutional issues, eminent domain actions, and corporate receiverships. This court has exclusive original jurisdiction over major criminal acts (felonies) and appellate jurisdiction over misdemeanor acts (crimes in which the maximum sentence will not exceed twenty-four months confinement). Trial for a felony offense is by a jury of twelve peers and is generally preceded by a grand jury (18 members) indictment (this can be waived except in the case of capital offenses), unless the defendant enters a guilty plea. Trials involving lower court appeals (misdemeanant offenses) are carried out without



regard to any prior court proceedings.

The District Court is the lower trial court and is one of the most unique sections within the court's structure. This court replaced all county, city, domestic relations, juvenile, mayor's and justice of peace courts. The number of District Court judges is fixed by the General Assembly. Individual judges are elected by the constituency of their respective districts. Each judicial district has two to seven district judges, one of which is designated by the Chief Justice of the Supreme Court as the Chief District Court judge.

The jurisdiction of the District Court is limited and is lower than that of the Superior Court. It has jurisdiction in civil, criminal, juvenile, and magisterial areas. Civil jurisdiction is concurrent between the two trial courts, with the District Court handling cases involving less than \$5,000.00 in money or equivalent items. Civil cases involving \$300.00 or less may be assigned to the magistrate (to be described later). Other civil domestic relations (divorce, custody and/or support for children, etc.) matters generally come within the court's responsibility. The District Court's original jurisdiction for criminal offenses is limited to misdemeanor acts. This court may also conduct preliminary hearings to determine cause to bind over an offender to the Superior Court in a felony offense (if probable cause is found, the defendant generally is required to post bail-bond or remain in jail). This court has jurisdiction over almost all juvenile delinquency matters. These cases generally concern youths who have not reached their sixteenth birthday and who are delinquent, undisciplined, dependent, or neglected. Judges may

adjudicate only those youths to state youth development schools who have committed acts which if committed by adults, the adult would be consigned to an institution. The judge must use probation for the first offense in other charges (e.g., truancy, run-aways, promiscuity, etc.). Probation services are provided by the District Court Counselors (Juvenile Court Division) in urban areas, or the County Department of Social Services in less populated areas.

#### Special Sections Within the Court

Clerk of Superior Court is elected for a four year term by the voters of his resident county. His salary is paid by the state and is based on the population of the county. The clerk is responsible for all clerical and records keeping functions of both trial courts. He is empowered to issue arrest and search warrants and he exercises authority over minor traffic violations where the fine is fixed in advance by a statewide schedule. Staff positions are available based on the volume of business transactions. The senior resident Superior Court judge is empowered to remove the clerk from office after notice and hearing based on misconduct and mental or physical incapacitation.

Magistrates are appointed in each county by the resident Superior Court judge for a two year term upon nomination from the Clerk of Superior Court. They are officers of the District Court and are responsible to the Clerk of Superior Court for clerical matters. The magistrate has both civil and criminal authority, but the criminal authority is limited to trying worthless check cases (\$50.00 and less) and other misdemeanor acts where the maximum punishment is thirty days confinement or \$50.00 fines. He may issue

arrest or search warrants, fix bail, and (upon occasion) conduct preliminary examinations in misdemeanor cases. The magistrate has the same authority over minor traffic violations as the Clerk of Superior Court. In civil cases a magistrate is limited to cases involving up to \$300.00 in money values.

A district solicitor is elected for a four year term by the voters of his district. He is responsible (as of January 1, 1971) for prosecuting all criminal cases in Superior and District Court. Depending upon the volume of court cases requiring prosecution, assistant solicitor positions can be established. Solicitor involvement in civil matters is not generally required.

District Court Counselors are selected by the Chief District Court Judge. This judge also names one of the counselors as the Chief Court Counselor. Counties must have a population of over 85,000 to be approved for District Court Counselor programs, otherwise the County Department of Social Services provides the service to the court. The greater majority of these counselors function as juvenile counselors with only a very small percentage working as family counselors. They provide basic intake for the District Court (taking petitions) and provide social work studies on delinquents when directed by the judge (generally after adjudication). They also act as juvenile probation and parole officers for the criminal justice system.

Administrative Office of Courts - The director of this section is a nonjudicial, housekeeping officer responsible for a multitude of administrative functions of the judicial department. He is appointed by the Chief Justice and performs the tasks of 1) fixing the number of employees in the clerk's office and their salary

schedule, 2) setting salaries for the magistrates after consulting the Chief District Court Judge, 3) prescribing standard forms, records, and business methods for clerks, and 4) maintaining statistical records. He also assists the Chief Justice in assigning Superior Court judges, and assists the Superior Court in scheduling court sessions. He is an ex officio, nonvoting member of the Courts Commission, the policy-making group for the total court system.

### Correctional Institutions

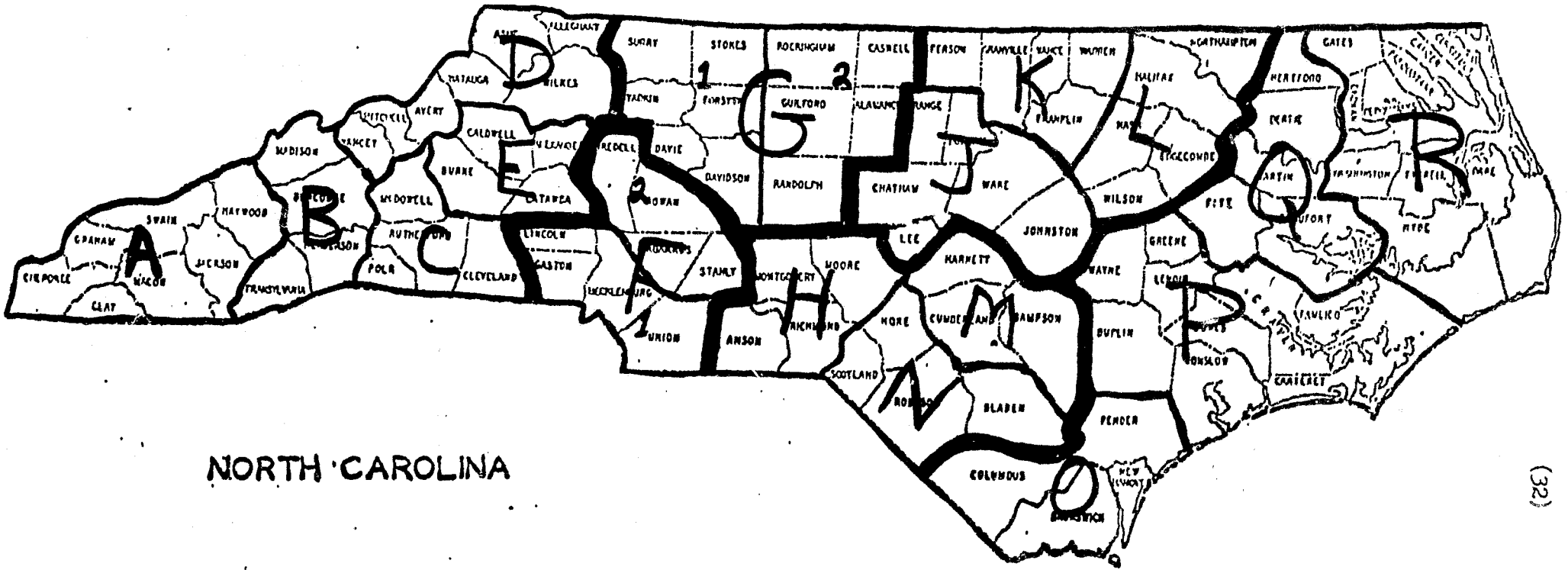
As pointed out earlier, all of North Carolina's correctional institutions for convicted offenders and adjudicated delinquents are operated by the state. There are no county prisons or county juvenile centers which house convicted or adjudicated offenders. County jails and county (or regional) juvenile detention facilities are primarily holding or detention facilities. This makes the state prison system one of the largest (in physical plant facilities) in the nation with seventy-eight adult (and youthful offender) units and eight youth development schools. The Department of Social Rehabilitation and Control is the overall administrative department for the Division of Correction (adult and youthful offenders), the N. C. Division of Youth Development (juvenile schools), the N. C. Division of Probation, and the N. C. Division of Parole (NOTE: As stated before, the term "Division" is not currently used in connection with these agencies and may not, in fact, be the appropriate nomenclature for the agencies. This new department has just been formed and no decision has been reached at this time).

N. C. Division of Correction - This division operates a very complex range of institutions and programs. There are currently seventy-eight facilities

within this division serving both adult and youthful offenders. This state is divided into six (6) correctional administrative areas, each having an area administrator. Every correctional area is divided into two or more regions (total of seventeen) each having a regional commander. The regional commander generally has two or more correctional units within his region, and each correctional unit has a superintendent and other staff as required to operate that particular unit. The unit staff is comprised of the correctional officer (custody) and the correctional program staff. It is more likely that the correctional program staff would work on an area or regional level rather than the unit level. The correctional program staff are responsible for developing casework procedures and rehabilitation programs for the inmates.

There are basically eleven (11) youthful offender units (offenders ranging in age from 16 to 21 years). A new, high-rise facility has just opened in Morganton and will house sixteen to eighteen year old male offenders from the statewide population. Within the youthful offender population there is a group of "committed youthful offenders" (CYO) who have an indeterminate sentence. Plans are being made at this time to establish youthful offenders in each correctional area or region in order to keep these youthful offenders as close to their homes as possible. This, of course, is dependent upon the amount of funds appropriated to this division to establish the program.

There are certain correctional facilities designed as "back-up" facilities (i.e., Blanch, Caladonia, Central Prison, and Odom) and have the maximum custody and the majority of the close custody inmates. Other units across the state house the medium custody and honor grade inmates. There is only one institution for the adult female offender, the N. C. Correctional Center for Women. This facility serves all age groups and all ranges of custody.



NORTH CAROLINA

N. C. DIVISION OF CORRECTION  
CORRECTIONAL AREA AND REGIONAL LINES

Regional Lines **—**  
Area Lines **—**

North Carolina has taken a national leadership role in the development of work release programs. At the present time there are approximately twelve hundred inmates involved in work release programs each day. In this program, the respective inmates engage in competitive employment during the day at minimum or above minimum wages, and return to the correctional unit at night. The money earned by these inmates contribute to their own support (approximately \$15.75 is deducted each week for room and board and transportation by the N. C. Division of Correction), their family's support (thus reducing or eliminating AFDC or other Social Service grants), and the remainder is placed in the inmate's account which is turned over to him upon release. An outgrowth of this program is the study release program. In this effort, honor grade inmates are allowed to participate in educational and technical institute training programs. Both of these programs are open to adult and youthful offender inmates contingent upon them reaching and maintaining an honor grade custody rating.

The N. C. Division of Correction has a State Commission (Board) consisting of seven (7) members appointed by the Governor for four year (staggered) terms. The Commissioner of the N. C. Division of Correction is appointed by the Governor for a four year term. The Commissioner establishes the policy for the operation of the adult correctional system. The State Commission approves or disapproves the policy, but is not a policy-making board.

N. C. Division of Youth Development - This office operates the eight juvenile facilities across the state, each facility housing students from all over the state. There are two schools\* for males and one school for females in

\*The word "school" is used here to describe the facilities for juvenile delinquents operated by the N. C. Division of Youth Development, Department of Social Rehabilitation and Control.

the elementary school age range (approximately 8 to 14 years of age), two schools for males and one school for females in the junior and senior high school age range, and two specialized co-educational schools. These two specialized schools offer a more intensive and specialized program of treatment, counseling, and evaluation for youths who are felt to have more serious problems. One of these schools is the only "closed" institution (i.e., high fence, locked institution) and has concentrated programs for the acting-out, more aggressive youth and the mentally retarded delinquent. There is one school which has been fully accredited by the Southern Association of Colleges and Schools and two schools which have been accredited by the N. C. Department of Public Instruction. Plans have been made to seek accreditation for all schools through both state and regional educational associations.

This division operates under a fairly strong authority from the State Board of Youth Development whose members are appointed by the Governor for six year (staggered) terms. This Board appoints a Commissioner who is responsible to the Board for the operation of the schools. All schools have programs of education (instructional and vocational), group living, farming (except in two schools), religious and moral training, and a variety of treatment and rehabilitation programs. Each of these program areas have state supervisors who are appointed by the Commissioner and who work with the staff in their respective areas at each school. Each school has a director as the primary school administrator and most schools have assistant directors, and a school principal. All programs within the school operate under these persons' leadership or through cooperative arrangements with other agencies (i.e., Vocational Rehabilitation, Community Colleges, etc.).

For the most part the juvenile delinquent population is not considered part of the criminal population (however, all rights and due processes of law are available to them in the court), and a very small percentage of the



youths in the youth development schools have been arrested, tried, and convicted in the criminal courts. The greater majority are apprehended (as opposed to arrested) and adjudicated (as opposed to convicted) as juvenile delinquents. All commitments of youth to these juvenile delinquent facilities by the courts are to the Board of Youth Development, and the Board's administrative officer, the Commissioner, or his representative determines the school to which the youth is sent.

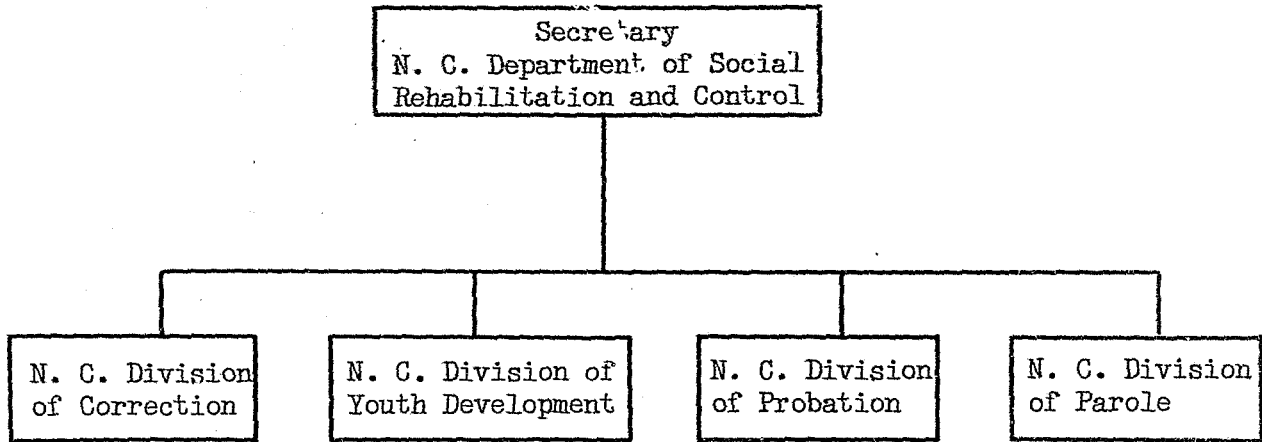
#### Probation Services

Probation services for all adult offenders and a very small number of juvenile offenders is provided by the N. C. Division of Probation. The majority of the juvenile offenders, however, are supervised by the District Court Counselor or the County Department of Social Services.

N. C. Division of Probation - The objective of this division is to receive from the courts selected offenders, before and in lieu of an active prison sentence, with the goal of achieving during this probation period the maximum adjustment for the offender and his participation in society as a responsible member. Probation officers provide the basic functions of investigation, consultations, reports to the court, supervision of probationers, evaluation, treatment, counseling, guidance, and control. The period of probation (or suspended sentence) cannot exceed five years, and may be continued, terminated, or suspended by the court at any time within these limits.

Juvenile probation services are far less defined. In urban areas (85,000 population or more) the District Court is generally given, through state appropriated funds, a district court counseling staff. In rural or less populous areas, the County Department of Social Services must assign a case-worker(s) to work in juvenile court and carry out this probation function. Also through recent legislation, authorization is given to hiring non-state

ORGANIZATIONAL STRUCTURE OF THE N. C. DEPARTMENT  
OF SOCIAL REHABILITATION AND CONTROL



probation services. Specific counties within a judicial district have the prerogative of selecting either method even though they may qualify for a District Court Counselor allotment. Thus, it is possible (and in fact exists) for a judicial district encompassing multiple counties to have both types of juvenile probation authorities. These two primary agencies must provide supervision over these youths, counsel with them, and report infractions to the appropriate court. These agencies generally terminate all involvement for juvenile probation at the youth's sixteenth birthday, due to the working regulations within the agencies and not necessarily due to statutory limitations. Chronic violations of probation terms can result in the commitment of the youth to a state school through the N. C. Division of Youth Development.

#### Parole Services

All adult offenders and a very small percentage of juvenile offenders are supervised by the N. C. Division of Parole. In most instances, however, the juvenile offenders supervised by the Division of Parole is actually carried out by the juvenile parole (court counselor) authorities. The vast majority of juvenile parolees (conditional release from state youth development schools) are supervised by the District Court Counselor or by the County Department of Social Services in the same manner described in the Probation Services section.

N. C. Division of Parole - This division has the authority to grant paroles (regular and temporary) to persons within any prison, jail, or other penal institution within North Carolina. They also have the authority to revoke, terminate, and suspend parole on individuals, and aid the Governor in granting reprieves, commutations, and pardons.

The Board consists of three members, appointed by the Governor on the basis of their training, experience, and character for four year terms (or

until suitable, trained replacements are appointed). Board members can be removed from office only by the Governor for reasons of total disability, inefficiency, neglect of duty, or malfeasance in office. Board members' salaries are set by the Governor with the approval of the State Advisory Budget Commission. The Governor designates one member as the Chairman. The Board through their appointed staff (parole officers) provide investigation services on inmates serving both determinate and indeterminate sentences to the end that every inmate may receive full, fair, and just consideration. These officers also exercise supervision and authority over the paroled offender to see if that paroled offender is abiding by the terms of his parole, they offer assistance to paroled offenders, and they perform other duties as prescribed by the Board. The Board has the authority to establish the rules and regulations pertaining to all parole considerations.

Eligibility for parole consideration is currently based on the inmate's having served one-fourth of the determinate sentence, or one-fourth of the minimum of an indeterminate sentence, or after ten years of a life sentence. Nothing is mandatory about guarantying a parole which releases inmates after these periods of time, but it guarantees parole consideration.

The correctional unit superintendent must provide all inmates released on parole suitable clothes and transportation to his home. The Parole Board may at its discretion provide the parolee up to \$25.00 upon release. Terms of the parole release order must include in writing the conditions of parole, the place of residence (in-state or out-of-state), the name and address of the party to whom the parolee is to report, and the times and places the reports must be made.

The N. C. Division of Parole may authorize the N. C. Division of Correction to grant work release privileges to any inmate provided that, in cases where the inmate has not served one-fourth of a determinate sentence or one-fourth

of the minimum of an indeterminate sentence, the recommendations of the presiding judge of the sentencing court are considered. No inmate is to be granted work release privileges except upon the recommendations of the presiding judge or written authorization from the Board of Paroles.

The primary problems in the previously described system actually lie in the definition of the word "system" itself. The most generally accepted definition for a system in this context is a set of elements functionally oriented towards the achievement of a common goal. For the most part, the only commonalty in goals or planning among these various levels are those established through the statutory and administrative responsibilities each respective agency has to one another for arrest, detainment, sentencing, holding, and after-care. The most prime example of the outcomes of this is the fragmentation which occurs between and among these levels. Among many specific examples is the offender who violates probation which results in a commitment. It is possible for him to be under parole and probation supervision concurrently upon release. Thus, many of the problems within fragmentation seem to be a result of little or no communication and planning among these sections which would naturally lead to conflicting program plans for the offender at each level. In some instances these agencies will not transfer on a routine basis the social, medical, psychological, or other data to the other as a particular offender moves from one level to the next. There is a definite need to coordinate the elements within this system toward achieving the single goal of rehabilitated, participating members of society in regard to the offender population.

## Description of Current Programs and Services Within the System

### Pre-Trial and Post-Trial Programs

The structured, formalized programs available to offenders at this level of the justice system are few in number. There are a multitude of auxiliary service programs which could be utilized for the offender should the appropriate referral mechanism be established. Programs sponsored by the Department of Community Colleges and Technical Institutes, Division of Vocational Rehabilitation, Employment Security Commission, Public Health, Office of Mental Health, and Social Services Office (welfare) could be available to the offender if the appropriate referral could be made to these agencies. However, this is not the entire answer to the offenders' or the justice system's dilemma. The majority of these programs are presently overburdened with meeting the needs of their regular referral populations, and, in general could not be expected to devote the intensity of involvement necessary to meet the offender's total needs without additional manpower and resources. Thus, referral mechanism alone would not be the answer. A system of coordinated efforts between these agencies could, however, come nearer to meeting the needs of the offender, especially when additional manpower is added to these staffs to work specifically with the offender. Agencies such as the ones listed above will have to employ specialized manpower to work with the offender population to be of any real value to the justice system.

There are several programs which are aimed at helping offenders at these levels of the justice system and even at crime prevention. In Charlotte, the city police department is an integral part of a "crisis intervention center." Police officers in this program are trained to approach domestic

situations and situations in which no crime has yet been committed in such a manner to avoid an incident which would lead to an arrest. They are trained to be more aware of community resources and to know how to make referrals to those resources. They are taught how to utilize arrest as a last resort.

Also in Charlotte there is a special "Bail-Bond Program" funded through LEAA which allows those arrested offenders to be released by entering into a contractual agreement with an authorized person of the program. The contractual agreements are based upon the offender's promise to appear in court on his trial date, to stay within certain geographic limits, to report to the authorized program person each week, and to follow other specifications. Should an offender not fulfill his agreement, then he may be arrested; should he leave the state, then a felony charge of "flight" is issued in addition to his previous charge.

The selection of offenders to participate in this program is based on a point system. Point values are assigned to such things as housing, job, previous arrest records, etc., so that the offender receives points for each of these items. If his total number of points is above a predetermined criterion, the offender is eligible to participate. This program has had tremendous success, and very few offenders participating in the program have misused the privilege. The bail-bond program would be greatly enhanced if the participating offenders could be referred to a vocational training and counseling situation.

In Winston-Salem, a law enforcement program which allows the enforcement officer to become directly involved with an offender in a helping relationship has been developed. This program is expected to have good results but at this time it is too new to assess in a valid manner.

There are a relatively small number of juvenile detention homes (7) across the state, most of which are located in the piedmont area (central).

