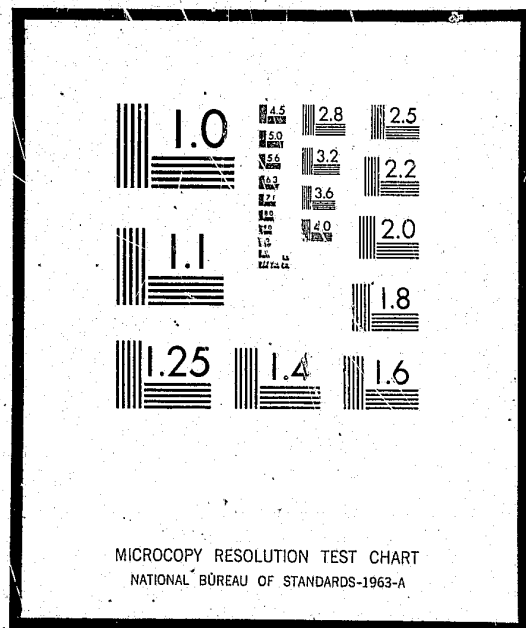


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# 1975

A Youth Services Plan  
to Prevent and Treat Juvenile Delinquency  
in Charlotte and Mecklenburg County,  
North Carolina

17975 Dup.

**A YOUTH SERVICES PLAN TO PREVENT  
AND TREAT JUVENILE DELINQUENCY  
IN CHARLOTTE AND MECKLENBURG COUNTY,  
NORTH CAROLINA**

Prepared By

**MECKLENBURG YOUTH SERVICES ACTION BOARD**

with assistance from the

**MECKLENBURG YOUTH SERVICES  
PROFESSIONAL ADVISORY COMMITTEE**

February 14, 1975



MECKLENBURG COUNTY  
BOARD OF COMMISSIONERS

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Mr. Phillip E. Gerdes  
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SERVICES ACTION BOARD

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Mrs. Elisabeth G. Hair, *Chairman*  
Mecklenburg County Board of Commissioners  
Mecklenburg County Office Building  
720 East Fourth Street  
Charlotte, North Carolina 28202

Dear Mrs. Hair:

As directed by a resolution of the Mecklenburg County Board of Commissioners dated March 18, 1974, the Youth Services Action Board presents herewith *A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County*. This Plan was born of the untiring efforts of the directors or representatives of seventy (70) public and private youth serving agencies in the County. It, therefore, encompasses a cross section of the entire community.

The Youth Services Action Board has indicated in this report what it feels to be the most pressing needs which should be met to divert children from the juvenile justice system. Included in the Plan are recommended actions which hopefully will be implemented as quickly as community and government support make them feasible.

The Youth Services Action Board calls your attention to the following:

1. There is a strong concensus on the board that the development of community based group home treatment units must be developed soon if children are to be provided an opportunity to be diverted from juvenile correctional institutions to needed services.
2. Most of these recommendations can be implemented by agencies already serving the community, and with your endorsement, can be included in their budgets. Some, in fact, are now in the process of formation.
3. All recommendations which call for the development of youth services require that measurable objectives be set for these programs so they can be evaluated, particularly in terms of their cost effectiveness.
4. While some recommendations call for the creation of alternative community services for children now involved with the courts, others will get to the root of the problems and attempt to prevent children from becoming involved in the juvenile justice system in the first place.

The Youth Services Action Board looks forward to your support and approval of this plan.

Mrs. Pat DeLaney, *Chairman*  
Mecklenburg Youth Services  
Action Board

# Citizens Committee

on

## Family And Child Care Study

(A Review of Human Services)

301 SOUTH BREVARD ST.  
CHARLOTTE, N. C. 28202  
704/372-7170

February 6, 1975

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Chairman

Mayor John M. Belk

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Larry A. Tomlinson, Jr.

William K. Van Allen

Robert L. Walton

Joe D. Withrow

Mrs. Elisabeth G. Hair, *Chairman*  
Mecklenburg County Board of Commissioners  
County Office Building - Fourth Floor  
720 East Fourth Street  
Charlotte, North Carolina 28202

Dear Mrs. Hair:

On January 29, 1975, Mrs. Pat DeLaney, *Chairman* of the Mecklenburg Youth Services Action Board, provided the Task Force on Administration of Justice and Corrections Services of the Family and Child Care Study an opportunity to review A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County.

The large number of persons who contributed to the development of this Plan was certainly impressive. It was evident to the Task Force that the formulation of this Plan required an enormous expenditure of time and energy on behalf of the Mecklenburg Youth Services Action Board and the Mecklenburg Youth Services Professional Advisory Committee.

This Task Force wishes to endorse and support endeavors of the Mecklenburg Youth Services Action Board to do the following:

1. To identify services related to the prevention and treatment of juvenile delinquency in Charlotte and Mecklenburg County and to validate the need for such services.
2. To assist the community and government to expedite the identification and development of services needed by children in a manner which results in maximum utilization of existing resources in the community and elimination of duplication of efforts by youth serving agencies.

The Task Force was pleased to have the opportunity to coordinate its efforts with those of the Mecklenburg Youth Services Action Board.

Sincerely,

Don Davidson, *Chairman*  
Task Force on Administration of Justice  
and Corrections Services  
Family and Child Care Study

Dan MacDonald,  
Study Director

DD:DM

## MECKLENBURG YOUTH SERVICES PROFESSIONAL ADVISORY COMMITTEE

### Educational Services Committee

1. Mrs. Carolyn Bender  
*Director, Learning Disabilities, Euclid Learning Development Center*
2. Mr. O. W. Bidgood  
*Principal, Charlotte-Mecklenburg Street Academy*
3. Dr. Les Bobbitt  
*Assistant Superintendent of Schools, Pupil Support Department, Charlotte-Mecklenburg Schools*
4. Mr. Donald Bynum  
*Director, Charlotte Speech and Hearing Center*
5. Mr. James Emerson  
*Principal, Charlotte-Mecklenburg Evening Optional School*
6. Mrs. Sadie Grigg  
*Director, Charlotte Day Nursery*
7. Ms. Phyliss Lynch  
*Director, Charlotte-Mecklenburg Youth Council, Inc.*
8. Ms. Julia Ross  
*Social Worker, Teen-Age Parents Services*
9. Mrs. June Wright Slider  
*Director, Learning Development Foundation, Inc.*
10. Mr. Arial Stephens  
*Director, Public Library of Charlotte and Mecklenburg County*
11. Mrs. Hellena Tidwell  
*Director, Upward Bound, Johnson C. Smith University*
12. Mrs. Aurelia Macomson  
*Director, Mecklenburg County Association for Retarded Children, Inc.*