For the most part, these detention centers are part of local or county governments and are operated primarily as juvenile "jails" for a particular county with only a few constructive rehabilitation type programs in them. The N. C. Social Service Office of the Department of Human Resources is funding a study through a grant derived from funds from the National Juvenile Detention Association. The Governor has appointed a study group to complete this comprehensive study. This study has not considered this area since the present special study is underway.

In some instances, District and Superior Court judges have attempted to utilize community resources by making referrals to them. It has been noted by these court officials and others (Courts Planning Committee) that the courts have received poor services from these agencies for the most part. The existing programs seem to act too slowly in rendering services and do not become involved with the offender population to the degree necessary to effectively serve this group. In at least one District Court (seventh judicial district) there is a formalized "Volunteer Court Program." The thrust of this program is to bring private citizens into active participation with court officials, probation officers, and law enforcement agencies for the more effective administration of justice and helping individual offenders.

In the post-trial area District and Superior Courts have available to them a Pre-Sentence Diagnostic Evaluation Program (PSD) operated by the N. C. Division of Correction. The PSD program is carried out in accordance with state statutes and is available to the courts for offenders who have been declared guilty by the court but no sentence or disposition of the case has yet been made. N. C. Division of Correction officials have made many pleas for this program to be expanded to include a comprehensive evaluation of the psychological, psychiatric, medical, social, educational, and vocational (employment) factors, and have solicited funds to do this



comprehensive effort. These same officials have actively sought funds and resources to expand the number of PSD centers and the volume of referrals each center can accept (i.e., the current six centers are limited to approximately two to three new referrals per week or a total of twelve to eighteen from all parts of the state), but have not been able to acquire the necessary support thus far. Several problems exist within the judicial system in use of the PSD centers in addition to the relative unavailability of the centers, such as 1) courts are under no obligation to follow through on the PSD recommendations (however, Corrections officials indicate that in approximately eighty-five percent (85%) of the areas, the courts do follow the recommendations), and 2) the use of the PSD centers by most courts is to obtain a statement of the "mental status" of the offender as opposed to alternative community-based treatment or work programs (this was an outcome of the Courts Planning Committee).

Several communities (i.e., Charlotte-Mecklenburg) have juvenile diagnostic centers which are designed to provide to the juvenile courts the same basic information as the PSD centers provide on adult offenders, but with more involvement with the social and/or family factors of the offender's life. Here again, these centers are too few, and the ones which now exist are, for the most part, understaffed and overcrowded. Most officials within these centers and officials within the area of juvenile delinquency work feel that this type of center, coupled with an expanded services program (e.g., expanded vocational training program) could not only defer a large number of youths from being placed in correctional institutions, but would act as a primary deterrent to delinquency in a particular community. This is especially true in those communities offering a more flexible public school curriculum and better public school involvement with the problems of these youths.

The N. C. Division of Probation is, within itself, an institutional diversionary program. This division has a total of two hundred and thirty-six probation officers, all of whom have heavy case loads, must attend court while it is in session (schedules are made so as to not tie all officers down completely), and due to the lack of monies they have to spend to purchase goods, services, and training for offenders, have to rely on other community-based service programs (i.e., Vocational Rehabilitation, ESC, etc.). The Division of Probation has received either directly or indirectly LEAA funds to establish several diversionary programs such as,

1) "Model Probation Team and Community Involvement Programs"

This program is designed to establish five model probation teams within the state to develop a "team-approach" to the probationers' needs as well as developing a strong involvement with the probationer from the community volunteer type program. Subsequent applications for LEAA funds (discretionary) to provide two vocational rehabilitation counselors and one psychologist by the N. C. Division of Vocational Rehabilitation has been filed to complement this model probation team program.

2) "Neuse Rehabilitative Workshop and Court Liaison Project for Convicted Alcoholic Offenders" (currently titled

"Rehabilitative Workshop for Convicted Alcoholic Offenders")

This project is designed to work with alcoholics who are convicted on "public drunk" charges in an effort to treat alcoholism as a medical problem rather than strictly a legal problem. These offenders are brought to court, tried, convicted, and placed on suspended sentence contingent upon that offender's participation in a workshop one time per v.

for eight weeks (basic treatment program includes education, treatment, group therapy, etc.). The successful completion of this eight week program satisfies the terms under the suspended sentence. This program to-date has served sixty persons all of whom have completed the workshop sessions. Seventy-five percent are now holding steady jobs and have avoided further violations of the law.

In addition to the programs listed above, LEAA funds are also supporting a number of juvenile "Community Service Centers" across the state. These programs are playing a major role in deterring juveniles from delinquency and institutions by offering community-based alternative programs of housing, education, treatment (behavior modification programs), and advocacy. Estimations of the success of these centers are varied, but it is generally felt that those programs are very positive, yet no formal data is currently available to make a more objective appraisal of their worth.

#### Institutional Programs

##### Adult and Youthful Offender Units

There are currently a number of excellent programs within the correctional units operated by the N. C. Division of Correction, most of which are sponsored jointly with Vocational Rehabilitation monies or through LEAA funds, and other state appropriations.

#### Programs

##### 1. Corrections (adult)

- (a) Work Release Program - Approximately twelve hundred inmates in honor grade custody status working in community-based jobs at minimum or above minimum wages. The number of inmates in this program could

and would increase as the number of inmates assigned to meet "road quotas" is reduced. The 1969 General Assembly through the advocacy and support of the Division of Correction administration passed legislation to begin to phase out this obligation.

- (b) Study Release Program - Approximately 250 inmates in honor grade status are attending community-based educational and vocational training programs this year under this program. This number will also increase as the "road quotas" are reduced. The Department of Community Colleges and Technical Institutes waive tuition for inmates participating in their classes under a policy established by the State Board of Education. Costs incurred by this program are absorbed by the respective colleges and institutes through their state appropriations. Vocational Rehabilitation generally sponsors the books, fees, and other incidental costs. Courses of remedial education leading to GED certificates are also sponsored in this manner in a number of correctional institutions across the state.

## 2. Correction/Vocational Rehabilitation Programs

- (a) Correctional Rehabilitation Center - This program is located at the Pitt County Prison unit. It is designed to provide programs of counseling, evaluation, training, placement, and follow-up with and on mentally retarded youthful offenders. It is the only specialized center in the system for mentally retarded youthful offenders.

- (b) Correctional Advancement Centers - This program places Vocational Rehabilitation Counselors in five of the primary release facilities across the state. These counselors identify potential inmate-clients, and provide evaluation, training, treatment, placement, and follow-up services for the inmates in these institutions as well as provide a referral mechanism to local counselors upon the inmate's release. These counselors (as well as others who do not work full-time in the correctional program) supplement the Study Release Program by providing books, fees, clothing, spending monies, etc. for those inmates in that program.
- (c) Polk Youth Center, Harnett Youth Center Programs - This is a program to provide reception and intake counseling staff in order to initiate rehabilitation services to newly committed youthful offenders. These counselors transfer the majority of their cases to other Vocational Rehabilitation Counselors throughout the state upon the inmate-client's release or transfer from the respective youth centers.
- (d) The Vocational Rehabilitation Facility - Cherry Hospital in Goldsboro and the Vocational Rehabilitation Facility-Umstead Hospital in Butner (Mental Health/Vocational Rehabilitation Facilities) work respectively with the Goldsboro and Umstead Youth Centers. Through these facilities, selected youthful offenders are provided a full range of education, counseling, diagnostic, and training services. These facilities have the capacities

for more extensive involvement with the youthful offender population. Details for this involvement are being worked out. NOTE: Vocational Rehabilitation is currently working with over 5,265 adult, youthful, and delinquent offenders across the state. Including the Vocational Rehabilitation funds being used to expand correctional facilities for rehabilitation purposes (e.g., capital improvements at the Cameron Morrison School and the Pitt County Correctional Center), Vocational Rehabilitation will expend approximately \$1.2 million on offender rehabilitation this fiscal year.

### 3. Correction/LEAA Financed Programs

- (a) Model Concentrated Employment Program (Model CEP) - This program is different from the Department of Labor Concentrated Employment Program, but has certain characteristics of the Labor concept. At the present time this program is only operational in one correctional area (North Piedmont), but an application has been submitted to the State Planning Agency to expand the effort to each correctional area.

The Model CEP (a change in program name is being considered) has two program components, the pre-release training component (directed toward testing, counseling, and socialization training), and the field counseling and follow-up component (directed toward job development, on-the-job training, and job placement). The funds derived from the present grant have been used to develop staff and programming primarily in the after-care component. The

pre-release training is carried out through the support of the CEP staff, community volunteers, and other agency or industrial representatives. Program staff have listed the lack of diagnostic and evaluation staff and materials as being the primary deficiency of this model program. Also, at the present time it is primarily directed at the offender population which will be released without parole supervision.

(b) Coordinator for Vocational Rehabilitation Programs -

This program funds one staff position to coordinate all Division of Correction programming with the N. C. Division of Vocational Rehabilitation and to work with that agency and its various program components to advocate expanded services for the offender population and to coordinate those services.

(c) Jobs for Ex-Offenders - This program provides funds for staff to work within the Correctional Region offices to act as job developers for the inmate population. They also develop training and job placement programs to aid individuals being released without parole supervision.

(d) Application of New Careers for the Incurable Inmate -

This is a joint, experimental program between the Division of Correction and the Southeastern Correctional and Criminological Research Center and is designed to train certain inmates (especially those who are termed "hard core") to be counselors for and with the other inmate population. The initial class of inmates have completed their training and have been employed as staff members

by the Division of Correction.

NOTE: At the present time, there are no MDTA sponsored programs within the N. C. Division of Correction.

As stated before, the Department of Community Colleges and Technical Institutes plays a large role in this state's effort in correctional rehabilitation by providing free tuition to the inmate population for academic and technical training. A vast range of educational programs is available to those inmates enrolled in the campus-based programs, and for the inmate who is confined to the institution, there is generally an opportunity to obtain vocational training and/or basic education (ABE) through extension courses at the institution. The Division of Vocational Rehabilitation provides monies for incidentals such as books, fees, clothes, transportation, etc. In addition, several universities have enrolled inmates in their general curriculum and are beginning to establish correspondence courses for those inmates who cannot come to the university campus.

Programs available to the institutionalized juvenile delinquent are also quite varied. Programs of education, vocational training, counseling, and other special rehabilitation type programs are available for the youths. It is the feeling of some individuals (also substantiated by the planning committees) that the farming operations and institutional work areas often require youths, who would otherwise be available for more constructive training, to be generally unavailable.

There are several programs with the youth development schools which are noteworthy. These are sponsored through the same types of funding arrangements as used by the Division of Correction.

A. Youth Development/Vocational Rehabilitation - This program was established through a cooperative agreement between



these two agencies in 1967. Vocational Rehabilitation staff members are located at each of the youth development schools and work primarily with the fourteen years old and older age group. This program group provides diagnostic, evaluation training, and counseling at the institutional level. The primary thrust, however, involves a comprehensive and intensive follow-up program when the child leaves the institution.

Three special programs have been developed in the youth development schools with Vocational Rehabilitation involvement. These are:

- (1) Vocational Abilities Learning Interest Development (VALID) - This program is available at one school and is limited to those students who are near their sixteenth birthday and are not generally benefiting from the general education program. Through Vocational Rehabilitation, these youths are placed in technical institute training and/or on-the-job training situations. Many of these placements have continued after release.
- (2) General Motors Training Program - Selected youths from one school are transported to a G. M. Training Center for automotive repair training. Placement is secured through G. M. dealerships upon successful completion of the course. Tools, equipment, and meals are furnished by Vocational Rehabilitation.
- (3) Vocational Rehabilitation Facility - Cameron Morrison School - During 1969 and 1970, Vocational Rehabilitation participated with the N. C. Division of Youth Development on an 80 - 20 matching ratio for an expansion (100%

increase in size) of the existing school building to house a vocational education program. This program is just beginning operations.

The Division of Vocational Rehabilitation plans for its future involvement with the delinquency problem to focus more on court diversionary activities, through the establishment of programs which offer the courts more alternatives. This agency will continue its involvement with the institutional population, however.

- B. Youth Development/Community Colleges - The Department of Community Colleges sponsors vocational training and some remedial education courses on the youth development school campuses. ABE certificates have been obtained by many delinquent youths through this program.
- C. Youth Development/Elementary and Secondary Educational Act (ESEA) - During the past several years, the Division of Youth Development has received a considerable amount of ESEA monies for specific programming in the educational facilities. ESEA has sponsored a number of programs within this division. The following is a listing of these projects:
  - (1) Title I ESEA
    - a. Language Arts (Reading Labs)
    - b. Vocational Education
    - c. Tutorial Teachers (GED training)
    - d. Recreation Program
    - e. Camping Program (summer months)
    - f. Total Expenditures from Title I - \$800,000.

- (2) Title II ESEA
    - a. Library Supplementary Programs
    - b. Total Expenditures from Title II - \$3,500.
  - (3) Title III ESEA
    - a. Liaison Teacher Program
    - b. Total Expenditures from Title III - \$100,000.
  - (4) Title IV ESEA
    - a. Library Programs
    - b. Total Expenditures from Title IV - \$3,500.
- Total ESEA funds within the N. C. Office of Youth Development are \$907,000.

D. Youth Development/LEAA Programs - Support for delinquency programs through LEAA funds has grown over the past few years. The following is an outline of programs sponsored through these funds:

- (1) Youth Services Center - Swannanoa - \$125,000.
- (2) Emotionally Disturbed Child Program - Butner - \$15,000.
- (3) Engineered Classroom Program - Swannanoa - \$10,000.
- (4) Community College Training for Delinquents - Concord and Hoffman - \$35,000.
- (5) Community Half-Way House - Concord - \$25,000.

Total LEAA funds within the N. C. Office of Youth Development are \$210,000.

#### After-Care and Follow-Up Programs

The after-care and follow-up programs have the same inherent problems as pre-trial and post-trial ones. The fragmentation of services, and the relative unavailability of existing public services on a systematic basis hampers the follow-up care available for offenders. The needed services are

present, but there is little or no advocacy as well as coordination for the provision of these services.

Through the perseverance of individual parole officers of the N. C. Division of Parole, services are sought from and provided by agencies such as the Employment Security Commission, Vocational Rehabilitation, Mental Health Clinics, Office of Social Services, and others. Vocational Rehabilitation provides follow-up services for inmates identified at the institution, and coordinates this follow-up with the individual parole officer upon the offender's release. The greater percentage of offenders being released, however, are released without parole supervision and, thus, little service is provided except when the released offender makes a self-referral to these agencies. At the present time twenty (20) percent of offenders are being released with parole supervision. Specific programs within the follow-up areas are:

- A. Late Parole Assistance Program (LPAP) - This program is funded through LEAA in a grant to the N. C. Division of Parole. It is designed to provide an early release for inmates who have been previously rejected for parole and who are within ninety days of completing their prescribed sentence. Early release plans must include an employment and residential plan which is acceptable to the Parole Board. The intent of this program is to effect more offenders being released under parole supervision.
- B. Model Concentrated Employment Program (Model CEP) - This program component was previously described on page 48 under the Correction/LEAA Programs.
- C. Jobs for Ex-Offenders - This program was previously described on page 49.

D. Vocational Rehabilitation Program - Follow-up services are provided to all offenders identified in the institution or referred by the Division of Correction upon the release of the inmate. The types of services provided by Vocational Rehabilitation were previously described on page 46 . This agency also provides follow-up services for the juvenile delinquent population from the youth development schools (ages 14 to 16). All follow-up is coordinated with the appropriate after-care officer (Social Services, Courts or Parole), but with the exception of cooperative agreements with several County Departments of Social Services, Vocational Rehabilitation does not have formalized agreements with the primary agencies responsible for after-care.

The after-care and follow-up services for juvenile delinquents (this would also have application to delinquency prevention), are severely hampered in a number of ways. These are:

A. Age of offender - Interpretations of the Child Labor Laws prevent a great number of youths from participating in rehabilitation type programs. Conservative estimates indicate that there are over five hundred youths in the state who are under sixteen years old and cannot, either by court order or school administration ruling, attend public school. Yet these same youths cannot participate in the remedial education, evaluation, and vocational training programs in the thirty-nine community vocational workshops in the state, or many of the technical institute or on-the-job training situations due to the interpretation of the law.

B. Fragmented after-care and follow-up responsibility - This report

has already dealt with the many problems related to this matter. The responsibility for these services has been given to various agencies, but the accountability for meeting these responsibilities has been lost.

- C. Lack of service programs - There are various programs throughout the state to provide services to the mentally ill, mentally retarded, high achievers, low achievers, and the homeless, but the child with behavioral problems has little or no access to any program. The Department of Social Services (ad hoc planning committee arranged after April 1, 1972) feel that they, almost without exception, receive these youths when they cannot be served by the other agencies. There seems to be an extreme deficiency of service programs available for this type youth.

#### Description of Identified Needs Within the System

The structure of this overall planning effort included the establishment of a "planning committee" comprised of personnel working with those primary agencies within the criminal justice system (i.e., Law Enforcement, Courts, Probation, Parole, and Correctional Institutions, Adult and Juvenile). These groups were augmented by planning committees from the community, the offender, ex-offender population, and Vocational Rehabilitation (an ad hoc planning committee was formed from the Department of Social Services on April 1, 1972). Consultation has been secured from the Employment Security Commission, Department of Community Colleges, State CAMPS, and a consulting firm (A. L. Nellum and Associates) which was hired by the U. S. Department of Labor. Each planning committee met a total of three times (except the Department of Social Services which has met two times) and has formulated lists of needs of the offender, programs, and delivery systems. The following

is a breakdown of the planning accomplished during the meetings of each of these groups as it pertains to the needs of the system and offender population.

Community

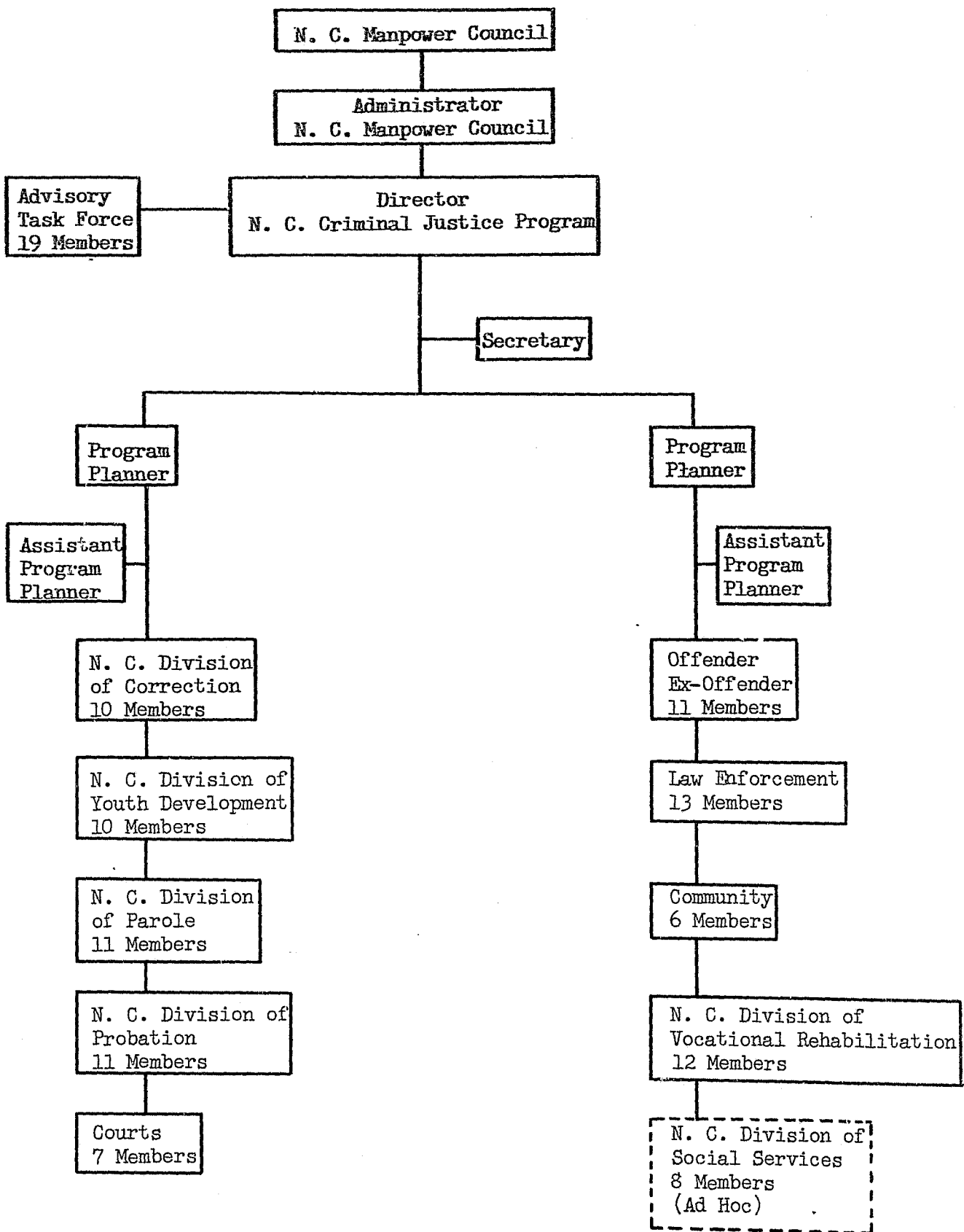
The necessity of an expanded community role in all sections of the criminal justice structure through additional community volunteer programs was the primary theme of this committee. The major proposals were as follows:

1. A state level coordinator for all community volunteer programs within the criminal justice system.
2. A state clearinghouse and information center on volunteer programs within the criminal justice system.
3. A network of group homes for juveniles (delinquents, undisciplined, abused, and neglected).
4. A network of community evaluation centers for juveniles with the philosophy of diverting greater numbers of youths to community-based programs.
5. Expanded pre-trial evaluation programs, speedier trials, more flexibility within bail-bond procedures, better legal assistance for offenders, and generally, more alternatives to incarceration.

The primary resolution of this group, however, was to expand the use of community volunteers at each level. With proper organization, management, and training, community volunteers would be the primary deterrent to incarceration and the primary asset in community-based help for the offender. After all, the community is the environment in which the majority of offenders and ex-offenders must learn to live. There was general committee consensus of the following point:

Needs of the Offender + Support of the Community = Services = Rehabilitation

STRUCTURE OF PLANNING PROGRAM





Courts

The courts planning committee felt that the offender had strong needs in the areas of expanded community-based programs for improved evaluation, diagnostic, and treatment services. Numerous examples were given in which particular courts have attempted to utilize community services, but the services fell very short in producing effective results.