### Employment Services Committee

1. Mrs. Shannon Andrews  
*Assistant Director, Employment Security Commission*
2. Ms. Audrey Britton  
*Counselor, Division of Vocational Rehabilitation*
3. Mr. Joe Champion  
*Director, Charlotte-Mecklenburg School Guidance Services*
4. Mr. Les Easterling  
*Director, Goodwill Industries of Charlotte*
5. Mr. Gerald Harvey  
*Director, Myers Street Center for the Trainable Mentally Retarded*
6. Mr. Bruce Hooton  
*Director, Job Corps*
7. Mr. William J. Massey  
*Director, Nevins Center, Inc.*
8. Mr. John McCall  
*Director, Inter-Agency Youth Center of the Charlotte Area Fund*
9. Mrs. Marlana Ray  
*Former Director, Neighborhood Youth Corps*
10. Mr. James Russell  
*Director, Self-Improvement Center*
11. Mrs. Linda Walker  
*Former Counselor, Division of Vocational Rehabilitation*

### Legal Services Committee

1. Mr. Eugene Deal  
*Chief Court Counselor, District Court Counselor Services*
2. Ms. Mozelle DePass  
*Social Worker, Protective Services, Child Welfare Division, Mecklenburg County Department of Social Services*
3. Mr. William Diehl  
*Attorney*
4. Mr. Robert Dixon  
*Assistant Chief, Mecklenburg County Police Department*
5. Mr. R. C. Edison  
*Captain, Charlotte Police Department*
6. Mr. Don Frazier  
*Social Worker, Family and Children's Services*
7. Mr. Sam Killman  
*Major, Charlotte Police Department*
8. Mr. Terry Roche  
*Director, Legal Aid Society of Mecklenburg County*
9. Mr. D. R. Stone  
*Major, Charlotte Police Department*

### Medical Services Committee

1. Mr. Jerald Allen  
*Director, Planned Parenthood of Greater Charlotte, Inc.*
2. Mr. John Allen  
*Director, Open House, Inc.*

3. Dr. Maurice Kamp  
*Director, Mecklenburg County Health Department*
4. Dr. Jonnie McLeod  
*Director, Charlotte Drug Education Center*
5. Dr. Olea Olsen  
*Optometrist*
6. Mr. Patrick Thompson  
*Director, Charlotte Rehabilitation Hospital*
7. Dr. Carlton G. Watkins  
*Director, Mecklenburg County Center for Human Development*
8. Mrs. Patsy Whitfield  
*Supervisor, Mecklenburg County Department of Social Services — Family Planning Unit*
9. Mrs. Jane T. Wolfe  
*Director, Charlotte Memorial Hospital, Medical Social Services Department*

### Psychological Services Committee

1. Mr. John Baughman  
*Director, Alexander Children's Center*
2. Mr. Peter Bishop  
*Clinical Psychologist, Mecklenburg County Mental Health Center*
3. Mrs. Billie Clark  
*Clinical Psychologist, Mecklenburg County Juvenile Diagnostic Center*
4. Mrs. Gwen Kellerman  
*Director, Mental Health Association of Charlotte and Mecklenburg County*
5. Mr. Ed Nadelman  
*Director, Family and Children's Services*
6. Dr. Gordon Rettke  
*Director, School Psychological Services, Charlotte-Mecklenburg Schools*
7. Dr. Wade Williams  
*Clinical Services Director, Mecklenburg County Center for Human Development*

### Recreational Services Committee

1. Mr. Roy Alexander  
*Director, Mecklenburg 4-H and Youth Office*
2. Mr. Douglas Coffield  
*Director, Mecklenburg County Council — Boy Scouts of America*
3. Mr. George Creswell  
*Director, Young Men's Christian Association*
4. Mr. Charles Cross  
*Director, Charlotte Neighborhood Centers Department*
5. Mrs. Carolyn Dykstra  
*Director, Hornet's Nest Girl Scout Council, Inc.*
6. Mrs. Kitty Huffman  
*Director, National Conference of Christians and Jews*
7. Mrs. Ruth Lehman  
*Director, Greater Carolinas Chapter — American Red Cross Youth Services Program*
8. Mr. George Michie  
*Director, Big Brothers Association of Charlotte*
9. Mr. Tom Moore  
*Director, Charlotte Parks and Recreation Department*
10. Mr. Russell I. Peithman  
*Director, Charlotte Nature Museum*
11. Mrs. Micki Riddick  
*Director, Young Women's Christian Association*
12. Mr. Cleve K. Scarbrough  
*Director, Mint Museum of Art*

### Social Services Committee

1. Mr. James Burge  
*Counselor, Pines—Rehabilitation Home*
2. Mr. Edwin H. Chapin  
*Director, Mecklenburg County Department of Social Services*
3. Rev. Thomas Clements  
*Director, Catholic Social Services of the Diocese of Charlotte, N. C., Inc.*
4. Mrs. Lucy Gist  
*Director, Bethlehem Center*
5. Mrs. Kathleen Hasty  
*Director, The Children's Home Society of North Carolina, Inc.*
6. Mrs. Thelma Keller  
*Director of Social Welfare, Salvation Army*
7. Mrs. Irene Millroy  
*Director, Contact Telephone Counseling Services*
8. Mr. Robert Noble  
*Director, Episcopal Child Care Services of North Carolina*
9. Mr. Ken Sipes  
*Director, Florence Crittendon Services*
10. Mr. John Shope  
*Director, Mecklenburg County Juvenile Diagnostic Center*
11. Mrs. Bobbie Toatley  
*Director, School Social Work, Charlotte-Mecklenburg Schools*
12. Mr. Buck Winfield  
*Director, The Relatives*