The committee discussed the general need for court officials and judges to have a better knowledge of available resources, expressing the belief that increased awareness would lead more judges to use these services rather than committing offenders to institutions. It was further discussed that the General Court of Justice needed to create a new position, described as a trained professional, nonjudicial, court executive or administrator. This person would be in charge of all court business including records keeping, budgets, clerical functions, and docket arrangement. He could also keep the court advised of available community resources and coordinate community volunteer programs. (NOTE: Notation must be made that each respective member of this committee may not have totally agreed with each item).

N. C. Division of Correction

This committee related their concerns primarily by stating that the correctional process was something which needed a total joint effort among all agencies. They identified, in priority order, the following needs of the offender population:

1. Correctional Region Reception and Evaluation Centers with full-time diagnostic staffs, community volunteer program, and participation of other agencies (e.g., Vocational Rehabilitation, Parole, Employment Security Commission, etc.)

2. Programs in medium custody units for education, work sampling, counseling, and vocational training. All these programs and services would be used to raise the custody grade of the inmate in order that the respective inmate could participate in work release or study release programs at honor grade units.
3. Community-based correctional centers for youthful offenders to treat, train, and provide supervision to the majority of youthful offenders being committed.
4. Expanded community volunteer programs at each correctional institution.
5. Expanded pre-release and follow-up programs similar to those in the North Piedmont Correctional Area (Model CEP) to a statewide operation.
6. Centralized filing and data-keeping program through which a single complete record on a particular offender could be found.

The primary focus of this committee could be described as an inter-agency team approach to solving an inmate's needs. This committee had very strong feelings about mobilizing all available services in this fashion.

#### N. C. Division of Parole

The parole planning committee outlined their desire to become a part of the institutional program through the establishment of additional institutional parole officer (IPO) positions. They felt that the IPO could be used more effectively from the primary points of reception (Correctional Region Reception and Evaluation Centers) and could be very effective in providing the Parole Board with more meaningful information regarding treatment, training (or employment) and housing plans upon which to base their decisions.

This committee felt, also, that there is a need for better community-based alternatives to institutions, better evaluation and diagnostic programs, housing programs, and a centralized clearinghouse for all correctional information and data.

#### N. C. Division of Probation

The probation planning committee expressed some real problems related to their ability to meet the needs of the offender population. In order for them to provide comprehensive services, they felt the following programs would be needed:

1. Special considerations should be given to the 16 - 18 year old offender through expanded use of "prayer for judgment" or other types of "judgment--continued" dispositions.
2. Pre-trial and post-trial evaluation, diagnostic, training and service programs.
3. Family counseling programs.
4. Improved methods of providing legal assistance to offenders.
5. Improved housing facilities.
6. Special programs for drug offenders.

The primary theme of this planning committee was to facilitate coordination of services currently available to restructure certain aspects of the present system (primarily the philosophies of commitment vs. probation, and to develop new programs where needed, especially those which are community-based.

#### N. C. Division of Vocational Rehabilitation

During its initial meeting, this planning committee identified needs of the offender at the various levels of the criminal justice system.

Pre-trial and Post-trial Needs

- A. Complete evaluation of the medical, social, educational, psychological and vocational factors.
- B. An advocacy program for the defendant.
- C. Alternatives to "wasting time" in the jail for those who cannot afford bail costs.
- D. A speedy, fair trial with more adequate legal representation.
- E. Housing Programs.
- F. Vocational training and employment programs.

#### Institutional Needs

- A. Educational programs including basic education to college level.
- B. Vocational training which leads to marketable skills in the community.
- C. Improved medical services.
- D. Inmate participation in establishing his rehabilitation and employment plan.
- E. Personal and social adjustment training.
- F. Behavior modification programs especially for inmates with custody rating which prevent them from participating in community-based programs.

#### Follow-Up and After-Care Needs

- A. Job placement commensurate with offender's skills.
- B. Housing Programs.
- C. Better individual and family counseling programs.
- D. More adequate medical services.
- E. Community acceptance of the offender population.

This planning committee agreed that there were numerous resources available to meet these needs, but due to the lack of referral procedures and coordination within the resources, the effectiveness of these resources in meeting the needs of offenders is limited.

During the remaining two meetings, this committee discussed the delivery systems available to carry out programs to meet the offender's needs. All members agreed that Vocational Rehabilitation should be involved at all levels, taking an active role in the community-based programs and a supportive role in institutional-based programs. They determined that a centralized records keeping system should be developed, community-based alternatives to institutionalization should be developed, expanded development of reception and diagnostic centers is needed, additional pre-sentence diagnostic centers are needed, and a more formalized pre-release program should be established.

#### N. C. Division of Youth Development

The members of this planning committee were of the general opinion that juveniles could be better served in the community rather than in an institution. They felt that the public schools should act as a deterrent to juvenile delinquency through expanded counseling and guidance activities and through the development of an expanded curriculum. This committee felt that a network of community diagnostic and evaluation centers should be established throughout the state.

The top priority needs of the delinquent population listed by this committee were:

- A. Better counseling programs.
- B. Expanded liaison teacher programs.
- C. Community volunteer programs.
- D. Expanded learning lab programs at the institution.

Law Enforcement

The members of this planning committee pointed out many needs of the offender. Their primary interests, however, are centered around relieving the law enforcement sector from some of its present duties and allowing this group of individuals to perform what they felt was their primary function--the protection of lives and property. Alternatives to arrest, especially for "victimless crimes" are needed. The specific program delineated was for chronic public drunks.

Another proposal of this committee was the statewide expansion of the bail-bond program currently operating in Charlotte (previously described). They also pointed out the following needs of the system:

- A. Community resource specialists for the law enforcement sector.
- B. Court administrators to be in charge of all court nonjudicial business (including docket arrangement) to increase the efficient operation of the court.
- C. Research assistance for judges.
- D. A statewide information system on available community resources and programs.
- E. Improved evaluation and diagnostic resources for juveniles.

The committee identified the needs for better counseling services and legal assistance for the arrested offender population but felt that community attitudes, feelings, and general apathy would cause problems in developing programs of this nature.

Offender and Ex-Offender

This planning committee identified many problems within the current structure in meeting the needs of the offender, and also identified many needs of the ex-offender. They felt that many of the current programs looked good

"on paper," but in actual practice fell short in accomplishing the goals outlined in these programs. Thus, much pessimism was exhibited during the initial meeting. Thereafter, this committee became more optimistic and some very positive planning was accomplished. The primary needs identified by this committee were the following:

- A. Offenders should be treated with more dignity and respect.
- B. Political influences within the judicial system should be removed thus paving the way for more effective rendering of justice.
- C. Alternatives to long arrest periods before trial (suggesting a more flexible bail-bond program) were thought to be essential, especially when coupled with improved legal assistance and counseling advocacy programs.
- D. Improved evaluation, vocational training, education and treatment programs at all levels are needed.
- E. Improved programs of legal assistance, especially the formal help in "writ rooms," and the availability of additional educational materials in the institution.
- F. More involvement by the inmate with personnel outlining rehabilitation and employment plans.
- G. Expanded programs of work release and study release at the N. C. Correctional Center for Women.
- H. Improved involvement by the inmates with the Parole Board.
- I. Better housing, placement, and follow-up services.

This committee was extremely helpful providing information regarding the effectiveness of current programs and how they, the recipients of these services, viewed them.

Summation of Identified Needs

Certain needs were found to be somewhat "universal" among all groups. The following table outlines the needs, the frequency of the identification, and the program components derived from the MDIA funds available to this state that are designed to partially meet those needs. The table also lists those needs which can only be met through some revisions or additions to the present criminal and juvenile justice systems.

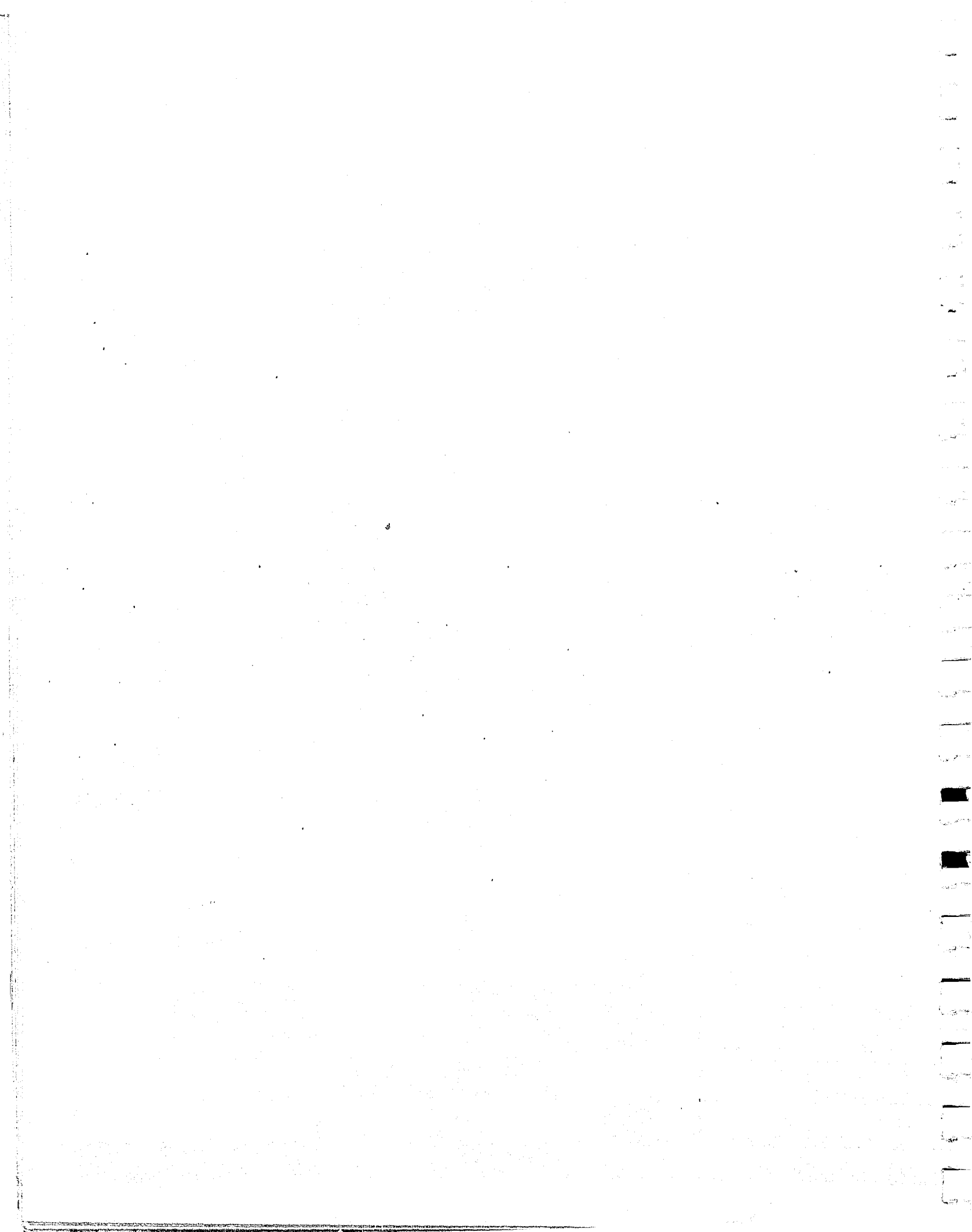
Upon objective perusal of this table, one can see that the program components which will be described in Chapter III, are designed to partially meet the needs prescribed by the various planning committees. These programs cannot be expected to meet the total needs, however. This state will have to subscribe to the goal of revising certain aspects of the criminal justice system, the redeployment of certain programs and funds, and provide additional monies to implement additional programs.



**CONTINUED**

**1 OF 3**





## Chapter II

Model State Plan for Criminal Justice and Offender  
Rehabilitation Programs

In the previous chapter, the present criminal and juvenile justice systems were described through a delineation of the statutory and regulatory responsibilities governing the operations of the various agencies involved in those two systems. The programs which exist within these agencies as well as those programs which have been established through and with other agencies were also described. Possibly more noteworthy, however, was the preliminary description of the "gaps" in services that presently exist within these systems.

This chapter will describe a model plan for criminal justice and offender manpower programs. The primary discussion will surround an "Ideal Offender Manpower and Rehabilitation Services Delivery System." Later, an "Ideal Criminal Justice System Structure" will be discussed, and its (the structure) relationship to an effective manpower delivery system.

It is reasonable to expect that some of the previously described "gaps" can be closed through a more systematic and coordinated utilization of existing resources, but additional resources will have to be identified in order to support the plans that the respective agencies have laid to completely close these gaps. The ideal services delivery system is simply the culmination of these respective plans along with the integration of the planning carried out during this study. It is designed to achieve a systematic and continuous services delivery system for the offender population.

The structure of the model state plan is based on the premise that this state can meet its obligations to provide manpower, treatment, and rehabilitation services to the offender, and continue to fulfill its obligations for offender control and meaningful retribution for the offenses committed by these individuals. In order to fully understand the model plan, one must view the delivery system in terms of meeting these obligations in the most effective manner, or else considerable misunderstanding will be an outcome. Also of primary importance is the understanding that the rehabilitation and control services are the primary responsibilities of those agencies within the criminal and juvenile justice systems with no implied or stated implications to the contrary.

#### Ideal Offender Rehabilitation and Manpower Services

##### Delivery System

This model services delivery system was derived from the planning activities of over one hundred (100) individuals from the criminal and juvenile justice systems, supportive services agencies, community, and offender population. These individuals have met over thirty (30) times during the past three (3) months. These individuals have defined the various needs of the offender population, the programs which could be effective in meeting these needs, and briefly outlined their feelings regarding the most appropriate delivery mechanisms for these programs as viewed from their respective vantage points. Therefore, this model plan cannot be interpreted as the thoughts, ideas, or philosophy of any single individual, but should be viewed as the product of an extensive planning effort by persons working directly and indirectly with the justice systems as well as persons who have and are receiving services from these systems.

State government reorganization has paved the way for an effective administrative structure to deliver a systematic flow of rehabilitation and control services to the offender population. As previously stated, the 1971 North Carolina General Assembly approved (along with a total reorganization plan) the establishment of the Department of Social Rehabilitation and Control (DOSRAC). The same legislation provided for the grouping of the N. C. Department of Correction, the N. C. Department of Youth Development, the N. C. Probation Commission, and the N. C. Board of Paroles within this new Department and under the administrative authority of a Secretary (State Council or Governor's Cabinet level). This consolidated the responsibilities and authority of the state agencies for the control and rehabilitation of offenders with the exception of juvenile probation and after-care (supervision during "conditional release") which remained with various agencies. Consideration should be given to consolidating this authority as soon as practical, and by placing this authority with the Department of Social Rehabilitation and Control, a single state authority for adult and juvenile, institutional, probation, and parole could be attained. Unless consolidation of this authority is effected and the fragmentation reduced, it would seem that juvenile offender rehabilitation will always be hampered.

The emphasis of the ideal services delivery system is on the community. Much has been done within the respective institutions to initiate meaningful rehabilitation and manpower programs, and additional support should be given to these efforts. However, it is now time to direct future efforts towards the establishment of community-based evaluation, diagnostic, treatment, vocational training, educational, and counseling programs to act as alternatives to incarceration. The alternatives could be utilized by the courts as institutional diversionary service components, by probation as diagnostic, evaluation, training, and service facilities, and by parole as special service

centers. Additionally, other community agencies such as public schools, law enforcement, and others who come into contact with people with problems could utilize the services. The overall emphasis of the state plan would therefore be the establishment of a network of these community-based programs throughout the state. (see chart on page 72).

The second major emphasis of the state plan will deal with the manpower services needs of the institutionalized offender. This state maintains separate authorities and institutions for adult and juvenile offenders, thus the plan will deal with the systems separately. Programs within the institutions, juvenile or adult, should be designed to rehabilitate the offender in the most efficient fashion and designed to return that offender to the community in the most expedient manner (the programs referred to here are those outside the required control and custody programs). These programs should be geared towards meeting the needs of the offender when he or she is released.

#### Juvenile Institutional Manpower System

An ideal manpower services delivery system for juvenile delinquents in institutions is a very difficult system to present. It involves not only the juvenile correctional institutions but the entire social, society, public agency, and family constellations. Primary emphasis should be placed on diverting youths from institutions if at all possible (through the community-based facilities). But realism dictates the need for some youths to be placed in correctional facilities. Thus, there is a need to devise a meaningful manpower (or habilitation) program for these institutionalized youths.

Many of the present laws governing youths were established to prevent the exploitation of these same youths prior to the evolvement of social agencies which promote a "social conscience" for youths. Child labor laws are restrictive to the point that these youths cannot be enrolled into the Vocational

Flow Chart for Community-Based Offender Manpower Services

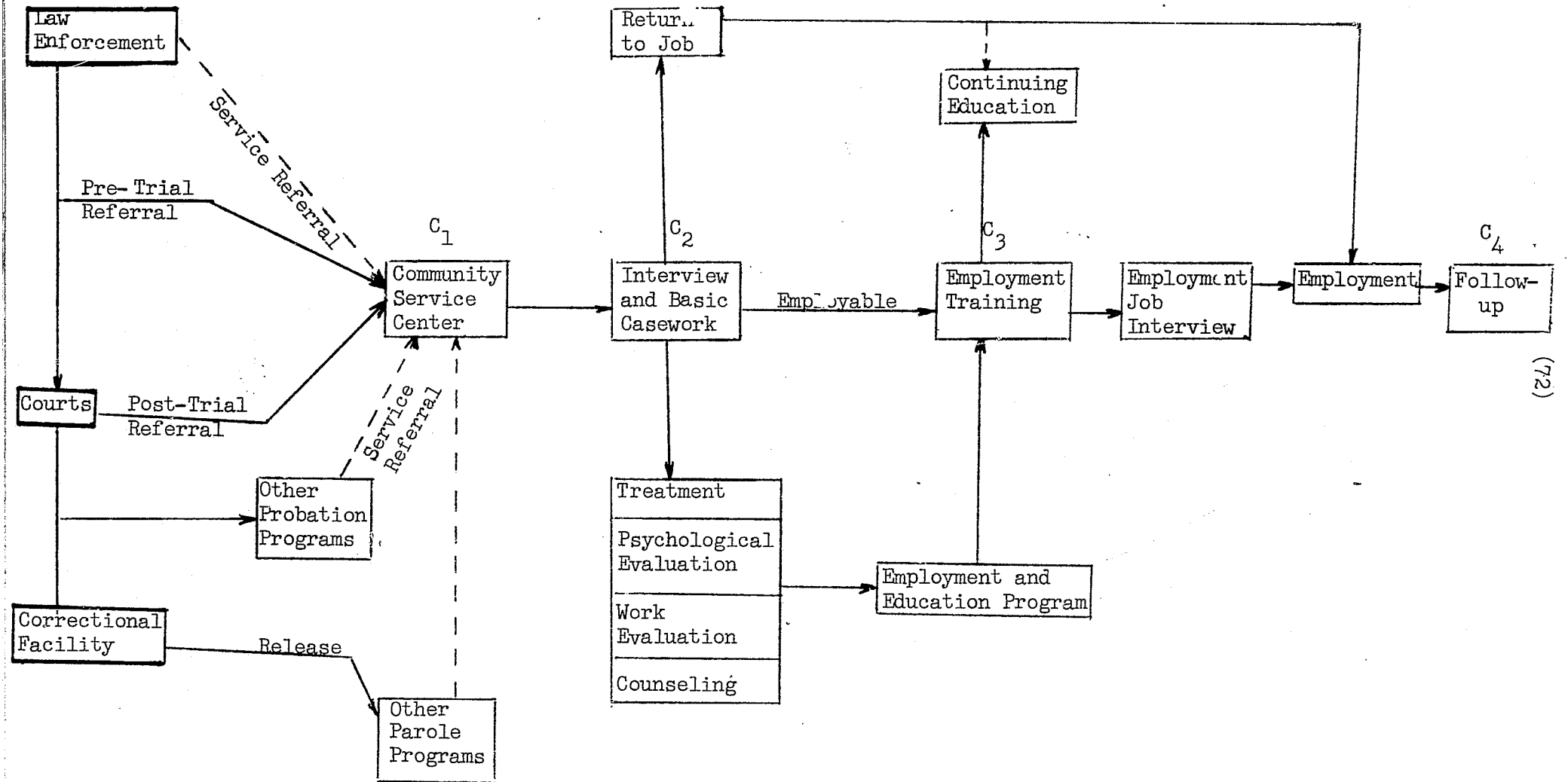




Chart Definitions

- C<sub>1</sub> - Community Services Center - This center (named here just to identify services areas) would provide services to the offender primarily in the pre-trial and post-trial areas, and provide services during after-care (after release from an institution) on a referral basis. This center should be identified with the respective community and under local authority when advisable. There should be explicit leadership and authority lines established with a state government agency, however.
- C<sub>2</sub> - Interview and Basic Casework - The primary work carried out by such a community center will be 1) evaluation of the individual, 2) coordination of existing services within the community, and 3) establishing employment training programs, employment placement programs, and educational programs for the offender population. Housing will be provided on a short-term basis and long-range housing will be established in the community.
- C<sub>3</sub> - Employment Training - The end goal of any service program for the offender should be employment. This does not preclude the necessity of providing education (especially for juvenile offenders) and pre-employment training.
- C<sub>4</sub> - Follow-up - These services will be provided (as are all of these services) in conjunction with the legal authority (e.g., probation, parole, etc.) and will continue until the offender has made a satisfactory adjustment to his work and community.

Workshop and Vocational Rehabilitation Centers across the state until the youth becomes sixteen (16) years old. Also, compulsory school attendance mandates a child (and his family) to stay in school until he is sixteen years old. Juvenile institutions, however, have an opportunity to provide meaningful educational, vocational education, and work oriented treatment programs for youths committed to its care. The original premise, however, was that these programs should be geared to meet the needs of the offender.

The flow chart for juvenile institutional manpower services (see page 75) will outline just how manpower development services could be rendered to these youths. Many of the things shown on the chart are in existence or are being developed. It is hoped that further efforts will be made to further develop these programs.

#### Adult Institutional Manpower System

An ideal manpower services delivery system for the institutionalized adult offender would also be a supplementary plan to existing services. Primary emphasis in supplementing existing services should be directed towards additional evaluation service programs and manpower programs for the medium custody field correctional units. The attached chart will demonstrate this program.

As it has been stated, a model manpower services delivery system would necessitate the development of additional evaluation and diagnostic centers. Emphasis should also be placed on developing additional programs at the medium custody field units, especially treatment, education, counseling, and vocational and employment training.

#### After-Care and Follow-Up Manpower Services Delivery System

The needs of individuals of any age group being released from any institution (e.g., correctional, mental health, centers for the retarded, etc.)

Flow Chart for Institutionalized Juvenile Manpower Services

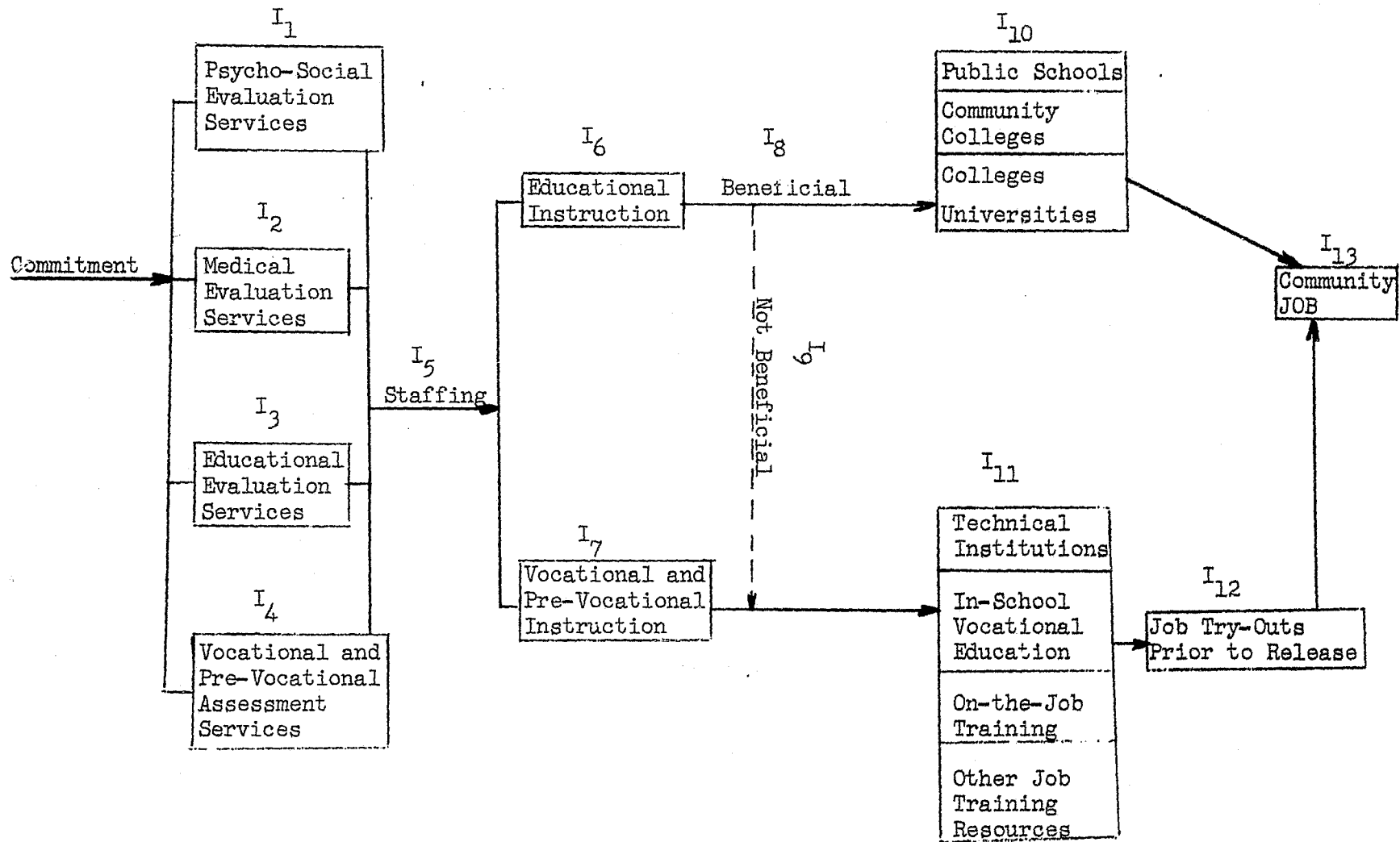


Chart Definitions

- I<sub>1</sub> - Psycho-Social Evaluation Services - Evaluation into the psychological factors (i.e., intellectual functioning, motivation, personality, and character) and the social factors (i.e., family constellations, background information, etc.).
- I<sub>2</sub> - Medical Evaluation Services - Complete general physical including a complete systems review (general systems, eyes and vision, ears and hearing) and treatment as indicated.
- I<sub>3</sub> - Educational Evaluation Services - Evaluation into the factor affecting learning (i.e., interests, achievement levels, academic potentials, etc.).
- I<sub>4</sub> - Vocational and Pre-Vocational Evaluation Services - Evaluation into factors which will lead to a vocational diagnosis (i.e., interests, skills, abilities, and potential).
- I<sub>5</sub> - Staffing - An inter-disciplinary (and inter-agency when applicable) staffing of the evaluation data with the respective youth, and the outlining of an educational, treatment, and vocational plan with the youth's participation.
- I<sub>6</sub> - Educational Instruction - Programs designed to be most beneficial to the youth's needs. To the extent possible these programs should capitalize on the youth's assets. If the youth does not benefit from the educational program after two or three months (suggested time period, but flexible) he should be re-evaluated and a new program designed or the option listed under I<sub>9</sub>.
- I<sub>7</sub> - Vocational and Pre-Vocational Instruction - Programs which are supplementary and a part of the educational instruction. They should be designed to impart skills to the youth which have application to that youth's community.

- I<sub>8</sub> - Educational Instruction Which Is Beneficial - Education courses should be of primary importance as long as the youth is benefiting from them and interested in continuing. Better students should be directed to the options under I<sub>10</sub>. Students not benefiting should be re-evaluated.
- I<sub>9</sub> - Educational Instruction Which Is Not Beneficial - Students who are not benefiting from educational courses, and after a re-evaluation are expected not to benefit from further education, should be diverted to the options under I<sub>11</sub> and possibly adult basic education curriculum (ABE) which will allow him to obtain a high school equivalency certificate.
- I<sub>10</sub> - Advanced Educational Resources - Better students and students showing interest in furthering educational training could be referred to these resources. Students going to schools requiring tuition or other fees could receive this support from the N. C. Division of Vocational Rehabilitation or other sources.
- I<sub>11</sub> - Vocational Training - Students who cannot or will not pursue an educational program could be directed to one or more of these training resources. Here again, the Division of Vocational Rehabilitation could aid in any costs involved.
- I<sub>12</sub> - JOB Try-Outs Prior To Release - This would be advisable but should not delay the youth being released (except when indicated). The concept could be the same as the small programs currently operating at the Juvenile Evaluation Center (VALID), Stonewall Jackson School (G. M. Training and Rowan Technical Institute), and Cameron Morrison (Sandhills Community College).
- I<sub>13</sub> - Community Job - The orientation of the entire effort will ultimately be a community-based job.

Flow Chart for Institutionalized Adult Offenders Manpower Services

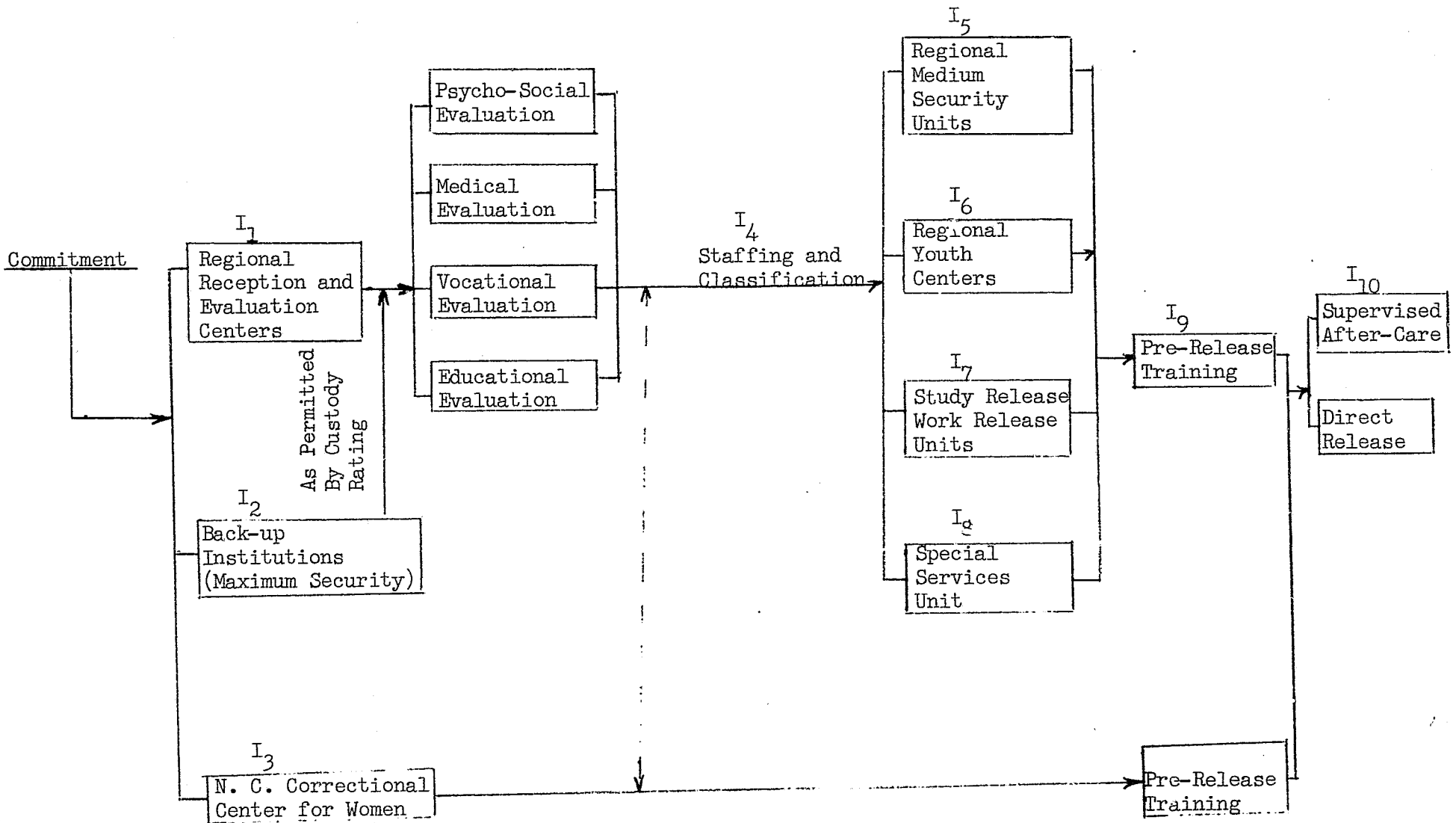


Chart Definitions

- I<sub>1</sub> - Regional Reception and Evaluation Centers - The N. C. Division of Correction has attempted to establish these centers throughout the state. The centers could be a prime asset in the state's efforts to rehabilitate offenders.
- I<sub>2</sub> - Back-up Institutions - There are basically five institutions within the state correctional system designated by the Division of Correction for maximum and close security grade inmates. The committed offender requiring this type of security is generally sent to Central Prison (or if less than 21 to Polk Youth Center) first, and then is sent to one of the other institutions by the central classification committee.
- I<sub>3</sub> - N. C. Correctional Center for Women - There is at this time only one correctional facility for female offenders (adult). All committed female offenders (all ages and custody grades) are sent to this facility.
- I<sub>4</sub> - Staffing and Classification - Based on the evaluation, diagnostic, treatment, custody-grade, and employment planning accomplished by the Regional Reception and Evaluation Centers, an inter-disciplinary (and inter-agency if applicable) should be held to determine the unit which could best meet the inmate's needs. Limitations placed on the Division of Correction due to the various work quotas (e.g., road, institutional, etc.) will have to be considered also.
- I<sub>5</sub> - Regional Medium Custody Unit(s) - Designed for offenders who have not yet attained an honor grade security rating. These units are the place

where programming in education, work, vocational training, counseling, and treatment are most needed and desired by the Division of Correction. These programs should be designed to provide "vehicles" for the inmates to raise their security ratings (when applicable) and, therefore, be transferred to one of the other units (when applicable). Emphasis would be placed on utilizing existing resources and keeping the duplication to a minimum.

- I<sub>6</sub> - Regional Youth Centers - These are to be developed through the discretion of the Division of Correction based upon the need for such units.
- I<sub>7</sub> - Study Release and Work Release - Units designed for honor grade inmates to participate in these programs. Consideration should be given to supporting the Division of Correction's request for additional facilities to carry out these programs.
- I<sub>8</sub> - Special Services Unit(s) - Units which provide specialized programs of treatment (health, behavior modification, psychiatric) and education and/or services to the mentally retarded offender. Examples of this unit, among others, are the Surry unit (educational), Central Prison Hospital and McCain units (treatment and hospital services), Correctional Rehabilitation Center (for the mentally retarded), and the Kenansville unit (educational).
- I<sub>9</sub> - Pre-Release Training - Units to provide training in the employment, personal and social adjustment, community resources, and recreational activities resources areas.
- I<sub>10</sub> - Supervised After-Care - It would be helpful if a greater number of inmates were released with a period of supervised after-care help.



are approximately the same. (This would be especially true the longer an individual remained in an institution). The primary differences would lie in the fact of the legally imposed follow-up or after-care supervision.

NOTE: It has been noted that many offenders do not clearly understand what their responsibilities are during this supervised follow-up. When this supervised follow-up is removed, the basic needs of individuals are (not necessarily in rank of order):

- 1) Education - Public school and continuing education.
- 2) Job Placement - Assuming skill-training has been effected.
- 3) Job Training - To achieve skills for employment.
- 4) Housing - Self, family, foster care, rehabilitation home.
- 5) Advocacy Aid - Counseling, legal aid, or "a friend."
- 6) Community Acceptance - Community understanding and support.
- 7) Financial Support - Vocational placement or public aid.
- 8) Meaningful Recreation - Resources education.

These needs remain fairly constant among individuals of any age who are released from an institution. Age will cause a fluctuation in the priority of establishing programs to meet respective individual's needs (e.g., it could be anticipated that a fifteen year old youth would need an educational program more than a thirty year old adult), but this would not alter the basic needs of the respective individuals.

It should be noted also that if the prior manpower services systems (pre-trial, post-trial, and institutional systems) have been functional, the needs of the offender at this stage will have been narrowed to include only:

- 1) Education or Continuing Education
- 2) Job Placement
- 3) Housing
- 4) Follow-up Counseling

This would not only be an advisable concept but a feasible one. Thus, emphasis should be placed on the above listed areas.

#### Summary

The state plan for manpower services delivery systems should, therefore, be concentrated in the following areas yet supportive to the further development of existing programs:

- 1) Pre-Trial and Post-Trial Programs
- 2) Institutional Reception and Evaluation Centers
- 3) Institutional Education, Treatment, and Training Programs, especially the medium custody unit.

#### Ideal Criminal and Juvenile Justice System Structure

The description of the model manpower services delivery system in the proceeding section cannot be complete without some passing reference being made to an ideal criminal and juvenile justice system structure. The success of the described services delivery system and the manpower program components which will be described in Chapter III of this report are not incumbent upon the implementation of this ideal structure, but such a structure would lend itself to more effectiveness of the delivery of services and the rehabilitation (or habilitation in the sense of juvenile delinquent) of the offender.

Many needs of the offender that were defined by the various planning committees and utilized in developing the model services delivery plan,

surround things which cannot be met by a services delivery plan, alone. Things like speedier trials, "decriminalizing" certain offenses, reducing the fragmentation of the authority for certain services, improving the legal aid to offenders, etc. can only be brought about through some structural modifications. Also, and probably of more primary importance, the emphasis on establishing community-based treatment, service, and development centers can only be achieved on a wide-scale basis through certain structural and legislative changes. Thus, it was deemed to be advisable by the majority of task force and planning committee members that some mention of these "structural needs" would be in order.

Some of the basic reasons supporting the need for structural modifications are as follows:

- 1) The majority of programs within the present criminal and juvenile justice systems are fragmented and were developed with little inter-agency coordination, planning, or goal setting;
- 2) The majority of programs provided to these systems are fragmented and were developed with little to no coordination, planning, or goal setting;
- 3) The existing structures (and the services provided within these structures by primary and supportive agencies) have demonstrated only minimal success in crime and delinquency prevention and little success in rehabilitating those who do commit crimes;
- 4) The authority for certain aspects of control and rehabilitation of the criminal and juvenile delinquent offenders was not included in the 1971 state government reorganization legislation which establishes a single department within

state government (e.g., the Department of Social Rehabilitation and Control) having the authority for these services, thus the authority remains fragmented;

- 5) The backlog of cases waiting trial and the number of accused offenders waiting trial in jails (and juvenile detention facilities) have been steadily growing during the past few years;
- 6) The authority to establish, maintain, and operate community-based pre-trial and post-trial (primarily the pre-trial, however) evaluation, diagnostic, treatment, and development centers is not clearly delineated or laid to any single agent of state government;
- 7) The feeling among most convicted and committed offenders that they did not receive adequate legal assistance during their trial (an outcome of the offender and ex-offender planning committee); and
- 8) The lack of diagnostic and evaluation services available to the courts and agencies with criminal and juvenile delinquent control and rehabilitation responsibilities.

This list is not intended to reflect the total and only reasons surrounding the need for some structural modification. Each respective section or level of these systems could multiply the list tenfold if their specific needs were incorporated. The idea being presented here is the consolidation of all services, programs, and authorities within and to those agencies (or departments) having the primary statutory responsibilities for those services and the development of new authorities within existing agencies (or departments) for services which are needed, but not presently available.

The reforms which have been initiated by the Commissioner of Correction, N. C. Division of Correction, would probably provide the most convenient point to further implement an ideal system. Through this Commissioner's leadership, the basic philosophy of the Division of Correction has become rehabilitation and treatment in nature, with a strong community orientation. Through the system changes being brought about by him, many rehabilitation activities have been established. The recommendations made in the "Interim Report of the Adult Penal Institutions," by the Penal Study Committee of the North Carolina Bar Association have virtually all been adopted into the operational Procedures of this Division.

The same penal study committee was asked by the Governor of North Carolina to do an in-depth study of the state juvenile delinquency institutions. The report of this study, "As The Twig Is Bent," outlines certain programs and legislative changes for the juvenile corrections system, and provides an additional avenue to implement an ideal structure. The N. C. Division of Youth Development has brought about certain reforms within their structure which have led to better services to the juvenile delinquent population.

The net results of these agencies' internal reforms have been:

- 1) A drop in their average daily population over the past several years, and
- 2) Generally, a shorter period of confinement for the committed offender through the rehabilitation programs that have been established.

These reforms, however, have not been enough to keep pace with the social upheavals being experienced in society. The prevailing attitudes within respective local communities seem to suggest that the public is generally unable to perceive the significance of effecting rehabilitation services

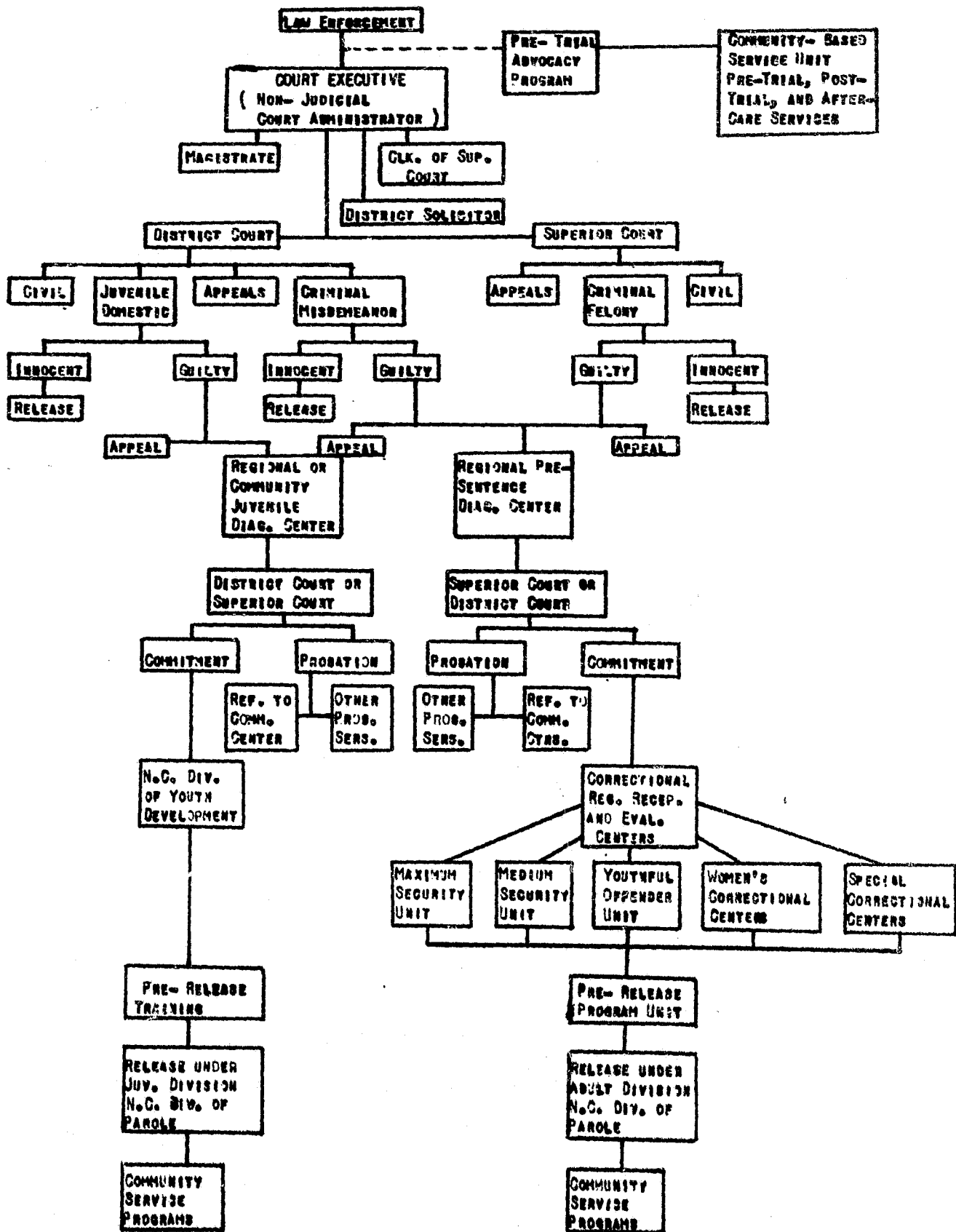
within the community as opposed to the institution.