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## INTRODUCTION

Mr. W. T. Harris, former chairman of the Mecklenburg County Board of Commissioners, convened the first meeting of the Mecklenburg Youth Services Action Board (YSAB) on July 16, 1974. At this meeting, Mr. Harris discussed a resolution approved by the Mecklenburg County Board of Commissioners on March 18, 1974, which called for the creation of the Mecklenburg Youth Services Action Board (See Attachment A). This resolution states that the Mecklenburg YSAB is responsible for identifying services needed by children in Charlotte and Mecklenburg County, particularly services related to diverting children from the juvenile court and correctional systems and for mobilizing community support for the development of such services. This resolution also states that the Mecklenburg YSAB should appoint a Youth Services Professional Advisory Committee to be comprised of representatives of all public and private youth serving agencies in Charlotte and Mecklenburg County and utilize the resources of this committee to assist the Mecklenburg YSAB to identify services needed by children, especially services related to diverting children from the juvenile justice system. The resolution further stipulates that staff and technical assistance shall be provided to the Mecklenburg YSAB and Mecklenburg YSPAC by the Mecklenburg Youth Services Bureau staff.

At its second meeting, the Mecklenburg YSAB created a timetable for tasks relating to the development of A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County. These tasks were to be completed by the Mecklenburg YSAB, Mecklenburg YSPAC and Mecklenburg YSB. Some of the tasks to be

accomplished by each of the foregoing bodies included:

Mecklenburg Youth Services Action Board

1. Create by-laws for the Mecklenburg Youth Services Action Board (See Attachment B).
2. Appoint the Mecklenburg Youth Services Professional Advisory Committee. This committee was divided into seven (7) sub-committees which were designated as educational, psychological, social, recreational, legal, employment, and medical service area committees.
3. Assign seven (7) two-member Mecklenburg Youth Services Action Board liaison teams to work with the seven (7) service area committees of the Mecklenburg Youth Services Professional Advisory Committee. Mecklenburg YSAB liaison teams agreed to attend all meetings of the service area committees to which they were assigned.
4. Provide all members of the Mecklenburg Youth Service Professional Advisory Committee with information relating to the specific tasks relating to the development of a youth services plan to prevent and treat juvenile delinquency in Charlotte and Mecklenburg County they will be expected to accomplish.
5. Submit by or before February 20, 1974 A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County to the Mecklenburg County Board of Commissioners.
6. Request input from the community, including youth, concerning what services are needed by children in Charlotte and Mecklenburg County, especially services related to the prevention and treatment of juvenile delinquency.

Mecklenburg Youth Services Professional Advisory Committee

1. Critically evaluate youth service proposals submitted to each service area committee by youth serving agency personnel and persons in the community.
2. Submit documents to the Mecklenburg Youth Services Action Board by December 20, 1975 which include youth service proposals and recommendations approved by each of the seven (7) service area committees. A Youth Service Proposal Guide was developed by the Mecklenburg Youth Services Action Board to assist each committee to accomplish this task. (See Attachment C)

Mecklenburg Youth Services Bureau

1. Provide all members of the Mecklenburg Youth Services Action Board and the Mecklenburg Youth Services Professional Advisory Committee with a comprehensive inventory of all services

provided by public and private agencies in Charlotte and Mecklenburg County.

2. Have a member of the Mecklenburg YSAB staff attend all meetings of the Mecklenburg YSAB and the service area committees of the Mecklenburg YSPAC for the purpose of recording minutes of meetings and providing technical assistance as needed.
3. Secure information and develop youth service proposals when requested to do so by service area committees of the Mecklenburg YSPAC and the Mecklenburg YSAB.
4. Appraise all members of the Mecklenburg YSAB and service area committees of the Mecklenburg YSPAC as to when meetings are to occur and what transpires at those meetings.

In order to accomplish their assigned tasks, the seven (7) service area committees of the Mecklenburg YSPAC aggregately held fifty-one (51) meetings. At least one member of a Mecklenburg YSAB liaison team attended these meetings. The Mecklenburg YSAB conducted eleven (11) lengthy meetings. A representative from the Mecklenburg Youth Services Bureau attended all sixty-two (62) meetings held by the Mecklenburg YSAB and service area committees of the Mecklenburg YSPAC.

The Mecklenburg YSAB coordinated their efforts with other groups who were interested in accomplishing tasks similar to those toward which the Mecklenburg YSAB was directing its efforts. The chairman of the Mecklenburg YSAB had discussions with representatives from the Committee on Administration of Justice and Correctional Services of the Citizens Committee on Family and Child Care Study, and a committee from Dimensions concerned with the juvenile justice system. Excellent, cooperative working relationships were established with both these groups.

This Plan truly represents a consensus on behalf of youth serving agency personnel and others in the community as to what needs to be done in order to divert a large number of children from the juvenile

court and correctional systems to needed services. This Plan's ultimate value will be determined by the degree to which it is effectively implemented.

A REPORT ON THE JUVENILE JUSTICE SYSTEM  
IN CHARLOTTE AND MECKLENBURG COUNTY BY THE  
MECKLENBURG YOUTH SERVICES ACTION BOARD

Following is a compilation of data relating to the number of children from Charlotte and Mecklenburg County who have become involved in the North Carolina juvenile court and correctional systems during 1973 and 1974.

Number of Children Committed to  
North Carolina Juvenile Correctional Institutions

<u>Jan. - Dec. 1973</u>	<u>Jan. - Dec. 1974</u>	<u>Percentage Increase or Decrease</u>
114	90	21% Decrease

Comments

Assiduous efforts by Juvenile Court Counselors and District Court Judges Clifton Johnson, Larry Black, William G. Robinson, and former District Court Judge Kenneth Griffin to find community alternatives to incarcerating children in juvenile correctional institutions have been a major factor in the significant decrease (21%) in the percentage of children from Charlotte and Mecklenburg County who were committed to state training schools.

Another factor which probably contributed to the reduction in training school commitments was that each of these four (4) judges presided in the Juvenile Court, on a rotating basis, for one (1) month periods; thereby, providing them an opportunity to develop some expertise and experience in dealing with juvenile cases. The National Assessment of Juvenile Corrections (1974), a comprehensive national study of courts and correctional programs for juveniles states:

If the ideal model of juvenile judge is to be achieved, that judge must not deal with juvenile cases only randomly and infrequently. If he is to develop specialized expertise and experience, he must deal with the problems of children on a continuing basis. The problems of delinquency are not ordinary legal problems; they require that the judge bring to each case a variety of additional skills with which lawyers are not generally equipped. Although it is not necessary that one judge devote all his time to juvenile matters, it is important that at least one judge have sufficient exposure to juvenile problems to develop the special skills and understanding needed for these cases (p.40).



Data obtained from the Division of Youth Development, North Carolina Department of Corrections for the period January 1, 1974, through November 19, 1974, indicates that more children will have been committed to state training schools in North Carolina in 1974 than were incarcerated in 1973. For the period January 1 through November 19, 1974, 1,635 children had been incarcerated in juvenile correctional institutions. This compares with 1,622 children who were committed to state training schools during the period January 1 through December 31, 1973. It is anticipated that approximately 1,750 children will be incarcerated in juvenile correctional institutions during 1974. This would represent a 7% increase over the number committed in 1973. Fifty percent (50%) of those children incarcerated in 1974 were committed for having been found in violation of their probation by committing an "undisciplined act." "Undisciplined acts" do not constitute a danger to person or property. While training school commitments from Guilford County (Greensboro) and Mecklenburg County should be about equal, there is a high probability Cumberland County (Fayetteville) and Forsyth County (Winston Salem) will have committed more of their children to training schools than did Mecklenburg County. When one considers that Mecklenburg County has a larger population than any county in North Carolina, and the number of children committed to state training schools has increased on a state-wide basis, the decrease in the number of children from Mecklenburg County committed to juvenile correctional institutions in 1974 is particularly impressive.

Number and Type of Juvenile Petitions Filed

Type of Petition	July - Dec. 1973	July - Dec. 1974	Percentage Increase or Decrease
Undisciplined <sup>1</sup>	269	120	55% Decrease
Truancy	21	6	71% Decrease
Other <sup>2</sup>	248	114	54% Decrease
Delinquent <sup>3</sup>	1,050	1,145	9% Increase
Felony	503	603	19% Increase
Misdemeanor	547	542	1% Decrease

<sup>1</sup> The number of undisciplined petitions filed generally reflects the actual number of children who were alleged to have committed these non-criminal acts.

<sup>2</sup> "Undisciplined Acts" under this classification included being ungovernable at home, or ungovernable at school, or running away from home.

<sup>3</sup> The number of delinquent petitions filed does not indicate the actual number of children who allegedly committed delinquent acts as in a large number of cases more than one (1) delinquent petition was signed against a child.

Comments

Many factors contributed to the important decline in the number of undisciplined petitions filed in Charlotte and Mecklenburg County. A most prominent factor seems to be the extensive utilization by youth service agency personnel and others of services such as The Charlotte-Mecklenburg School System's Street Academy and Evening Optional School, "The Relatives", an emergency shelter care facility for children who run away from their home settings, and the Mecklenburg Youth Services Bureau. For example, 190 children were referred to the Mecklenburg Youth Services Bureau during the period July through December, 1974. This represents a 65% increase over the number of children referred to this agency during the same period in 1973. During its first three (3) months of operation, September 16 through December 16, 1974, "The Relatives" served 78 children. The demand for educational service provided by the Street Academy continues to exceed the supply of spaces available in this highly successful program. Persons who have sought to divert children from the juvenile court to services they need have included juvenile court intake counselors, school social workers, school social work assistants, police, school principals, school counselors, social service agency personnel, and parents.

Delinquent petitions are filed when a child is alleged to have committed either a felony or a misdemeanor. Although there has been a minor decrease (1%) in the percentage of petitions filed for misdemeanor offenses, there has been an increase (19%) in the percentage of petitions filed for felony offenses. This has resulted in a 9% increase in the percentage of total delinquent petitions filed. Although referrals by police of children who have committed minor delinquent acts (misdemeanors) to the Mecklenburg Youth Services Bureau has increased during the period July through December, 1974, when compared to the same period in 1973, the quantity of children referred has not been sufficient to result in a substantial reduction in the number of petitions filed for this type offense.

The increased percentage of delinquent petitions filed for felony offenses not only indicates that a large number of serious criminal acts are being committed by children, but causes one to realize it is imperative for Juvenile Court Judges to have available to them effective treatment services to which they can refer children when they initially appear in court for committing a serious offense. The latter statement is based on recent delinquency research studies (Wolfgang, 1972), which show that the younger a child and the more serious the offense he or she commits, the more likely that child is to commit another delinquent act.

If actions recommended in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County are effectively implemented, especially actions calling for the development, continuation, and/or expansion of such delinquency prevention and treatment services as community-based group home treatment units, a temporary shelter care facility, in-school suspension programs, youth services

teams in the schools, the Street Academy, and "The Relatives", the Mecklenburg YSAB is confident the number of children from Charlotte and Mecklenburg County who become involved in the juvenile court and correctional systems will be drastically reduced.

FINDINGS AND RECOMMENDED ACTIONS  
BY THE MECKLENBURG YOUTH SERVICES ACTION BOARD

Findings

Prior to the appointment of the Mecklenburg Youth Services Action Board by the Mecklenburg County Board of Commissioners in July, 1974, and the Mecklenburg Youth Services Professional Advisory Committee shortly thereafter, there did not exist in Charlotte and Mecklenburg County a systematic, coordinated, efficacious, expeditious approach to identifying and developing youth services related to the prevention and treatment of juvenile delinquency. Consequently, services which could have played a significant role in diverting a substantial number of children from the juvenile court and correctional systems were not developed. This unfortunate situation resulted in a vast amount of human and economic resources being lost which could have been saved.

When a systematic, coordinated, efficacious, expeditious approach to the identification and development of services for children is not being employed, fragmentation of services and duplication of effort by youth serving agencies often result. Furthermore, the creation of new services for children is usually not accomplished in a manner which maximizes utilization of resources of existing youth serving agencies.

Little or no emphasis seems to be placed on the specification of procedures to measure the efficacy of youth service programs. Continued funding by the public and private sectors of programs for children seems to be based on the demonstrated demand for such services rather than on the demonstrated effectiveness of the services.

It can generally be said that most children who become involved in the juvenile court and correctional systems have either not gained access to

services they need, or services they need are not available in the community, or services they have received have been ineffective.