The outline chart on the next page will show an "Ideal Criminal and Juvenile Justice System." This system structure is based on the more efficient flow of manpower and rehabilitation services to the offender, and predicated on the concept that:

- 1) All services and authority for the control and rehabilitation of the juvenile delinquent and criminal offender (probation, institutionalization, and follow-up (parole and conditional release supervision) should be consolidated and centralized within the agencies (or department) having the primary responsibilities for these services;
- 2) The majority of adult and juvenile offenders should have a comprehensive evaluation of psychological, medical, social, educational, and vocational factors prior to sentencing or adjudication;
- 3) The involvement and coordination of agencies providing supportive and other auxiliary services to these systems could be attained;
- 4) The acceptance of the need for an individual within the court structure to administer all nonjudicial court business and court docketing as being valid and desirable; and
- 5) The general public will understand and accept their role for crime and delinquency prevention and their fair share of the rehabilitation responsibilities for individuals who do commit offenses.

The ideal structure suggests nothing new or any radical departure from what is currently being done or from suggestions which have previously been made within the various levels. The end goal would be a system structure

IDEAL CRIMINAL JUSTICE SYSTEM STRUCTURE



which would provide for the most efficient rendering of rehabilitation and manpower services to the offender and the rendering of justice.

Program Components Within the Model Manpower Services  
Delivery System

A complete and in-depth description of the program components which will be established through the presently available U. S. Department of Labor, Manpower Administration funds can be found in Chapter III. Basically, these program components fall within the community-based program area, the institutional area, and the after-care or follow-up areas. Please refer to Chapter III beginning on page 96 for further information.

Plans for Implementing Programs Within the Model Manpower  
Services Delivery System

The plan for implementing the program components has two natural ingredients:

1. The goal and purpose of the respective component, and
2. The agency who will carry out the respective component.

There are basically six (6) program components being planned:

1. Program Component 1 - "Office of Criminal Justice Manpower Planning Services"

a. Goals and Purposes

- 1) To plan and promote the development of a comprehensive and coordinated state manpower plan for the entire criminal justice system, taking into account state, area, and regional planning groups.
- 2) To coordinate state manpower and manpower-related



programs for the criminal justice system in order to reduce duplication of programs and increase the efficient administration of programs.

- 3) To coordinate the manpower needs of the criminal justice system with the N. C. Manpower Council and the N. C. Division of Law and Order, and the various agencies providing manpower-related services to that system.

b. Responsible Agency - The N. C. Manpower Council

2. Program Component 2 - "Self Improvement Centers"

a. Goals and Purposes

- 1) To establish pre-trial programs of medical, psycho-social, work, and vocational evaluation, and programs of treatment, training, job placement, housing, and follow-up.
- 2) To establish post-trial programs for offenders placed on probation with the same services listed above.
- 3) To establish individualized employment plans for these offenders based on their evaluation data, needs, etc. with the ultimate goal of employment for these offenders.

b. Responsible Agency - N. C. Department of Social Rehabilitation and Control

3. Program Component 3 - "Regional Correction Reception and Evaluation Centers"

a. Goals and Purposes

- 1) To provide evaluation, training, and counseling

services at a designated reception unit to all new commitments.

2) To establish an employment plan (or work release alternative) for these offenders.

4) To provide the evaluation data and other records to the responsible after-care or follow-up agency.

b. Responsible Agency - N. C. Department of Social Rehabilitation and Control, Division of Correction.

4. Program Component 4 - "Pre-employment, Motivation, and Employment Program for Juvenile Delinquents"

a. Goals and Purposes

1) To reduce the number of youths being released from public schools due to behavioral problems or being expelled who are not eligible for work, who do not have skills to compete for jobs, or who are in need of employment training to acquire the skills.

2) To establish work training programs, evaluation, and counseling programs for youths experiencing problems with the goal of maintaining them in school or a combination of school and work.

3) To establish new patterns to meeting the juvenile delinquency problem.

b. Responsible Agency - N. C. Department of Social Rehabilitation and Control, Division of Youth Development.

5. Program Component 5 - "Pre-employment Motivation, Employment Training, and Educational Training Program for Correctional Units Housing Inmates Not Eligible for Community-Based Services"

a. Goals and Purposes

- 1) To provide counseling, education, and employment training programs for offenders not eligible to participate in community-based services.
- 2) To establish mechanisms whereby offenders will have an opportunity to receive these services and based on their participation, attitudes, and development have an opportunity for classification upgrading leading to community-based employment training and employment.
- 3) To establish programs which can utilize the inmate's time to the fullest development of his manpower talents.

b. Responsible Agency - N. C. Department of Social Rehabilitation and Control, Division of Correction.

6. Program Component 6 - "Employment Evaluation, Employment Adjustment Training, and Employment Training for Inmates at the N. C. Correctional Center for Women"

a. Goals and Purposes

- 1) To provide comprehensive employment evaluation services to all committed female offenders.
- 2) To provide employment adjustment training to the majority of committed female offenders.
- 3) To provide employment training programs which lead to community-based employment training or employment for the committed female offenders.

b. Responsible Agency - N. C. Department of Social Rehabilitation and Control, Division of Correction

The plan would be to secure the funds for these programs and subcontract

the operation and administration of components to the respective agencies shown here. These programs must not be looked upon as an answer to these various agencies' problems nor the community's answer to the crime and juvenile problems. Quite to the contrary. These are only "seed" programs which will serve as model, demonstration efforts and, hopefully, lay the groundwork for future developments. Consideration should be given by the next general assembly to the requests being made by these various agencies for additional funds to further advance their programs.

#### Identified Obstacles to Implementing the Model Manpower Services Delivery System

The preparation and development of any comprehensive services delivery system is difficult at best, especially when the objectives of that comprehensive system is to establish a totally coordinated system, to implement new concepts in joint planning and programming, and to provide the appropriate advocacy toward implementing that comprehensive system. The majority of the following identified obstacles are not only present in North Carolina, but are generally found throughout the nation.

##### 1. Fragmentation Obstacles

As discussed earlier, there is administrative and program fragmentation within the criminal and juvenile justice system. On the state level, many of the administrative fragmentation problems were addressed through the state government reorganization legislation. However, juvenile probation and after-care authority remains fragmented as does juvenile detention, jail and prison inspection, and other community-based or state level juvenile and adult services. Consideration should be

given to the further consolidation of these services to a central authority.

## 2. Financial Obstacles

The criminal and juvenile justice systems and the reforms being carried out within these systems are in need of additional resources. Some of the funds needed for these reforms could probably be found in present budgets through a shifting of priorities, but in the long run, additional resources will have to be found.

## 3. Political Obstacles

Until recently, it has been the opinion of most political observers that advocating substantial reforms within the criminal and juvenile justice systems would attract few votes and be unattractive to the majority of the constituency due to the costs which would be involved. As long as it is felt that teachers are underpaid; and other worthy ventures for the aged, mentally retarded, mentally ill, disadvantaged, etc. are competing for the same state funds, the justice systems will receive a low priority. However, many of the present political leaders are speaking out for the justice systems and the need for additional reforms and resources. Many of these same politicians have developed campaign issues around these needs and not at the expense of the other worthy ventures.

## 4. General Public Obstacles

Too long now has society demanded that the justice systems be punitive in nature. Public apathy to the needs of these systems and charges of "coddling criminals" when programs of rehabilitation and employment are tried, have caused considerable

problems not only with this study, but with prison reform in general. It is felt by many that further development of community volunteer programs will overcome many of these problems.

5. Legislative Obstacles

The 1971 General Assembly set the stage for many of the legislative obstacles to be overcome through state government reorganization. By having the primary agencies with control and rehabilitation responsibilities now grouped together, legislative "packets" which will lead to less fragmentation should come about.

6. Trust Obstacles

It has been noted throughout this study that there seems to be some basic mistrust among and between the agencies of the justice systems. This also extends throughout the agencies providing supportive services. Naturally, this leads to little coordination and little inter-agency planning. The explicit definition of the goals of the state which also defines each agencies' or other planning groups' responsibilities towards reaching that goal would probably help this situation.

Evaluation of Model Manpower Services

Programs within all sections of state government are generally implemented without much thought being given to the evaluation of that program, especially cost effectiveness or systems rate analysis. Common sense methods have generally been relied upon to assess a program's validity.

The first part of any effective evaluation of programs is the stating of the intended goal. As concept applies here, the model manpower services

delivery system (or state plan) has as its goals the evaluation, treatment, training, education, and employment of the majority of public offenders. After defining the goals, then the success of the various programs can be measured primarily through the members being served, the number which receive the services, and the number who become successful, participating members of society. The data to be used in this measurement of success will primarily center around two factors:

1. employment records of the individuals being served
2. recidivism of these individuals to further criminal behavior

Consideration should therefore be given to establish a statewide criminal justice information system. Through this, the evaluation of the respective program components could be ongoing and continuous.

The respective program components detailed in the next chapter will outline the evaluation methodology for each program.

## Chapter III

## Specific Manpower Program Components

This chapter will outline the utilization of the funds currently available through the U. S. Department of Labor, Manpower Administration. The programs being described are within the scope of the model manpower services delivery system, and are designed to provide the offender population with the skills they need to compete in the labor market. There are three things which must be understood while reviewing these components:

1. The uniqueness of the criminal and juvenile justice systems in this state;
2. The various components are based on the needs of these systems as defined by the various planning committees and,
3. The absolute need for thorough and complete evaluation and diagnostic programs prior to any employment plan being designed.

The program components described here are felt to be the most critically needed by the systems. The limitations included in the MDTA legislation (where these funds are derived) has prevented establishing programs within the juvenile institutions (due to the age of the offender), but many of these juveniles may be served through the various community-based components. The narrative description of the respective program components should provide the basis for necessary contractual arrangements between the N. C. Manpower Council and the Manpower Administration. The N. C. Manpower Council will then subcontract these programs to the various responsible agencies for the administration.



## Program Component One

## "Office of Criminal Justice Manpower Planning Services"

Introduction

The present criminal and juvenile justice systems are characterized by overlapping jurisdictional authorities, wide diversities in philosophies and approaches in meeting the offender's needs, and conflicting organizational structures which generally have little to no communication with one another. The criminal justice system defined in the context that a system consists of a group of elements functionally oriented towards a common goal is quite illusive and difficult to visualize.

With the exception of the empirical evidence of the number of offenders having contact with the various levels of the criminal justice system, and the analogies (objective and subjective) drawn from the statistical reports of the "successes and failures" of the respective levels, there is no reliable method on which valid assessments can be made of the effectiveness of the various levels. More often than not, funds for new staff and facilities and funds to expand existing programs are requested in this vacuum. The majority of criminal and juvenile justice planning is done without a unified goal being identified, and is generally accomplished without much thought being given to the effectiveness of present programs. Growth and development of the various levels and components of the criminal and juvenile justice systems must be based on sound data which supports:

- 1) The needs of the service population
- 2) The most efficient and effective delivery system for these programs, and
- 3) The programs being planned are interrelated and coordinated with existing services.

An agreement among all agencies serving the offender's needs should be developed which describes the primary and supportive roles the respective agencies have in common with one another; which describes the immediate and long range goals of each agency; and which describes the responsibilities of each agency as they work independently and in concert. The movement of an offender from one level of the criminal or juvenile justice system to the next level does not necessarily preclude any further responsibility for that offender from the previous level. The degree of this involvement with the offender is the only factor which should fluctuate. By accepting this premise, the justice systems can be viewed by the general public as a system where legal sanctions are placed upon an individual which will enable the community to more appropriately rehabilitate that individual. Few individuals have ever been rehabilitated within the artificial environments of an institution, thus, the entire cultural, and community structures of society must become involved with the offender at each level of the system.

Programs of employment training, employment placement, employment counseling, housing, etc. will not, in themselves, be enough to rehabilitate the offender. Programs which are systematic and coordinately designed, are designed to treat the offender as an individual who has dignity and self-worth, are designed to treat the offender as a "whole man," and are designed to marshal the total efforts of the community must be established in order to accomplish our goals.

There is very little research and even fewer evaluation instruments available which will describe the individual differences within the offender population. There are few methods or test measurements which will predict the possibility of recidivism or future criminal behavior better than just chance, itself (e.g., 50 - 50 chance). There is a need to develop research programs to identify those factors within an individual's life that have

significant relationships with that individual achieving success and satisfactory adjustment. Most individuals have committed acts which could have resulted in his arrest (and possible commitment) if he had been apprehended. For some reason, most individuals do not make life styles out of these actions.

Purpose of this Component

Thus, the purposes for establishing this component are multi-faceted due to the functions it will perform. These functions are to:

1. Provide coordination of manpower services planning for the N. C. Manpower Council for the entire criminal and juvenile justice systems.
2. Provide evaluations for manpower services for the N. C. Manpower Council for the entire criminal and juvenile justice systems.
3. Provide research into those factors of criminality patterns, recidivism, and maladaptive behavior and work with the respective agencies in implementing programs designed with the most effective rehabilitation methodologies derived from this research.
4. Provide systematic advocacy for more effective and efficient methods in which to serve the employment needs of the offender population.
5. Provide for the continuation of the planning which was initiated under Phase I.

Goals and Objectives of this Component

This component is designed to achieve:

1. The development of a comprehensive and coordinated manpower

services delivery system for the criminal and juvenile justice systems, taking into account state, area, and regional planning groups.

2. The coordination of criminal justice manpower services in order to reduce duplications of programs.
3. The coordination of manpower services needs of the criminal and juvenile justice systems with the N. C. Manpower Council, the N. C. Division of Law and Order (LEAA-SPA), and the various agencies providing manpower and manpower-related services to those systems.
4. An increase in the number of offenders receiving rehabilitation and employment services assistance, as appropriate, at all levels of the justice systems through the identification and utilization of existing resources.
5. An inter-agency approach in serving the offender population.

#### Administration of this Component

1. Responsible Agency

The "Office of Criminal Justice Manpower Planning Services" will be established within the administrative section of the N. C. Manpower Council for the purpose of carrying out the above listed purposes, goals, and objectives. (See attached Organizational Structure).

2. Staffing Pattern

In order to accomplish the above listed goals and objectives, it will be necessary to begin this operation with the following staff:

- a. Director - This position will be responsible for the overall direction and operation of this program component.

He will be responsible for the activities and work of the staff within this program component, and the reports, evaluations, and other procedures required for the operation of this component. He will be responsible to the Administrator of the N. C. Manpower Council in carrying out responsibilities.

- b. Assistant Director for Research - This position will be in charge of designing research methodologies and designs to research the factors of recidivism, criminality, and maladaptive behavior for this component. He will coordinate all activities with the various state, area, and regional planning groups, and provide information on the most effective rehabilitation and employment methodologies on which to establish programs. He will be responsible to the Director of this component.
- c. Assistant Director for Evaluation - This position will be responsible for developing and implementing evaluation programs for the manpower programs funded through this plan and the justice systems in general. He will coordinate all his work through existing state, area, and regional planning groups. He will provide information for the effective utilization of manpower funds. He will be responsible for insuring that the various program components subcontracted to other agencies are carried out in accordance with the subcontract terms. He will be responsible to the Director of this component.
- d. Assistant Director for State and Local Planning - This position will be responsible for developing manpower

program planning coordination. He will work with all agencies (primary and supportive) and with local and regional groups to establish a coordinated services delivery system of manpower services. He will be responsible to the Director of this component.

- e. 2 Program Planning Specialists - These positions will work with regional and local planning groups in designing a coordinated planning program for the manpower needs of the offender. They will provide information to the entire program component to provide the necessary information to develop state plans which are based on community needs. These individuals will be responsible to the Assistant Director for State and Local Planning.
- f. Research Assistant - This position will aid in data collection, analyzing data, and writing reports based on an analysis of the data. He will be responsible to the Assistant Director for Research.
- g. Program Evaluation Assistant - This position will aid in developing and implementing evaluation programs. He will be responsible to the Assistant Director for Evaluation.
- h. Budget Officer - This person will be responsible for all records, books, and financial matters pertaining to programs (responsibilities required under subcontractual arrangements) and funds derived from this program. He will work in conjunction with the State Budget Officer of the N. C. Department of Administration.
- i. Computer Systems Analyst (beginning 1/1/73) - This

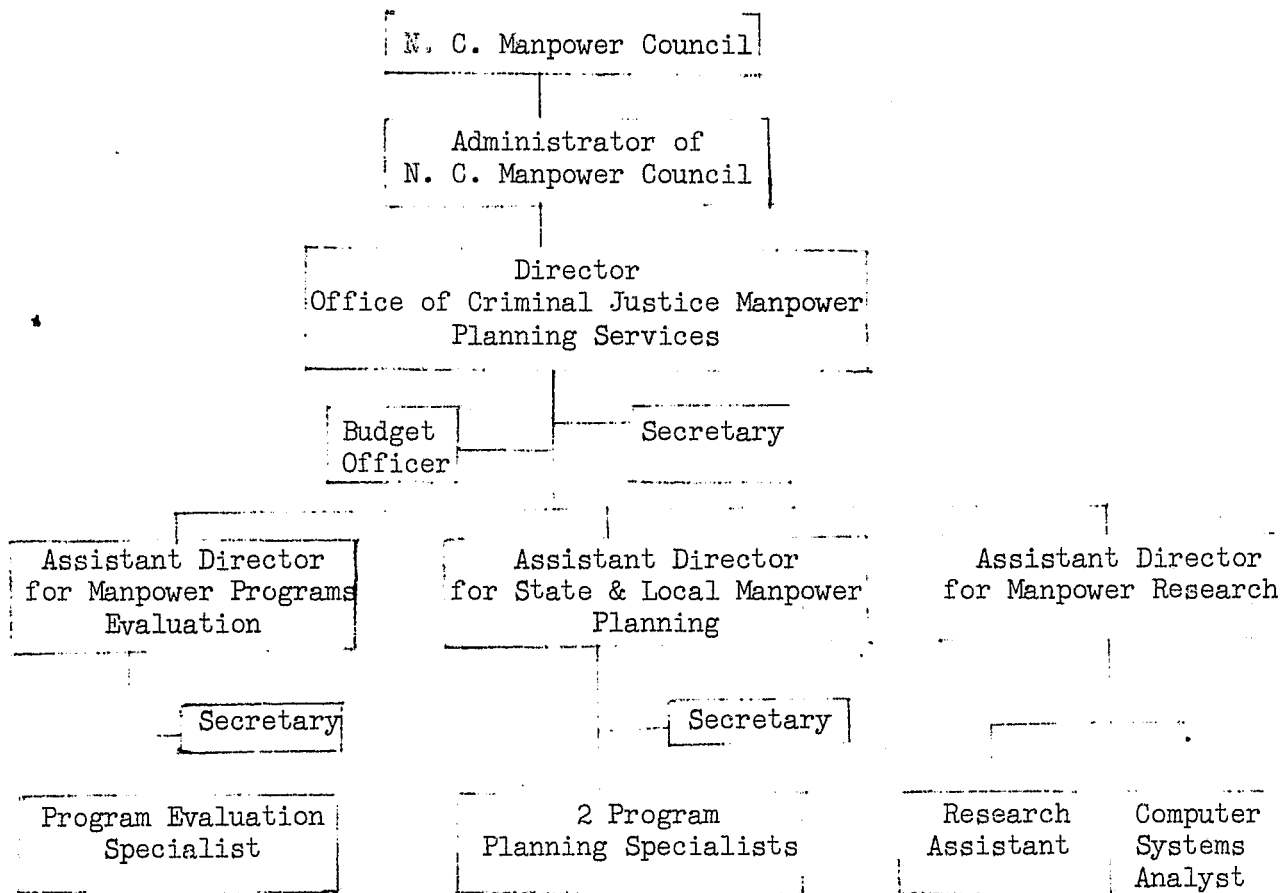
individual will be responsible for designing a state-wide criminal justice information format. He will work with the designated authority (to be determined) which has the authority to establish this information center. If advantageous, he will be subcontracted to that authority.

- j. 3 Stenographers (1 beginning 1/1/73) - These positions will provide the secretarial, filing, reception, and other clerical functions for this component.