Recommended Action

The Mecklenburg County Board of Commissioners should approve the following resolution to ensure that services relating to the prevention and treatment of juvenile delinquency are identified and developed in a systematic, coordinated, efficacious, expeditious manner.

The successful implementation of this resolution should result in reduced fragmentation of youth services, less duplication of efforts by youth serving agencies, and maximum utilization of resources of existing youth serving agencies.

A RESOLUTION

WHEREAS, the Mecklenburg County Board of Commissioners is deeply concerned that children, whenever possible, be diverted from the juvenile court and correctional systems to services they need, particularly children who do not constitute a danger to persons or property and who have not committed an act that would be considered a crime if they were an adult, and

WHEREAS, the Mecklenburg County Board of Commissioners is committed to assuring that needed educational, psychological, recreational, legal, social, medical, and employment services are identified, developed, and delivered to every child in Charlotte and Mecklenburg County, especially services which are related to the prevention and treatment of juvenile delinquency, and

WHEREAS, the Mecklenburg County Board of Commissioners desires that services for children related to the prevention and treatment of juvenile

delinquency be identified and developed in a systematic, coordinated, expeditious, efficacious manner, without fragmentation or duplication, and with maximum utilization of resources of existing youth serving agencies occurring.

NOW, THEREFORE, BE IT RESOLVED that the Mecklenburg County Board of Commissioners shall, when it deems proper, encourage such bodies as the Charlotte-Mecklenburg School Board, Mecklenburg County Social Services Board, and other appropriate bodies to give strong consideration to providing those services which have been identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County.

BE IT RESOLVED that the Mecklenburg County Board of Commissioners shall, whenever possible, utilize state and federal monies to finance those services which have been identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County.

BE IT RESOLVED that the Mecklenburg County Board of Commissioners will require all public or private agencies who seek funds from the Board in order to develop a service identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County to submit to the Board a comprehensive youth service proposal which includes, as a minimum, the following:

1. A description of the specific service which the agency plans to develop.
2. A description of the nature and scope of the problems which the service will remediate.
3. A list of measureable objectives which must be achieved in order for the service to be considered successfully implemented.

4. A description of the methods and procedures which will be employed in order to achieve the measureable objectives established for the service.
5. A description of the evaluation procedures which will be used to measure progress which has been made toward achieving measureable objectives set for the service program.
6. A projected line-item budget and budget narrative for the service.

Further, the Mecklenburg County Board of Commissioners shall require all public and private agencies to which it allocates funds to develop those services identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County to submit written definitive report to the Mecklenburg County Board of Commissioners which specifies progress it has made toward the achievement of measureable objectives set for the service programs. Continued funding of the services shall be made contingent upon the documented effectiveness of the services.

BE IT RESOLVED that the Mecklenburg County Board of Commissioners shall:

1. Request persons serving on the Mecklenburg Youth Services Action Board as of February 15, 1975 to continue to serve on this body until June 30, 1976, in order to provide continuity to its efforts to mobilize community support for the development of those services identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County.
2. Request the Mecklenburg Youth Services Action Board to review all youth service proposals submitted to the Mecklenburg County Board of Commissioners which are related to the development of services identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County.
3. Request the Mecklenburg Youth Services Action Board to provide the Mecklenburg County Board of Commissioners with information relating to the number of children from Charlotte and Mecklenburg County who become involved in the juvenile court and correctional systems. These reports shall be submitted to the Mecklenburg County Board of Commissioners by or before July 20, 1975, January 20, 1976, and June 20, 1976.

4. Request the Mecklenburg Youth Services Action Board to provide the Mecklenburg County Board of Commissioners with information relating to progress which has been made toward the development of those services identified in A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County. These reports shall be submitted to the Mecklenburg County Board of Commissioners by or before January 20, 1976, and June 20, 1976.
5. Request the Mecklenburg Youth Services Action Board, during the period February 20, 1975, through June 30, 1976, to continue to recommend actions to the government and community which might be taken to prevent and treat juvenile delinquency in Charlotte and Mecklenburg County.

FURTHER, BE IT RESOLVED that the Mecklenburg County Board of Commissioners shall request the Director of the Mecklenburg Youth Services Bureau to continue to supply the Mecklenburg Youth Services Action Board with sufficient staff and technical assistance to enable the Youth Services Action Board to perform its stated functions.

\* \* \* \* \*

Finding

The Mecklenburg County Department of Social Services has approximately one hundred (100) children in its custody who are involved in the juvenile court or are on the verge of becoming involved with the juvenile court and/or correctional systems because they are truant, ungovernable at school and/or their foster homes, or have run away from their foster home, or are exhibiting other behaviors which, if not remediated, could result in their becoming involved in the juvenile court. These one hundred (100) children are in desperate need of placement in community-based, short-term (6-8 mos.) group home treatment units where they can receive effective care and systematic treatment. Foster homes, as presently operated under the auspices of the Department of Social Services, do not provide these children with the kind of care and treatment they require. Because this service is not

available to these children, many of them may be incarcerated in state training schools. Commitment of these children to state training schools will offer them an opportunity to become sophisticated delinquents because they will be placed with children who have committed serious delinquent acts, will insure that they will have legal and social stigmas attached to them after they leave the institutions, and will not expose them to experiences which will prepare them to make a successful adjustment to their homes, schools, and communities after they leave the institutions.

The North Carolina Department of Youth Development reported that approximately fifty percent (50%) of all children incarcerated in state training schools in 1974 were placed there for violating conditions of their probation by being truant, being ungovernable at home and/or school, or running away from home. It costs in excess of ninety-five hundred dollars (\$9,500) annually to incarcerate one (1) child in a state training school.

#### A Major Recommended Action

The Mecklenburg County Department of Social Services should develop a minimum of six (6) community-based group home treatment units for all those children within its custody who are exhibiting behavior which precludes their making a successful adjustment to foster care, and who, in the opinion of the professional staff of the Department of Social Services, could benefit from receiving such a service. It is strongly recommended that the Department of Social Services give consideration to developing these homes in consultation with the professional staff of the "Bringing It All Back Home Project". This project, which operates out of Western Carolina Center in Morganton, North Carolina, consists of eight community-based group home treatment units designed to provide systematic treatment to children

whose ineffective behavior prevents their making a successful adjustment to their natural homes or foster homes. Rigorous evaluation of this treatment service has demonstrated that it has been highly successful in assisting children, parents, and school personnel to improve the maintenance, self-help, social, and academic behaviors of children referred to the project.

\* \* \* \* \*

#### Finding

In September, 1974, "The Relatives", an emergency shelter care facility, was established to provide a service for children who have, for various reasons, decided to leave their home settings. During the period September 16 through December 16, 1974, seventy-eight (78) children utilized the facility for a period of one (1) to seven (7) days. The Director of this agency estimates that about fifty percent (50%) of these children were in a condition of dependency and/or neglect. Had this emergency shelter care facility not been available for these children, it is logical to assume that many of them would have become involved with juvenile court and, in some cases the juvenile correctional system. This assumption seems to be validated by the significant reduction in the number of "undisciplined" petitions filed during September through December, 1974, when compared to the same period in 1973.

#### Recommended Action

As "The Relatives" seems to be serving as an effective alternative to the juvenile court for many children in Charlotte and Mecklenburg County, it is recommended that this service continue to receive excellent support from the community and government contingent on its documented efficacy.

\* \* \* \* \*

Finding

Reports from "The Relatives", Mecklenburg Youth Services Bureau, Mecklenburg County Department of Social Services, Mecklenburg County Juvenile Diagnostic Center, and other youth serving agencies indicate that a large number of children, particularly youth sixteen (16) and seventeen (17) years of age, are unable to make a successful adjustment to their home settings and are in dire need of temporary placement /one (1) to ninety (90) days/ in a residential facility. In many cases their failure to adapt to their home settings is directly related to factors beyond their control.

By February 1, 1975, the Mecklenburg Baptist Association plans to open a shelter care facility for sixteen (16) youths six (6) through eighteen (18) years of age who need temporary placement in a residential facility for a period of one (1) to ninety (90) days.

Recommended Action

If, after a reasonable period of time, the shelter care facility provided by the Mecklenburg County Baptist Association proves to be unable to meet the demand for such a service, it is recommended that another temporary shelter care facility be developed at the earliest possible date.

\* \* \* \* \*

Finding

The Charlotte-Mecklenburg Schools Pupil Support Department reported that approximately four thousand, four hundred (4,400) school suspensions were given to children during the 1973-74 school year. While suspension from school removes a child from the classroom for a period of time, it usually does not provide a child an opportunity to improve the behavior for which he was suspended from school, but often results in the child being in the community with little or no supervision provided for him. The latter statement

is supported by the fact that the Charlotte and Mecklenburg County Police report that a large number of crimes in the community are committed by children during school hours.

Recommended Action

The Charlotte-Mecklenburg Schools should develop "In-School Suspension" programs in all of its twenty-one (21) junior high schools. School personnel should develop these programs in consultation with personnel in other school systems who have established successful programs of this type.

\* \* \* \* \*

Finding

A sampling of six (6) of the twenty-one (21) junior high school principals in the Charlotte-Mecklenburg Schools indicates that an estimated seven hundred (700) children were absent from twenty-one (21) junior high schools in excess of thirty percent (30%) of time these schools were in session during the 1973-74 school year. Statements made by principals questioned also indicates that approximately four hundred and twenty (420) children in the twenty-one (21) junior high schools were sent to their school offices on a regular basis for exhibiting inappropriate behavior in their school settings.

The Mecklenburg Youth Services Bureau, an agency which provides services to a large number of children who are chronic truants and/or who exhibit ineffective behavior at school on a regular basis, reports that many of these children may become school dropouts and/or become involved in the juvenile and/or adult court and correctional systems if their behaviors are not changed. The Charlotte and Mecklenburg County police report that a significant number of crimes committed during the day are committed by children when school is in session.

Recommended Action

The Charlotte-Mecklenburg School System's Street Academy should be expanded to serve an additional two hundred (200) children who are chronic truants and/or are exhibiting behavior which results in their being sent to the school office for disciplinary reasons on a regular basis. It is also recommended that these educational services be provided in schools or other locations which are accessible to children by public transportation. Facilities such as a YMCA, YWCA, church, or public library might be used to deliver this service.

\* \* \* \* \*

Finding

The number of school counselors, school psychologists, and school social workers who are available to serve those children in the twenty-one (21) Charlotte-Mecklenburg junior high schools is insufficient to provide those children who are chronic truants and/or are exhibiting inappropriate behavior when they attend school with the intensive counseling and casework services required to effect behavior improvement on behalf of these children. Experience has shown that many of these children will probably drop out of school and/or become involved in the juvenile court and/or correctional systems if their ineffective behavior is not remediated.

Recommended Action

The Charlotte-Mecklenburg Schools should deploy four (4) Youth Services Teams, consisting of two (2) school counselors, two (2) school social workers and one (1) school psychologist per team to provide intensive counseling and casework services to those children in the twenty-one (21) junior high schools who are chronic truants and/or who exhibit behavior which results in their being sent to their school office for disciplinary reasons on a regular basis.

Functions to be performed by each team should be to diagnose factors related to each child's ineffective behavior, to make interventions in each child's home and/or school setting which emphasize providing parents and teachers with specific skills and procedures which they can use to improve the behavior of these children, to refer each child to needed treatment services, and to provide school personnel with information which will enable them to make decisions about a child which are in the child's best interest. Caseloads of each team member should not exceed ten (10) children. Team members should be accessible to their clients twenty-four (24) hours a day, seven (7) days a week. Services should be delivered in home and school settings at the convenience of those parents, teachers, and children being served.

\* \* \* \* \*

Finding

The Mecklenburg Youth Services Bureau and Mecklenburg County Juvenile Diagnostic Center report that a large number of children who become involved in the juvenile court are children who have academic deficiencies in reading, mathematics, spelling, and other subjects. Although some of these children receive tutorial assistance, many of them do not gain access to tutorial services such as those offered by the Charlotte-Mecklenburg Schools, churches, and civic groups.

Recommended Action

The Public Library of Charlotte and Mecklenburg County or the Charlotte-Mecklenburg School System should serve as a central agency to coordinate and supplement the various tutorial programs now underway. This central agency would maintain records of which agencies are offering what tutorial services and make appropriate referrals. The primary objective of this service should be to provide all students who have academic deficiencies a readily available meaningful source of academic assistance.