3. Duration of Component

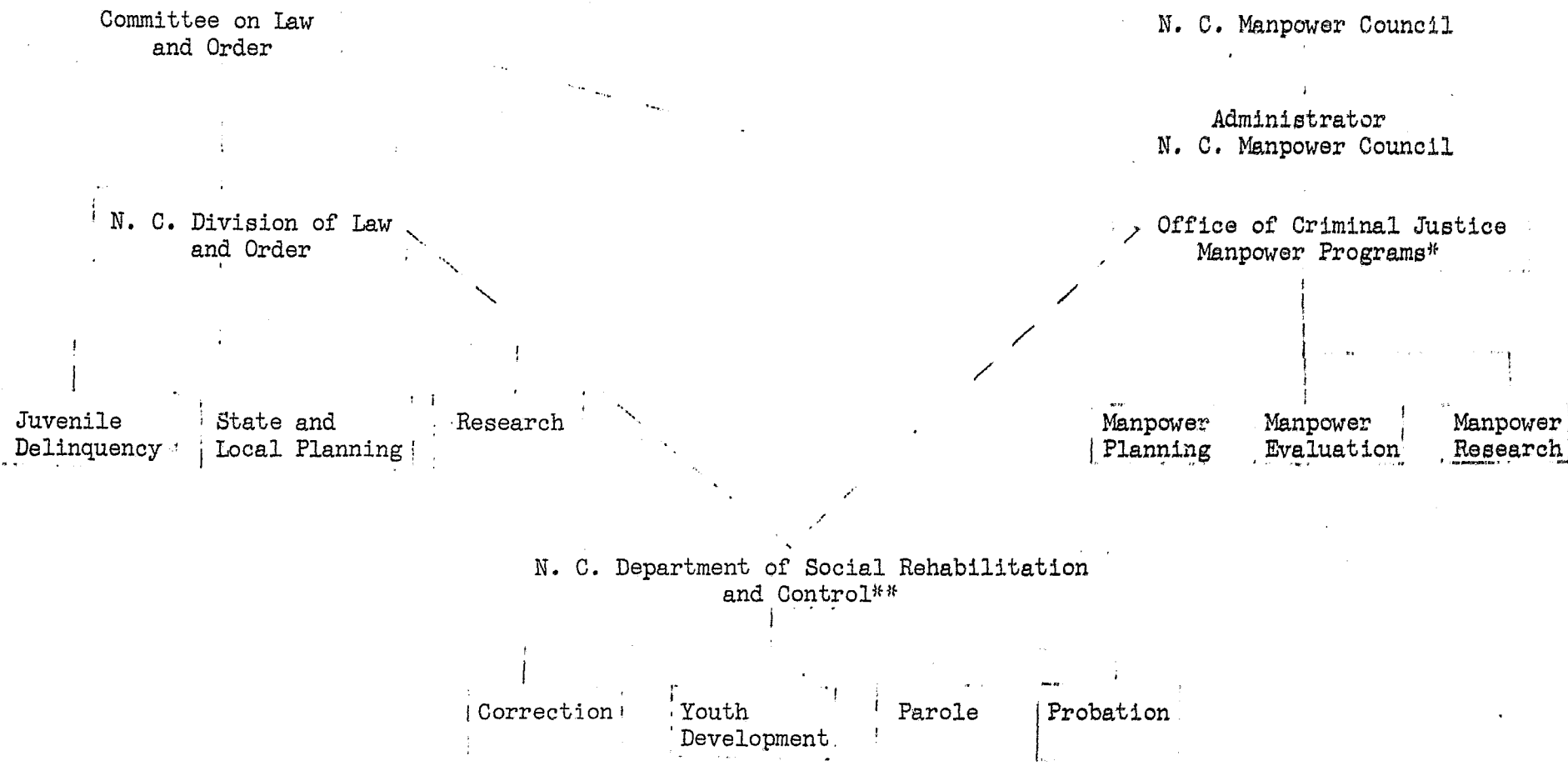
The funding period for this program is eighteen months (18).

Organizational Structure





Organizational Work Flow Chart



\* The Committee on Law and Order will act in an advisory capacity to the Office of Criminal Justice Manpower Programs in order to effect proper coordination.

\*\* The Office of Criminal Justice Manpower Programs and the N. C. Division of Law and Order will coordinate all planning with the appropriate group(s) designated by the Secretary of the Department of Social Rehabilitation and Control.

## BUDGET - PROGRAM COMPONENT 1

Personnel and Administration	ANNUAL	18 MO. TOTAL
1. Salaries and wages		
A. Director	\$15,828.00	\$23,742.00
B. Asst. Director Evaluation	17,436.00	26,154.00
C. Asst. Director Research	17,436.00	26,154.00
D. Asst. Director Planning	11,880.00	17,820.00
E. Evaluation Specialist	8,220.00	12,330.00
F. Planning Specialist	10,824.00	16,236.00
G. Planning Specialist	11,880.00	17,820.00
H. Research Assistant	8,220.00	12,330.00
I. Four Stenographers @ \$5,400	21,600.00	32,400.00
J. Computer Systems Analyst (Begin 1-1-73)	11,340.00	11,340.00
SALARIES SUB TOTAL	<u>\$134,664.00</u>	<u>\$196,326.00</u>
2. Fringe Benefits		
A. Social Security 5.425% of first 9,000.00 (1972) (2,776.79) 5.6% of first 9,000.00 of 1973 (5,658.24)		8,435.00
B. Retirement 8.95 Total Salaries		17,559.00
C. State Contributions of Health and Accident @ \$13 per person per month		3,042.00
D. Merit increases 5% each per year		2,830.00
CONTRACT SALARIES TOTAL	<u>\$134,664.00</u>	<u>\$228,192.00</u>

## OTHER EXPENSES

A. Travel - In-state 40 days per month @ \$17.50 per day plus 25.00 two (2) days per month out-of-state plus mileage at 10¢ per mile (2500) \$1,000 18 months	\$18,000.00
B. Supplies and materials @ \$150 p/m X 18 months	2,700.00
C. Office rent @ \$1,000 p/m X 18 months	18,000.00
D. Postage @ \$30 p/m X 18 Months Telephone @ \$180.00 p/m X 18 months (Including installation)	3,780.00
E. Equipment (See attached list)	5,998.00
F. Consultation - 30-day @ \$100 per day including expenses for purposes of a. Establishing community volunteer programs b. Statistician expertise c. Manpower consultation	3,000.00
G. Staff Improvement a. State meetings and workshops b. National conferences	3,901.00
TOTAL CONTRACT	\$283,571.00

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Equipment List

Program Component One

10 Executive Desks @ \$157.	\$1,570.00
10 Executive Chairs @ \$87.	870.00
3 Steno Desks @ \$170.	510.00
3 Steno Chairs @ \$86.	258.00
3 Electric Typewriters @ \$389.	1,167.00
6 Filing Cabinets @ \$71.	426.00
10 Reception Arm Chairs @ \$37.	370.00
1 Conference Table @ \$267.	267.00
1 Calculator @ \$375.	375.00
5 Attache Cases @ \$37.	<u>185.00</u>
Total	\$5,998.00

## Program Component Two

## "Self Improvement Center(s)"

Introduction

There is a need in this state to provide a network of services programs which could act as alternatives to arrest and commitment to correctional facilities. Local officials, especially the judicial authorities, have sought for a long while to find alternative programs to maintain most offenders, primarily the juvenile and youthful first offenders, in the community under probation and engaged in a meaningful rehabilitation effort. However, due to the lack of these services even the judges who would be most amenable to making such referrals have had to choose the institution. In instances where court officials have tried to utilize the services of local resources, the experience has been largely frustrating, due to the slowness involved in receiving these services and the general lack of communication which exists among these agencies.

This state is one of the few in the nation which commits its misdemeanor offenders to the state correctional institutions. During 1971, almost seventy-three percent (72.8%) of all commitments to the N. C. Department of Correction were for these types of offenses. Also, seventy-eight percent (78%) of the total commitments (13,571 total commitments) were sentenced for two years or less. State correctional officials feel that these offenders, due to the large number and relative short sentences, often prevent more concentrated and comprehensive programs for the offenders who have longer sentences. The

inmates with short sentences, more often than not, do not get involved with rehabilitation or other programs due to their relative short tenure with the correctional system. The numbers of this kind of offender and the resulting drain on correctional manpower and resources have led to an intense need for service programs in medium security correctional units and others housing longer term inmates.

Juvenile delinquent services are also hampered due to the lack of community-based service programs. It has been estimated by juvenile delinquent authorities across the state that the greater majority of delinquents who are sent to the institution do not really belong there. This group of delinquents have usually committed no crime and are sent to a state school largely because local services are not available.

This is being presented to demonstrate the need for a network of post-trial service programs across the state through a series of community-based service centers. These centers could provide post trial, diagnostic, evaluation, counseling, job training, job placement services for the offender with the concurrence of officials probation officer (juvenile and/ or adult). State probation officers for the most part do an outstanding job with probationers considering the fact that they have no monies to purchase training, goods, or other services for the probationer and have secured little help from other community resources. These officers could not be expected to meet the increased demands placed on them by deferring more offenders from institutions without increasing the services available for use to them.

It is felt that the services of the center may be utilized for pre-trial needs if proper voluntary referrals are made.

Purpose of this Program Component

The purpose of this component is largely centered around the establishment of five (5) community-based Self Improvement Centers (SIC) in five (5) of the major crime and offender-commitment areas in North Carolina to be model and demonstration centers for post-trial manpower services programs. The purposes of these Self Improvement Centers will be to:

- 1) Provide court officials with a reasonable alternative service program to commitment.
- 2) Provide for a referral mechanism between these authorities to other community-based resources.
- 3) Provide a location for the community to view as a coordinating center to accomplish rehabilitation for the offender without implying any readily available established service.
- 4) Provide individualized employment plans and services needed to attain that goal for a large number of arrested juvenile, youthful, and adult offenders.

Goals and Objectives of the Component

The primary goals and objectives of these components will be to defer a major portion of the individuals from being committed to correctional institutions through the establishment of alternative programs which are designed to lead the offender into employment. Specific goals related to this are:

- 1) To establish community-based post-trial services for the offender in the areas of:
  - a. MEDICAL EVALUATION - diagnostic and treatment services.
  - b. PSYCHO-SOCIAL - psychological testing, socialization training, family counseling, and group counseling.
  - c. WORK EVALUATION - work sampling, work capacities, and work adjustment training.
  - d. HOUSING - short term in house, long range in the community.

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- 2) To establish advocacy programs of counseling, guidance, and community involvement with and for the offender.
- 3) To establish close working coordination with all available community resources to solicit the most effective and efficient program of employment and rehabilitation services to the offender.

Implementation and Administration of the Component

Implementation

- \* 1. Locations - Five metropolitan cities from a list of ten such cities will be chosen to initiate those model and demonstration efforts. The list of ten cities was based on those cities (or counties) who have over a period of time demonstrated a combination of high arrest rates, heavy court dockets, and high commitment rates to institutions. The five cities chosen out of this list will be those cities which demonstrate the greatest amount of interest in such a venture, are in the greatest need for such a program due to the lack of available resources, and are the most capable of continuing such programs after the initial grant period is over. The list of ten cities is as follows and in priority order:

1. Charlotte
2. Raleigh
3. Greensboro
4. Fayetteville
5. Gastonia
6. Winston-Salem
7. Wilmington
8. Asheville
9. Rocky Mount
10. Hickory



Within the five chosen cities, a building will be leased to house this program when such space is not available through city or county resources. These buildings (or space) will house the two components of this program as well as members of other agencies' staff working within the program if this is needed and can be worked out with the other agencies.

2. Plan for Implementation - Due to the limitations of funds available and the problems incurred in establishing such model and demonstration efforts (e.g., leases, staff recruitment, community involvement with planning, etc.) the five programs will be implemented over a six month period. Two such programs will be implemented on July 1, 1972, two on October 1, 1972, and one on January 1, 1973. The total grant periods will be eighteen (18) months for the initial two programs, fifteen (15) months for the next two, and twelve (12) months for the final program. Charlotte and Winston-Salem have been tentatively chosen for the July 1, 1972, implementation date.
3. Service Population and Numbers to be Served
  - a. Service Population - Local court and law enforcement officials may refer any juvenile, youthful, or adult offender to this program component whom those officials deem to be:
    - 1) In need of such services and could benefit from the services,
    - 2) Eligible to be considered for probation, suspended sentences, or other judicial dispositions, upon satisfactory participation in such a program, or during their probation status,
    - 3) Near working age since employment is the primary objective, and

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- 4) Charged with or convicted of offenses other than traffic movement violation or other offenses which do not demonstrate the need for such help.

\*Priority for referrals should be given to the:

- 1) Youthful first offenders who have committed basically misdemeanor type offenses.
  - 2) Juvenile delinquents or incorrigible youths who have not completed school or in all likelihood will not complete school, and who are near employment age.
  - 3) Offenders who have special problems such as mental retardation, alcoholism, mentally ill (excluding criminally mentally ill), physically handicapped, family support problems due to the lack of a job, etc.
- b. Numbers to be Served - The design of the component (including the staff positions) could provide a complete evaluation

\*NOTE: This list is not intended to exclude anyone from these types of services when these services are needed. However, prudent use of such services will not "water down" the effectiveness of the program. Authorities should utilize these programs to obtain the most effective utilization for the greatest number of offenders who can truly benefit from the services. During the initial implementation, it is felt that first offenders would probably benefit the most. As the program's expertise builds and increases, and at the advice of the appropriate authorities, other offenders may be more routinely referred. Primary emphasis should probably be given to the younger offender during the initial stages, also.

and employment plan (or service plan) for a respective offender within a seven (7) to eight (8) day period initially. As expertise is developed, this time could potentially be reduced to a four (4) to five (5) day period. The provision of a full range of services (e.g., treatment, training, long range counseling, etc.) and the time required to accomplish employment for an offender receiving these services (excluding direct job placement) will vary from one offender to the next.

It could be anticipated that any single program (of the total five) could provide services to approximately eighteen (18) to twenty-four (24) new referrals per week, or up to one hundred (100) per month and twelve hundred (1200) per year. At full working capacity, all five units are designed to work with approximately five thousand (5000) to six thousand (6000) offenders per year, dependent only on the referrals being made from the courts and law enforcement.

#### Administration

1. Responsible Agent

The N. C. Department of Social Rehabilitation and Control, which is the primary state government agent for the control and rehabilitation of offenders will assume this responsibility on the state level. This department will establish operational standards, goals, and evaluation of the programs. It is felt that the staffing

pattern should be carried out with local manpower in order to gain full utilization and acceptance of the programs, but in order to provide continuity of programs, goal setting, standards setting, and evaluation, the programs must be tied to the state level authority for these functions. The Office of Criminal Justice Manpower Planning Services, N. C. Manpower Council, will, in an advisory capacity, aid all involved parties in the implementation of these programs. A position will be placed within the N. C. Department of Social Rehabilitation and Control to aid the Secretary (or his designee) with the implementation and to be the primary responsible agent for these programs in that department.

#### Services Components and Staffing Patterns

As described earlier, the respective programs of this component are primarily designed to provide post-trial services. Limited services could also be provided to pre-trial candidates on a voluntary basis and through proper referral as well as some services to the released offender.

#### Post-Trial Services

The full range of services described previously will be provided here with total participation and coordination with the probation officer. The end goal is employment for the offender.

After-Care Services

Even though the primary emphasis of the components is post-trial, these services will be available to after-care agents on a referral basis. Housing and job placement are seen to be the primary areas of services.

Staffing Pattern

The respective programs will generally be staffed by an overall director, a psychologist, vocational evaluator, job developers, community specialists and some paraprofessional assistants and coaches (preferably ex-offenders). The following is a description of these individuals' responsibilities:

1. Director - This person will be responsible for the overall operations and administration of the program. He will be responsible for establishing the work assignments for staff, coordinating all services with local resources and parties, and developing integrated service patterns with local agencies, and be responsible for all reports (fiscal, program, and otherwise) required of this program.
2. Psychologist - This position will be responsible for the psycho-social evaluation portion of the program.

This includes psychological testing, social evaluation, group counseling, and family counseling conducted by this program. He will directly supervise the assistants placed under him for these services.

3. Vocational Evaluator - This position will be responsible for and establish programs of vocational evaluation, work sampling, and work adjustment training.
4. Job Developer(s) - This position will be responsible for developing jobs for the offender, managing the provision of vocational training, job placement, and follow-up. He will coordinate the provision of these services with the appropriate community agents.
5. Community Specialist - This position will work within the psycho-social section in group counseling, employment counseling, and family counseling. He will work with the job developers in order to coordinate the work being done.
6. Paraprofessional Assistants
  - a. Employment Evaluation Assistant(s) - These positions will aid with the testing and evaluation functions in the psychological and vocational evaluation sections.

- b. Job Coach Assistant(s) - These positions will work with the offender in obtaining jobs and providing follow-up counseling.
  
- 7. Stenographer(s) - These positions will provide the necessary clerical and stenographic functions to this program.

Agencies Participating in this Component

All agencies having responsibilities for the control and rehabilitation will be involved with this component, either directly or indirectly. These include:

- 1. Probation
- 2. Youth Development
- 3. Corrections
- 4. Parole

Also, those agencies having supportive services responsibilities will be involved in the following manner:

- 1. Vocational Rehabilitation - During the initial stages of this development, Vocational Rehabilitation will participate on a referral basis. Plans will be made to seek Vocational Rehabilitation support for intensified involvement through

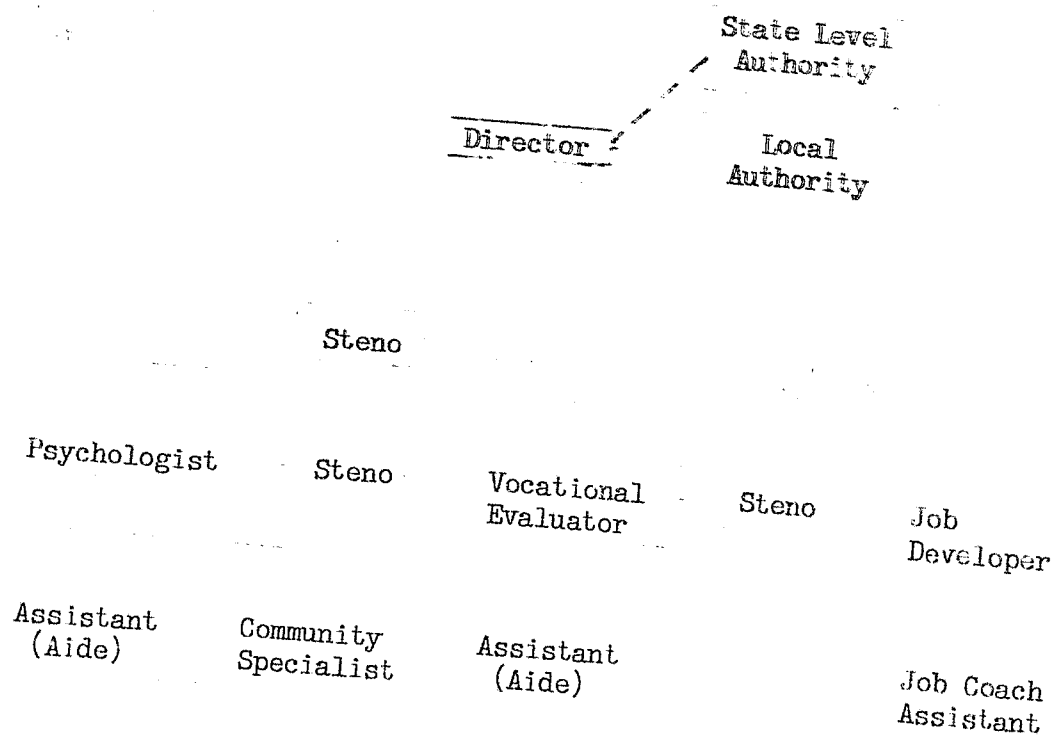
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staff and case service monies. Vocational Rehabilitation will provide medical treatment and services like transportation, clothing, rent monies, and as needed training aid.

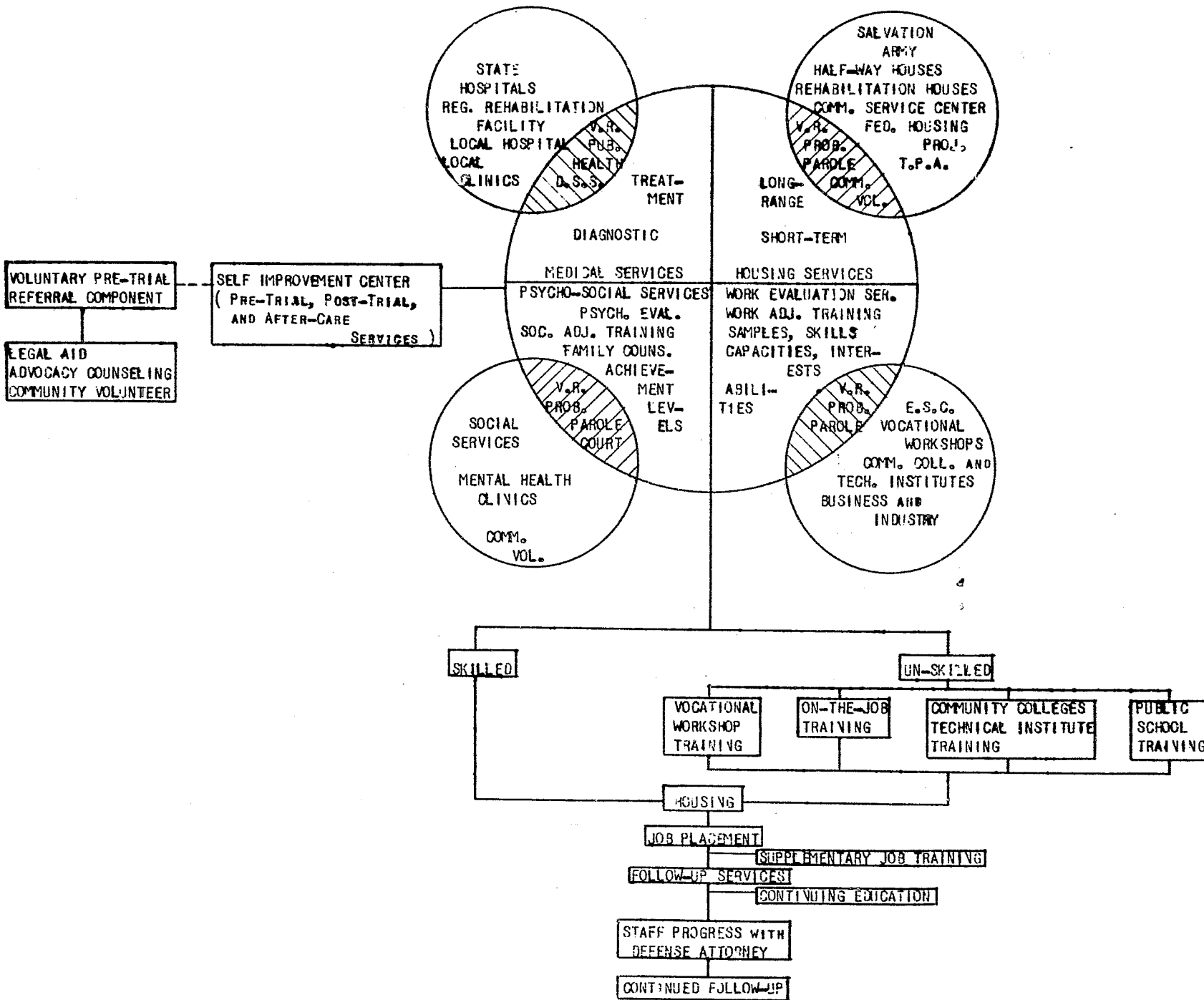
2. Community College - Provide training, training program development, and training coordination.
3. Social Services - Provide on referral basis, family support and family counseling, as appropriate.
4. Public Health - Provide family and individual health care as appropriate.
5. Mental Health - Provide treatment and counseling as appropriate.
6. Local Chambers of Commerce - Job development and job placement programs.