Finding

The Charlotte Nature Museum reports that approximately two percent (2%) of the youth of Charlotte and Mecklenburg County are exposed to the Charlotte Nature Museum's leisure-time recreational-educational program, after school workshops, and field trips which could offer many of them an opportunity to engage in constructive activities they would find meaningful. The Mecklenburg Youth Services Bureau and Juvenile Court Counselor Services report that many of those children who become involved in the juvenile justice system are provided few opportunities to engage in such activities because these services, due to their location, are inaccessible to many of these children.

Recommended Action

The Charlotte Nature Museum should expand their highly successful experience-oriented science and nature workshops and field trips to serve those youth between the ages of six (6) and seventeen (17) who cannot now be served because they live in areas geographically remote from the Museum. These activities could be offered at neighborhood centers, branch libraries, and/or multi-purpose rooms of schools throughout the County. The Charlotte Nature Museum and the Charlotte Neighborhood Centers Department should work closely together to insure successful implementation of this service.

\* \* \* \* \*

Finding

Mecklenburg County Juvenile Court records indicate that in 1974 approximately three hundred and fifty (350) "undisciplined petitions" were signed against children by their parents. These parents alleged that their children had either run away from home or were out of parental control. Some of these children were ultimately incarcerated in juvenile correctional institutions for violating conditions of their probation by continuing to

exhibit these noncriminal behaviors. The Mecklenburg Youth Services Bureau and Juvenile Court Counselor Services personnel found that many of these parents did not possess the parenting skills necessary to effect behavior improvement on behalf of their children. Had these parents possessed effective parenting skills, it is believed that many of these children could have been diverted from the juvenile court and correctional systems.

Recommended Action

The Mecklenburg County Board of Commissioners should endorse efforts of the Human Services Department of Central Piedmont Community College, in conjunction with a number of youth serving agency personnel in Charlotte and Mecklenburg County, to develop competency based parent development courses for all interested parents. These courses will be offered at twenty-three (23) strategically located learning centers being operated by CPCG at a cost of two dollars (\$2) per person.

\* \* \* \* \*

Finding

Directors of many youth serving agencies which provide recreational services for children have stated they want to make their services more accessible to all children in Charlotte and Mecklenburg County, especially children whose participation in such services might preclude their becoming involved in the juvenile justice system. However, few scholarship funds, a limited number of volunteers, inadequate communication to youth serving agency personnel concerning what recreational services are available for children, and insufficient transportation capabilities have resulted in a large number of children who desire to participate in meaningful recreational activities not being offered an opportunity to do so.



Recommended Action

Either the Charlotte Neighborhood Centers Department, the Charlotte Park and Recreation Department, or the Mecklenburg County Park and Recreation Department should serve as a coordinator of recreational services in Charlotte and Mecklenburg County. Basic functions which should be performed by the Coordinator of Recreational Services should include:

1. Providing information, on a monthly basis, to all youth serving agencies concerning recreational services available for children.
2. Coordinating transportation for children to recreational services.
3. Identifying children who, due to lack of financial resources, are unable to participate in recreational services and assisting these children to obtain scholarships to services.
4. Employing and coordinating activities of ten (10) part-time recreational aides with youth serving agency personnel.
5. Engaging in activities which assist youth serving agencies to utilize their resources in a way which will result in improved services or an increase in the number of services offered to children.

\* \* \* \* \*

Finding

Discussions of youth serving agency personnel indicate that many children in Charlotte and Mecklenburg County could benefit from participation in the "Straight-Up Program" which is presently being operated by Open House, Inc., especially children who have a negative self-concept and who find it difficult to relate to other people in a successful way, characteristics which are common to most children who become involved in the juvenile justice system.

Recommended Action

The combined resources of the Mecklenburg County Engineering Department,

Director of the "Straight-Up Program", Mecklenburg County Park and Recreation Department, and other youth serving agencies should be utilized to expand the "Straight-Up Program" so as to make it available to a significant number of children in Charlotte and Mecklenburg County, especially children who are involved in the juvenile justice system.

\* \* \* \* \*

Finding

Discussions with directors of youth serving agencies which provide recreational services to children indicate that there are an inadequate number of recreational services, especially team sports, available for females between ten (10) and seventeen (17) years of age. It is believed that the availability of such services could serve to provide females an opportunity to engage in constructive activities which would augment the chances of their not engaging in behavior which could result in their becoming involved in the juvenile justice system. The 1974 Juvenile Court records indicate that an increasing number of females have become involved in the juvenile court and correctional systems.

Recommended Action

The Charlotte Park and Recreation Department, Young Women's Christian Association, Young Men's Christian Association, and Charlotte-Mecklenburg School System should combine their resources to develop a "Team Sports League for Girls" to serve youth ten (10) through seventeen (17) years of age.

\* \* \* \* \*

Finding

The Charlotte-Mecklenburg Schools report that four hundred and thirty eight (438) students gave birth to children during the 1973-74 school year. Many of these young girls will retain custody of their children. As many of these youths have not completed their education, do not possess employment

skills, have inadequate or no means of support, and, in many cases, have experienced a difficult childhood themselves, it can generally be said that they are totally unprepared for the role of functioning as adequate mothers. It is logical to assume that the children of these mothers will be sustained, for better or for worse, by that which the mother, extended family, friends, and neighbors can offer. Experience has shown that many of these children will ultimately become wards of the state.

Recommended Action

Florence Crittendon Services should develop a residential parent preparation program for young mothers who require assistance in order to learn how to provide for themselves and their children in an effective manner.

\* \* \* \* \*

Finding

Directors of youth serving agencies have indicated that one of the difficulties they face in serving youth in various sections of the community is the lack of available physical facilities where they can conduct meetings and activities. Since it is impossible for the various agencies to build and maintain branches in all areas of the county, program expansion is curtailed without the availability of adequate physical facilities. Many youth who need these service programs must travel long distances to locations where the services are being provided. As many youth do not have their own transportation or have access to public transportation, they never receive these services.

Recommended Action

The Mecklenburg County Board of Commissioners should encourage the Charlotte-Mecklenburg School Board and other public and private institutions to make their facilities more available for use by youth serving

agencies. For example, the Charlotte-Mecklenburg School Board should consider not requiring youth serving agencies to pay a fee beyond minimal maintenance costs for the use of their facilities.