Program Component Two  
Organizational Chart



ORGANIZATIONAL PROGRAM STRUCTURE  
" SELF IMPROVEMENT CENTER "



## Budget - Program Component Two

7/1/72 to 12/31/73

Cost Category	Cost
1. Salaries and Wages	
a. Administrator @ \$13,056.	\$19,584.00
(1) b. 5 Program Director(s) @ \$11,880. (average)	77,220.00
(1) c. 5 Psychologist(s) @ \$13,056. (average)	84,864.00
(1) d. 5 Vocational Evaluator(s) @ \$9,864. (average)	64,116.00
(2) e. 10 Job Developer(s) @ \$8,592. (average)	111,696.00
(1) f. 5 Community Specialist(s) @ \$8,592. (average)	55,848.00
(2) g. 10 Employment Evaluation Assistant(s) @ \$7,500. (average)	97,500.00
(3) h. 20 Job Coach Assistant(s) @ \$6,252. (average)	162,552.00
(4) i. 15 Stenographer(s) @ \$5,460. (average)	106,470.00
2. Fringe Benefits	
a. Social Security @ 5.425% first \$9,000. in 1972 and 5.6% in 1973	41,263.00
b. Retirement Contributions @ 8.95% total salary	69,797.00
c. State Costs for Medical and Accident Insurance @ \$13. p/m p/employee	15,704.00
d. Merit Increment @ 5% increase each 12 months	<u>8,556.00</u>
Total Personnel Costs	\$915,170.00
3. Other Expenses	
(5) a. Supplies and Materials \$150. p/m all units 78 unit months	11,700.00
(4) b. Postage and Telephone \$100. p/m p/unit x 78 unit months	11,700.00
(5)(6) c. Travel \$550. p/m p/unit x 78 unit months	42,900.00
d. Equipment (see attached list)	28,194.00
(5)(7) e. Rent \$500. p/m p/unit x 78 months	39,000.00
f. Medical Consultation @ \$250. p/m p/unit x 78 unit months	19,500.00
g. Vocational Training @ \$200. p/m p/unit x 78 unit months	<u>15,600.00</u>
Total Other Costs	\$168,594.00
Total Costs	\$1,083,764.00

- (1) Figured for 2 positions for 18 months, 2 positions for 15 months, and 1 position for 12 months.
- (2) Figured for 4 positions for 18 months, 4 positions for 15 months, and 2 positions for 12 months.
- (3) Figured for 8 positions for 18 months, 8 positions for 15 months, and 4 positions for 12 months.
- (4) Figured for 6 positions for 18 months, 6 positions for 15 months, and 3 positions for 12 months.
- (5) Two units operating 18 months, Two units for 15 months, and one unit for 12 months, totals 78 operational months.
- (6) Includes \$17.50 per diem rates and \$.10 p/mile travel.
- (7) Average Costs.

Equipment List  
Program Component Two

36 Executive Desks @ \$157	\$5,652.00
36 Executive Chairs @ \$87	3,132.00
15 Stenographer Desks @ \$170	2,550.00
15 Stenographer Chairs @ \$86	1,290.00
15 Electric Typewriters @ \$389	5,835.00
20 Filing Cabinets @ \$71	1,420.00
5 Conference Tables @ \$267	1,335.00
50 Reception Arm Chairs @ \$37	1,850.00
30 Work Desks @ \$115	3,450.00
30 Swival Chairs @ \$56	1,680.00
Total	\$28,194.00

NOTE: All prices quoted are based on state purchase and contract prices.

Based on the factors described in this report, the following cities have been chosen and approved as sites for the five Self Improvement Centers:

Charlotte (beginning August 1, 1972)

Winston-Salem (beginning August 1, 1972)

Asheville

Wilmington

Durham

### Program Component Three

#### "Correctional Reception and Evaluation Center(s)"

##### Introduction

The adult and youthful offender correctional units are organized into seventeen (17) administrative regions. The N. C. Department of Social Rehabilitation and Control, Division of Correction has the overall administrative authority. With the exceptions of those committed offenders who require maximum or close security (Central Prison, Caledonia, Odom, and Blanche are used for this group) or the instances of committed female offenders (N.C. Correctional Center for Women is the only unit for females) the majority of committed offenders are generally assigned to the correctional unit nearest the offender's home for his age group, security rating, or type of program to which he is assigned. The Division of Correction has attempted to establish primary reception and evaluation centers and primary release points within the majority of these regions. Through an LEAA grant, a formalized pre-release and follow-up program has been established in one correction region. An application has been submitted to the State Planning Agency to extend this program statewide. It has been noted by the officials administering the one program that one of the primary deficits of that program is the general lack of programming available to the inmate prior to the pre-release training. The primary deficits surround the lack of evaluation and diagnostic programs, socialization, vocational training and treatment services. At the present time, most of these things must be done during the pre-release process.

##### Purpose of this Component

The purpose of this component is to supplement the established programs within the Division of Correction for work, vocational training, and pre-release

training and future programs of this nature with the necessary evaluation, counseling, and treatment services. This would be a step towards this agency being able to provide a true continuum of services. This component will provide for an extension of the reception and diagnostic evaluation coverage which is desired by the Division of Correction and needed by the inmate in order to accomplish his optimum capacities and employment skills. Specific purposes related to this are:

1. To establish a mechanism to achieve full diagnostic, evaluation, and vocational planning to the majority of inmates being committed to correctional institutions.
2. To possibly extend the Pre-Sentence Diagnostic Program to additional offenders.
3. To establish a mechanism which will lead to a reduced recidivism rate through the release of inmates who have received a complete range of services.
4. To establish programs of education, vocational training and counseling within designated medium custody field units.

#### Goals and Objectives of the Component

The goals and objectives are:

1. To increase the number of committed offenders being placed in various programs based on sound and comprehensive diagnostic data.
2. To provide the services not currently available to the pre-release programs by increasing the evaluation resources.
3. To increase the numbers of medium custody grade inmates participating in educational and vocational training programs.
4. To increase the number of offenders being released who have



job skills and social adjustment which are commensurate with the offender's needs in the community.

### Implementation and Administration of the Unit

#### Implementation

- \* 1. Locations of Programs - Five correctional units will be chosen by the Commissioner of Correction to implement these programs. It is anticipated that the five units will be in correctional regions not currently possessing reception and evaluation services in order to further expand those services.
2. Plan of Implementation - Due to budget limitations of funds and the problems incurred in establishing such a program (e.g., recruitment of staff, purchasing equipment, arranging the administrative structures, the five unit programs will be established over a six month period. One program will be implemented on July 1, 1972, two on October 1, 1972, and two on January 1, 1973. The total grant period will be eighteen (18) months for the first program, fifteen (15) months for the next two, and twelve (12) months for the last two.
3. Service Population and Number to be Served
  - a. Service Population - Those offenders committed to the custody of the Division of Correction for commitment or pre-sentence diagnostic evaluations. The Division of Correction will establish the operational requirements surrounding custody ratings and other factors which might prevent some of the committed offenders from participating.
  - b. Numbers to be Served - There were over thirteen thousand new commitments to the Division of Correction last year.

\*The five sites chosen are listed on page 135a.

It is anticipated that these five components will supplement the existing services to the degree that the greater majority of those new commitments will receive evaluation and diagnostic services. The units providing services to medium custody inmates are generally one hundred (100) bed units. It could be anticipated that approximately six (6) to seven (7) hundred inmates of this type will receive educational and vocational training services during the grant period.

#### Administration

##### 1. Responsible Agent

The N. C. Department of Social Rehabilitation and Control, Division of Correction, has the legal authority to run the correctional institutions for adult and youthful offenders. These five programs will be administered by this division.

#### Service Components and Staffing Patterns

As described earlier, these components are designed to provide intake, diagnostic, evaluation, and training programs within correctional regions. The following is a description of these activities:

##### Evaluation and Diagnostic Work-up on New Commitments

A comprehensive evaluation of psychological factors (including intellectual, aptitude and achievement testing), medical factors (including necessary treatment), social factors (including securing social work-up from local authorities), vocational factors (including abilities, skills, and interest testing), and educational factors. Based on the information obtained during the evaluation process, a committee comprised of unit personnel will meet to staff the outcomes and design a vocational and treatment plan for the inmate.

This plan should also include the necessary educational programs.

#### Pre-Sentence Diagnostic Evaluation Services

As the expertise of the staff within this program grows, and at the direction of the Commissioner of Correction, these units should be able to serve the courts within that region with pre-sentence diagnostic studies. The component will have sufficient staff, excluding psychiatric consultation, to perform this duty along with their other functions. Psychiatric consultations can be purchased locally.

#### Educational and Vocational Training Programs at Selected

##### Medium Custody Units

Staff members assigned to the Reception and Evaluation Center program may be utilized to coordinate educational vocational training, counseling, and pre-employment training programs at medium custody units either from the reception centers or by out-stationing them in the medium custody units. The out-stationing is permissible only when it does not disrupt the primary functions at the reception center. Actual training programs can be secured from the Department of Community Colleges and Technical Institutes, or through the resources of the Division of Vocational Rehabilitation. This is not to be misconstrued to run contrary to a primary goal of the Division of Correction to involve as many inmates as possible in community-based programs. This activity is designed to provide "vehicles" to enable more inmates to train and work in the community by raising their custody ratings. It will also aid those inmates who cannot accomplish this goal.

#### Pre-Release Training Involvement

Upon completion of an employment (i.e., work release), vocational training, educational program and/or near the release date, the inmate should enter pre-release training. All records, reports, evaluations, and other data or

copies of same, will be sent to the pre-release unit.

### Staffing Pattern

The respective programs will be staffed by a psychological services director, a vocational evaluator, two community development specialists, two job coach assistants, an employment evaluation assistant, and two stenographers. The following is a description of these individuals' responsibilities:

1. Psychological Services Director - This position will be responsible for the diagnostic and evaluation program. He will establish testing programs and coordinate the other evaluation areas.
2. Vocational Evaluator - This position will be responsible for establishing programs of work evaluation, work samples, and work adjustment training. He will be responsible to the psychological services director.
3. Community Development Specialist(s) - This position will be responsible for group counseling, family counseling, and employment counseling. He will develop community resources to benefit the offender population, develop vocational and educational programs with community resources, and participate in the training programs.
4. Job Coach Assistant(s) - This position will work with the offender in establishing and obtaining employment and aid in follow-up activities.
5. Employment Evaluation Assistant - This position will aid in the evaluation and diagnostic procedures.
6. Stenographer(s) - This position will provide the clerical and stenographic functions to the program.

Program Component Three

Organizational Chart

Unit  
Superintendent

Other  
Functions

Director of  
Psychological  
Services

Job Coach Assistants

Vocational  
Evaluator

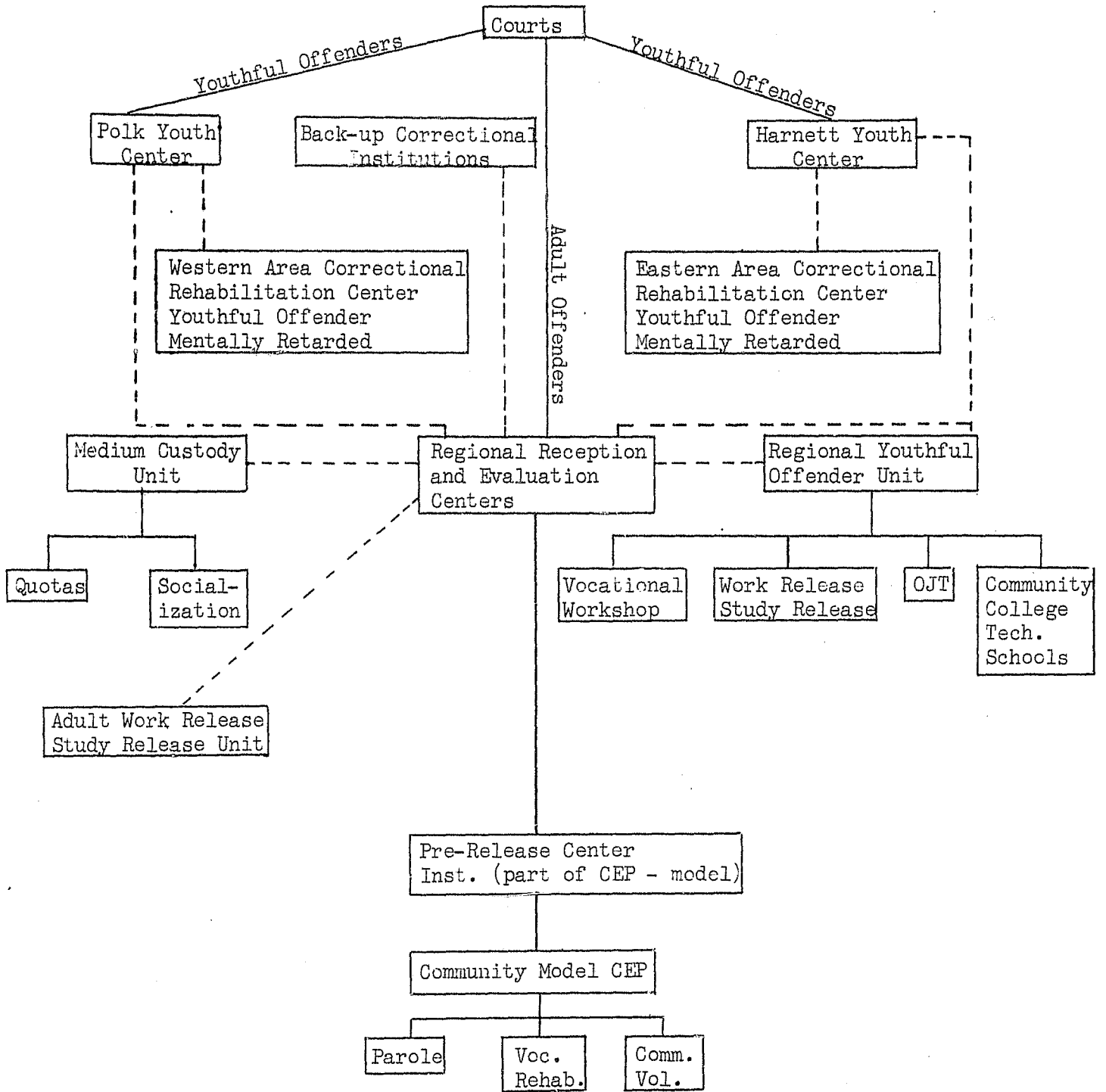
Community  
Development  
Specialist

Stenographers

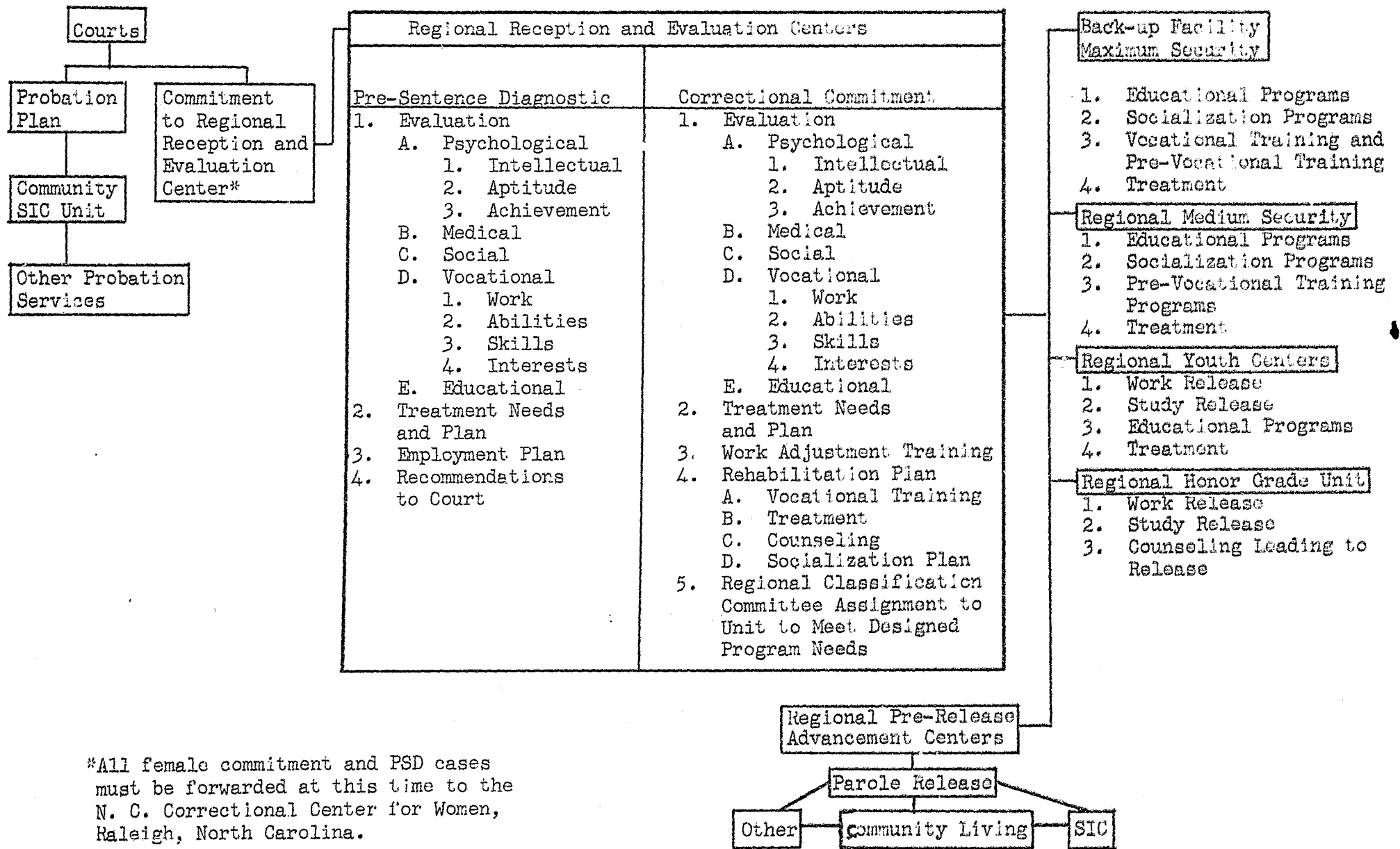
Employment  
Evaluation  
Assistant

Flow Chart Design Correctional Institution Program

Organizational Framework



Flow Chart Design - Correctional Institutional Services and Treatment Programs



\*All female commitment and PSD cases must be forwarded at this time to the N. C. Correctional Center for Women, Raleigh, North Carolina.

## Budget - Program Component Three

7/1/72 to 12/31/73

Cost Category	Costs
1. Salaries and Wages	
a. 5 Psychological Services Directors @ \$12,432. (average)	\$ 74,592.00
b. 5 Vocational Evaluators @ \$9,864. (average)	59,184.00
c. 10 Community Development Specialists @ \$8,592. (average)	103,104.00
d. 10 Job Coach Assistants @ \$6,252. (average)	75,024.00
e. 5 Employment Evaluation Specialists @ \$7,500. (average)	45,000.00
f. 10 Stenographers @ \$5,460. (average)	65,520.00
2. Fringe Benefits	
a. Social Security (5.425% first \$9,000. 1972, 5.6% 1973)	19,825.00
b. State Retirement (8.95% total salary)	37,807.00
c. State Costs for Medical and Accident Insurance @ \$13. p/month p/employee	8,424.00
d. Merit Increments @ 5% increase each 12 months	<u>3,324.00</u>
Total Personnel Costs	\$491,804.00
3. Other Expenses	
a. Supplies and Materials \$100. p/m p/unit x 72 unit months	7,200.00
b. Postage and Telephone \$100. p/m p/unit x 72 unit months	7,200.00
c. Travel \$300. p/m p/unit x 72 unit months	21,600.00
d. Equipment (see attached list)	17,780.00
e. Medical Consultations \$250. p/m p/unit x 72 unit months	<u>18,000.00</u>
Total Other Costs	\$71,780.00
Total Costs	\$563,584.00



## Equipment List

## Program Component Three

1.	15 Executive Desks @ \$157.	\$2,355.00
2.	15 Executive Chairs @ \$87.	1,305.00
3.	10 Steno Desks @ \$170.	1,700.00
4.	10 Steno Chairs @ \$86.	860.00
5.	25 Work Desks @ \$115.	2,875.00
6.	20 Swivel Chairs @ \$56.	1,120.00
7.	10 Electric Typewriters @ \$329.	3,290.00
8.	5 Conference Tables @ \$267.	1,335.00
9.	50 Arm Chairs @ \$37.	1,850.00
10.	15 Filing Cabinets @ \$71.	<u>1,065.00</u>
	Total	17,780.00

NOTE: All prices quoted are based on state purchase and contract prices.

(135a)

The following sites have been chosen and approved as locations for the five Reception and Evaluation Centers:

Morganton (Burke County) (beginning August 1, 1972)

Greenville (Pitt County)

McCain (Hoke County)

McClainsville (Guilford County)

Raleigh (Wake County)

Program Component Four

"Pre-Employment, Motivation, and Employment Program  
for Delinquent Youths"

Introduction

Some of the basic contributing factors to juvenile delinquency among the youth in North Carolina is the failure of the social structures to provide these youths with a meaningful family relationship, a meaningful educational program, and a positive recreational program. It is felt by many authorities that public schools could and should be the first public agency involved with delinquency prevention. This would necessitate some changes in current school practices, however. Until just recently, almost every child in school has been expected to fit themselves into an established curriculum which for the most part, does not consider the individual differences within the school population. Vocational education and other special interest curriculums are being established and will lead to graduation certificates without the student having to complete the entire standard general education program.

However, this in itself will answer only part of the identified problem. Due to the social upheavals being experienced in public schools today due to integration and racial tensions, many school administrators expel students more readily and tolerate less acting-out behavior before they take this course of action. Students who are experiencing learning problems are generally the ones who have behavioral problems (i.e., truancy, incorrigible, unmanageability). Thus, many youths drop out, are "pushed out," or are expelled (and generally are sent to state schools) who could potentially complete public school training.

Purpose of this Component

The purpose of this program is to establish a model, community-based program to evaluate the concept that a meaningful counseling relationship coupled with a comprehensive evaluation, employment counseling, and employment training will cause an increase in the number of youths who complete their high school education. Specific purposes related to that overall purpose are:

1. The establishment of counseling positions who can advise youths of jobs and take an advocacy role with that youth,
2. The establishment of group counseling programs and family counseling programs with and for youths who are experiencing problems,
3. The establishment of a coordinator for vocational training or employment for youths who do drop out of school, and
4. The establishment of a position which the youth can come to when he is experiencing problems.

Goals and Objectives of the Component

The goals and objectives of this component are closely related to the purposes for which it is established. Specifically, these are to:

1. Reduce the number of delinquent acts within a school and community and subsequently, the number of youths being sent to state schools;
2. Reduce the number of youths being expelled from school due to truancy, acting-out behavior, or environmental problem beyond the youth's control and the number of youths who drop out of school;
3. Increase the employment potentials of youths who do drop out

are expelled, or who complete school through providing motivational, employment, and individual counseling programs and skilled trade training;

4. Increase the number of youths participating in group counseling and family counseling help designed to help with relationship problems; and
5. Establish a meaningful vocational training and employment placement program for youths of working age.

### Implementation and Administration

#### Implementation

- \* 1. Location - A city school system which has a high rate of drop outs, expulsions, and a general lack of formalized services for these types of youth will be chosen. The following school districts have been selected for consideration based on the factors outlined above:

1. Wilmington City Schools
2. Gastonia City Schools
3. Burlington City Schools
4. Rocky Mount City Schools

The final location of this program will be the school district from this list where:

1. The greatest degree of interest is shown;
  2. The possibility for continuing the program after the grant period is completed;
  3. The greatest number of youths will benefit.
2. Plan for Implementation - Due to the limitations of funds currently available, and the problems incurred with establishing

\*Burlington City Schools has been selected as the location of this program.

a model and demonstration effort (i.e., staff recruitment, equipment, etc.) the program will be implemented on July 1, 1972. The period of time for the program to be under this grant will be eighteen months, or from July 1, 1972 to December 31, 1973.

3. Numbers to be Served - It is anticipated that this program will directly benefit more than eight hundred (800) youths during the grant period. Those who will be indirectly benefited will greatly increase this number.

#### Administration

1. Responsible Agent

The Department of Human Resources, Division of Vocational Rehabilitation. The rationale for this is that the Division of Vocational Rehabilitation has cooperative agreements with each of the described school districts to provide vocational training services to the mentally and physically disabled youth in those schools. By attaching this concept to the established program, this program will receive:

- a. The necessary case service funds to purchase necessary goods, services, and support care for the problem youth;
- b. The establishment of educational and vocational training resources funded through the Division of Vocational Rehabilitation;
- c. The consolidation of program opportunities for all youths in a particular setting who are experiencing difficulty.

There will be no duplication of efforts in this administration. There will also be no duplication or replacement of currently existing staff or functions. There will be an extension and consolidation of employment, counseling, and work programs.

2. Service Population - This program is designed to work with the fifteen (15) to seventeen (17) year(s) old youth who is:
  - a. Experiencing learning or behavioral difficulties;
  - b. According to evaluation data is a probable drop out;
  - c. According to school officials going to be expelled due to truancy; and
  - d. According to evaluation data is in need of a formalized employment counseling and vocational training and could benefit from such.

#### Program Components and Staffing Patterns

##### Program Components

1. Advocacy - This program is designed to provide help for students who are experiencing problems with education, vocation, or relationships. These positions will aid the student in handling these problems.
2. Group Counseling - Groups of youths with similar problems will be brought together on a routine basis for counseling directed toward guided group interactions.
3. Family Counseling - Parent(s) and child(s) will be brought together to iron out problems.
4. Vocational Counseling - Youths who are not benefiting from academic programs (which will in themselves lead to employment)

will be given counseling along with job and vocational selection.

5. Vocational Training and Employment - Part time and/or full time training and work programs will be secured.
6. Evaluation - Each youth will receive a comprehensive evaluation of psychological, medical, vocational, educational, and social factors. This evaluation will be utilized to establish employment plans with the youth.
7. Follow-up - All youths within this program will receive all services they need to reach full and total employment. Follow-up will be maintained on the youth until he has made a satisfactory adjustment.

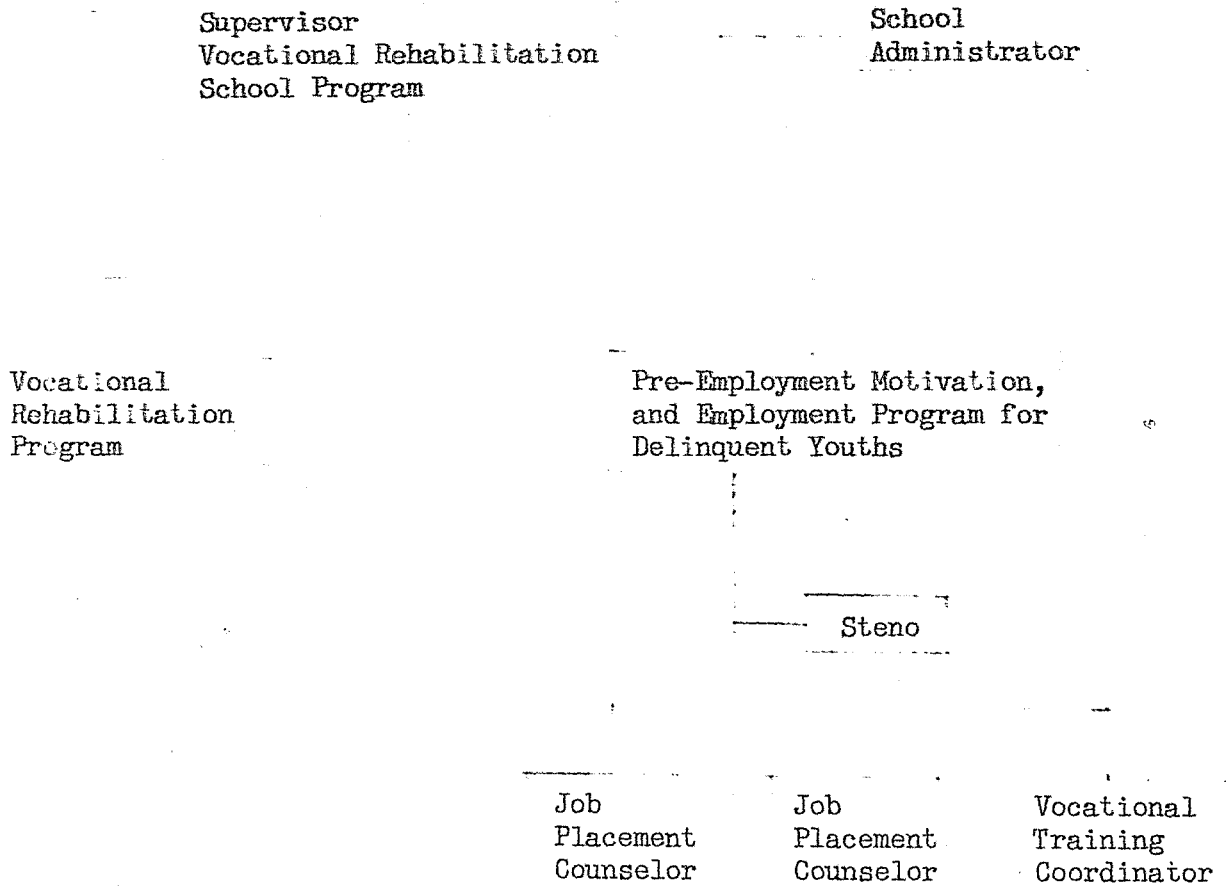
#### Staffing Patterns

In order to achieve this model concept within the manpower services delivery plan, the following staff will be needed:

1. Job Placement Counselor(s) - This position will work directly with the youth and with local employers to develop full time and part time job placements for the youth. He will work to develop new concepts to employment for youth and aid in job procurements.
2. Vocational Training Coordinator - This position will coordinate training resources for the youths who do drop out or are expelled from school. He will solicit the established resources for aid to train youth and develop new programs as necessary.
3. Stenographer - This position will provide the necessary secretarial and clerical functions within the component.



Program Component Four  
Organizational Flow Chart



Agencies Participating in this Component

Many agencies within the community will participate directly and/or indirectly in this effort. Some are:

1. Public School System
2. Mental Health Clinic
3. Social Services
4. Courts (Juvenile Probation)
5. Local Employers
6. Employment Security Commission
7. Juvenile Detention Services
8. Law Enforcement

## Budget - Program Component Four

7/1/72 to 12/31/73

## Cost Category

1. Salaries and Wages	
a. 2 Job Placement Counselors @ \$8,220.00	\$24,660.00
b. Vocational Training Coordinator @ \$8,220	12,330.00
c. Stenographer @ \$5,220.	7,830.00
2. Fringe Benefits	
a. Social Security @ 5.425% first \$9,000. and 5.6% in 1973	2,381.00
b. Retirement Benefits 8.95% total salary costs	4,012.00
c. State Costs for Medical and Accident Insurance @ \$13. p/m p/employee	936.00
d. Merit Increments @ 5% increase each 12 months employment	<u>678.00</u>
Total Personnel Cost	\$52,827.00
3. Other Costs	
a. Supplies and Materials @ \$100. p/m x 18 months	1,800.00
b. Postage and Telephone @ \$100. p/m x 18 months	1,800.00
c. Travel @ \$200. p/m x 18 months	3,600.00
d. Equipment (see attached list)	<u>1,590.00</u>
Total Other Costs	\$8,790.00
Total Costs	\$61,617.00

(145)

Equipment List

Program Component Four

3 Executive Desks @ \$157.	\$471.00
3 Executive Chairs @ \$87.	261.00
1 Steno Desk @ \$170.	170.00
1 Steno Chair @ \$86.	86.00
1 Electric Typewriter @ \$389.	389.00
3 Filing Cabinets @ \$71.	<u>213.00</u>
Total	\$1,590.00

The following program components are being described because they are much needed in this State. Should additional funds be available, consideration should be given to funding these components.

Program Component Five

"Pre-Employment Motivation, Employment Training, and Educational  
Training Program for Correctional Units Housing Inmates Not  
Eligible for Community-Based Services"

Introduction

The N. C. Division of Correction (then the Department of Correction) promoted legislation to the 1971 General Assembly to phase out of the road work assignments (popularly called "road quotas") for inmates in order to provide these inmates with more constructive rehabilitation-type programs. This legislation was enacted. The consequence of this legislation is the need to establish rehabilitation, manpower, and educational programs within medium custody correctional field units. These units house inmates who are largely not eligible for participation in community-based programs.

Purpose of this Component

Thus, the purpose of this component would be to establish programs of rehabilitation, education, and other manpower-related employment training within selected medium custody units. Specific purposes related to this are to:

1. Establish counseling, treatment, and therapy programs within selected medium custody units;
2. Establish educational, pre-vocational, and socialization programs within selected medium custody units;
3. Establish institutional-based vocational and employment training programs within selected medium custody units; and
4. Provide the necessary staff to accomplish these purposes.

Goals and Objectives

Specific goals and objectives which will be accomplished are to:

1. Increase the number of medium custody grade inmates who receive educational and job training and counseling services;
2. Increase the number of medium custody grade inmates who receive formalized treatment programs which could be utilized as prima facie evidence for possible custody reclassifications;
3. Increase the number of medium custody grade inmates who are reclassified so as to enable them to participate in community employment and/or training.

Implementation and Administration of the Component

Implementation

1. Locations - For the purposes of this grant-monies, the Commissioner of Correction will choose approximately five medium custody units (out of the total of 22) to implement this component. Selection should be based upon the locations with the greatest need.
2. Plan for Implementation - These five programs under manpower grant monies will be phased-in over a six month period of time. Two unit programs will begin on July 1, 1972, two on October 1, 1972, and one on January 1, 1973. The total grant period of the entire component will be eighteen (18) months, with the units implemented on July 1, 1972 running for eighteen (18) months, the units implemented on October 1, 1972 running for fifteen (15) months, and the unit implemented on January 1, 1973 running for twelve (12) months.

3. Service Population and Numbers to be Served

- a. Service Population - Those inmates who have medium custody grade ratings and being housed in the selected medium custody units.
- b. Numbers to be Served - This total component could be expected to serve approximately fourteen hundred (1400) inmates during the grant period.

Administration

1. Responsible Agent

The N. C. Department of Social Rehabilitation and Control,  
Department of Correction.

Services Component and Staffing Patterns

As described earlier, this component is designed to provide counseling, educational and vocational training, treatment and therapy, and employment programs for the offender. The following is a brief description of such activities:

Counseling

Counseling regarding personal problems which may have an effect on the inmate's ability to perform will be dealt with by this program. Motivational counseling, guidance, job and employment counseling, and advocacy counseling will also be provided.

Educational and Vocational Training

Staff will be given within this component which will coordinate, design, and advocate educational and vocational training programs with agencies such as Community Colleges and Technical Institutes, Vocational Rehabilitation (through its facility resources), and local business and education groups.



This staff will work with the established authority within the Division of Correction in carrying out these functions.

#### Treatment and Therapy

Staff will be provided within this component to coordinate and design medical and other treatment programs (e.g., behavior modification, psychotherapy, etc.) for the inmate. The goal of this service would be to effect behavior and attitude changes which would lead to the offender participating in community-based educational and/or vocational training programs through the work release and study release programs.

#### Employment

Staff will be provided to coordinate the work release program for these inmates. These jobs are chosen to enable the inmate to earn minimum or above wages, possibly retain the job after he is released, and have the possibility for future advancement.

#### Staffing Pattern

The programs within this component will generally be staffed in the following manner:

1. Employment Therapy Specialist(s) - This person(s) will provide the appropriate therapy to allow the inmate to change his behavior and attitude so as to allow for that inmate's participation in community-based work programs.
2. Educational Programs Specialist(s) - This person will establish and coordinate institutionally-based education and vocation training programs.
3. Job Coach(es) - This person will develop employment counseling and guidance counseling programs. He will help the inmate to

decide upon an appropriate occupation.

4. Secretary(s) - This person will provide the necessary clerical and secretarial functions within the components.

Agencies Participating in this Component

1. Community Colleges and Technical Institutes
2. Vocational Rehabilitation
3. Employment Security Commission

## Budget - Program Component Five

7/1/72 to 12/31/73

Cost Category	Cost
1. Salaries and Wages	
a. 5 Employment Therapy Specialist(s) @ \$8,220. (average)	53,430.00
b. 5 Educational Programs Specialist(s) @ \$8,220. (average)	53,430.00
c. 5 Job Coach(es) @ \$8,220. (average)	53,430.00
d. 5 Stenographer(s) \$5,220. (average)	33,930.00
2. Fringe Benefits	
a. Social Security @ 5.425% first \$9,000. - 1972 5.6% - 1973	9,491.00
b. State Retirement @ 8.95% of salaries	17,894.00
c. State Costs for Health and Disability Insurance @ \$13. p/m p/employee	1,014.00
d. Merit Increments @ 5% increase each 12 months	<u>738.00</u>
Total Personnel Costs	\$223,357.00
3. Other Costs	
a. Supplies and Materials @ \$100. p/m p/unit x 78 unit months	7,800.00
b. Postage and Telephone @ \$100. p/m p/unit x 78 unit months	7,800.00
c. Travel @ \$250. p/m p/unit x 78 unit months	19,500.00
d. Equipment (see attached list)	<u>8,505.00</u>
Total Other Costs	\$43,605.00
Total Costs	\$266,962.00

Equipment List  
Program Component Five

15 Executive Desks @ \$157.	\$2,355.00
15 Executive Chairs @ \$87.	1,305.00
5 Steno Desks @ \$170.	850.00
5 Steno Chairs @ \$86.	430.00
5 Electric Typewriters @ \$389.	1,945.00
15 Filing Cabinets @ \$71.	1,065.00
15 Reception Arm Chairs @ \$37.	<u>555.00</u>
Total	\$8,505.00

## Program Component Six

"Employment Evaluation, Employment Adjustment, and Employment  
Training for Inmates at the N. C. Correctional  
Center for Women"

Introduction

The N. C. Correctional Center for Women (NCCGW) is the only adult penal institution for females in the state correctional system. The NCCGW has all age groups (sixteen years and older), all custody classifications (close security to honor grade), and like most correctional centers for women, has been somewhat overlooked in some ways due to the overwhelming needs in the male institutions. During the past year, there have been at least seven half-way houses established within the state to act primarily as "pre-release" centers for the female offender population. Female offenders in the NCCGW have access (on a limited basis) to work release and study release programs. Evaluation programs, living space, transportation, limited correctional staff, and prison work quotas have all limited the use of work release, study release, and educational programs. Certain educational programs (currently limited to one hour per day per inmate) and vocational training areas (limited) are available at the NCCGW. The vast majority of female offenders are being released without the skills necessary to compete in the labor market or the socialization training to redirect their behavior toward socially accepted standards.

Purpose of the Program Component

This component is designed to provide staff and resources in order to overcome the major deficits and provide additional constructive programming at the NCCGW. It is anticipated that this component, coupled with those

services outlined in other program components (e.g., Correctional Region Reception and Evaluation Center) will come closer to meeting the needs of the committed female offender.

The purpose of the program is actually to provide dual functions. First, the evaluation program will provide to all committed female offenders a comprehensive evaluation, rehabilitation, and employment plan. The offender will be enrolled into a formalized employment adjustment training program lasting from four to six weeks. At the end of this period, and based on the evaluation assessments, a formalized rehabilitation and employment plan will be developed for each offender. This employment plan services will be delivered in two ways: 1) institutional-based training for those inmates who are not eligible to leave the NCCCW (custody rating), and 2) community-based training resources. The primary objective of the institutional-based program would be to provide a vehicle to allow consideration to a change in the custody rating so as to allow the respective inmate to participate in community training. The overall program will include an expansion of currently available educational programs. Secondly, community resources such as community colleges, technical institutes, beauty culture schools, business schools will provide the final portion of employment training and lead to employment in those areas. Training should be coupled with "outside" work release employment possibilities.

#### Goals and Objectives

- 1) To increase the number of female offenders receiving employment and vocational training services.
- 2) To increase the number of female offenders participating in work release and study release programs.
- 3) To increase the number of female offenders being released

with job skills which are commensurate with the demands of the labor market and which are applicable to their home community.

- 4) To complement the half-way house which is already established and those to be established in the future by providing an employment plan and employment training prior to the offender's release from NCCCW.

### Implementation and Administration

#### Implementation

1. Location - The N. C. Correctional Center for Women.
2. Plan for Implementation - This component will be implemented January 1, 1973 and have a duration of twelve (12) months. The grant period will end December 31, 1973.
3. Service Population and Numbers to be Served
  - a. Service Population - Committed female offenders housed at the N. C. Correctional Center for Women.
  - b. Numbers to be Served - During calendar year 1971, there were three hundred and forty-five (345) new commitments to the NCCCW. It could be anticipated that all new commitments and the majority of the "in house" population would be served.

#### Administration

1. Responsible Agent - The N. C. Department of Social Rehabilitation and Control, Division of Correction.

### Services Component and Staffing Pattern

#### Services Components

As outlined earlier, the primary services will be employment evaluation,

employment adjustment and employment training programs. The following is a brief description of such activities:

1. Employment Evaluation - These services will evaluate the employment skills, capabilities, and interests of the committed offender. They will participate through a formalized report of each inmate's employment possibilities in the classification and program planning section.
2. Employment Adjustment Training - These services are designed to provide socialization training, employment counseling, and those personal responsibilities in receiving employment interviews. Basically, it will impart courses on "how to work."
3. Employment Training - Vocational training will be developed through available resources for the inmate, both in the institution and in the community. Vocational training will hopefully be largely devoted to the community when possible.

#### Staffing Patterns

The program will be staffed by:

1. Employment Therapy Specialists - This position will provide the appropriate therapy to allow the inmate to change his behavior and attitude so as to allow for the inmate's participation in community-based training and work programs.
2. Educational Programs Specialist - This person will establish and coordinate institutionally-based education and vocational training programs.
3. Job Coach(es) - This person will develop employment counseling and guidance programs. He will help the inmate to decide upon



an appropriate occupation.

4. Secretary - This person will provide the necessary clerical and secretarial functions within this component.

Agencies Participating in this Component

1. Community Colleges and Technical Institutes
2. Vocational Rehabilitation
3. Employment Security Commission
4. Local Training Resources

**CONTINUED**

**2 OF 3**

## Budget - Program Component Six

1/1/73 to 12/31/73

Cost Category	Cost
1. Salaries and Wages	
a. Employment Therapy Specialist @ \$8,220.	\$8,220.00
b. Educational Program Specialist @ \$8,220.	8,220.00
c. Job Coach @ \$8,220.	8,220.00
d. Secretary \$5,220.	5,220.00
2. Fringe Benefits	
a. Social Security @ 5.6% of first \$9,000.	1,674.00
b. Retirement Contributions 8.95% of salary	2,675.00
c. State Costs for Health and Disability Insurance @ \$13. p/m p/employee	<u>624.00</u>
Total Personnel Costs	\$34,853.00
3. Other Costs	
a. Supplies and Materials @ \$100. p/m p/unit x 12 unit months	1,200.00
b. Postage and Telephone @ \$100. p/m p/unit x 12 unit months	1,200.00
c. Travel @ \$150. p/m p/unit x 12 unit months	1,800.00
d. Equipment (see attached list)	<u>1,701.00</u>
Total Other Costs	\$5,901.00
Total Costs	\$40,754.00

Equipment List  
Program Component Six

3 Executive Desks @ \$157.	\$471.00
3 Executive Chairs @ \$87.	261.00
1 Steno Desk @ \$170.	170.00
1 Steno Chair @ \$86.	86.00
1 Electric Typewriter @ \$389.	389.00
3 Filing Cabinets @ \$71.	213.00
3 Reception Arm Chairs @ \$37.	<u>111.00</u>
Total	\$1,701.00

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- N. C. Corrections Committee Report
- N. C. Probation Committee Report
- N. C. Parole Committee Report
- N. C. Law Enforcement Committee Report
- N. C. Department of Youth Development Committee Report
- Social Services Committee Report
- Offender - Ex-offender Committee Report
- N. C. General Court of Justice Committee Report
- N. C. Division of Vocational Rehabilitation Committee Report

As the sea rushes to extend its boundaries,  
It cares not for the damage wrought in its  
onslaught.  
Will we be so inhuman?

LEB

**END**