\* \* \* \* \*

Finding

The Charlotte Speech and Hearing Center reports that speech and language training is needed for many pre-school children, especially children whose parents' financial resources preclude their gaining access to speech, language, and hearing diagnostic and treatment services. A child with a speech, language, or hearing problem is at a disadvantage educationally, socially, and emotionally. If these problems are not corrected before he enters school, the chances he or she will have difficulty making a successful adjustment to his school, home, and community are greatly increased.

Recommended Action

The Charlotte Speech and Hearing Center should consider placing another speech pathologist in the Mecklenburg County Department of Social Services Day Care Centers to work full-time with its staff and children.

\* \* \* \* \*

Finding

District Court Judges who serve in the juvenile court indicate that in a large number of cases parents of children who become involved in the juvenile justice system do not possess effective parenting skills. In many cases, these parents do not seek out family counseling and parent development programs when requested to do so by the District Court Judge.

Without the authority to require parents to participate in service programs which can help them develop the skills they must have to improve the behavior of their children, the District Court Judge is severely limited

in his capacity to effect meaningful changes in the lives of those children who come to the attention of the juvenile court.

Recommended Legislative Action

The Mecklenburg County Board of Commissioners should request the state legislative delegation from Mecklenburg County to introduce legislation which will permit District Court Judges to require parents of children who are adjudicated undisciplined, delinquent, dependent, or neglected to participate in family counseling and parent development courses when these services are available.

\* \* \* \* \*

Finding

The Division of Youth Development, North Carolina Department of Corrections, reports that it costs in excess of ninety-five hundred dollars (\$9,500) annually to incarcerate one (1) child in a state training school.

Tomorrow In Youth Development (1974), a publication by the same agency states:

Over the past seven years, the Office of Youth Development which included eight training schools, saw its budget grow from more than \$4 million to nearly \$10 million. However, while total cost continued to climb upward the department saw the reverse happen regarding student population [p. 1]

During 1974, fifty percent (50%) of all children committed to North Carolina state training schools were incarcerated for violating conditions of their probation by committing an "undisciplined act". Undisciplined acts include being truant from school, running away from home, or being ungovernable at home and/or school. These are acts which do not constitute danger to person or property and which would not be considered crimes if committed by persons above seventeen (17) years of age.

Experiences of youth serving agencies in Charlotte and Mecklenburg County indicate that a substantial number of children can be diverted

from the juvenile court and correctional systems if community-based alternative services are available to them. At the present time, the State of North Carolina provides no funds to county governments for the purpose of developing such alternative services.

Recommended Legislative Action

The Mecklenburg County Board of Commissioners should request the state legislative delegation from Mecklenburg County to introduce legislation which will provide state funding to county governments in order that they might develop services which can serve as alternatives to juvenile correctional institutions for children.

RECOMMENDATIONS SUBMITTED TO THE  
MECKLENBURG YOUTH SERVICES ACTION BOARD BY THE  
MEDICAL, RECREATIONAL, SOCIAL, EDUCATIONAL, PSYCHOLOGICAL,  
LEGAL, AND EMPLOYMENT SERVICE AREA COMMITTEES OF THE  
MECKLENBURG YOUTH SERVICES PROFESSIONAL ADVISORY COMMITTEE

Medical Services Committee

1. A satellite system of multiple service centers should be developed. These centers should include, as a minimum, the following services:
  - a. Venereal disease diagnosis and treatment done by a "nurse-practitioner."
  - b. An ongoing immunization program administered by a "nurse-practitioner" with a physician available.
  - c. Visual-motor screening with more comprehensive instruments than the now widely used Snelling Chart. This screening should be accomplished by trained para-professionals.
  - d. Family counseling delivered by highly trained personnel, working with the family unit in solving family problems. Such could serve a "preventative" therapeutic function.
  - e. Excellent medical contraceptive care provided on the premises, either free or inexpensively, and abortion referral.
  - f. A transportation-to-treatment component for the indigent patient.
2. Support is expressed for the state plan to provide universal developmental screening for four (4) year olds, and Charlotte-Mecklenburg should be prepared with treatment programs for identified needs which such screening will uncover.
3. Support is expressed for the work of the Drug-Alcohol Committee in developing a comprehensive plan for working with the adolescent drug addict.
4. Support is expressed for the work of the Social Services Area Committee (YSPAC) in developing community based group home treatment units.
5. Support is expressed for legislative changes related to the possession and use of drugs in North Carolina.

6. Support is expressed for legislation which would allow abortion to be provided upon request, and ensure that no person would ever be deprived of such for purely economic reasons.
7. Support is expressed for more and better sex education in schools.
8. Support is expressed for programs providing services to automobile and sports injured young people who require lifetime care.

Recreational Services Committee

1. Children's Petting Zoo. The citizens of Charlotte-Mecklenburg adopted this as a desirable "recreational and entertainment" goal in the DIMENSIONS discussions held in May, 1974.
2. Corporate Recreational Volunteers. In essence, this consists of an extension of the current practice by corporations of giving financial support to community activities either directly through contributions of money, or indirectly through the lending of personnel to their programs. A prime example of both can be observed each year in the United Way Campaign which relies heavily upon corporate dollars and employees for its success. It was our committee's belief that such indirect support, through the loan or release of personnel by corporations (to serve as volunteer scout masters or coaches, for example) could greatly assist in facilitating the success of existing and proposed recreational programs, which might otherwise fail due to inadequate financing and insufficient volunteers, and therefore should be encouraged.
3. Voluntary Action Center (VAC). A committee is currently engaged - through the United Community Services - in designing a program to more effectively involve volunteers in the work of local youth serving agencies of every kind. We heartily endorse their efforts. Moreover, we urge them to expedite this project so that its results may be put into action.
4. Bike Paths. During discussion of our "Increased Use of Public Facilities" proposal referred to above, we concluded that one particular phase of that concept which had already received some notoriety and should be endorsed was that of developing public rights-of-way for use as bike paths. It appeared to us that more consideration should be given to this concept in view of current emphasis upon the problem of fuel shortages and the importance of physical fitness, hence our recommendation.
5. Continued Efforts by Y. S. A. B. In conclusion, we wish to make special mention of the recommendation of our committee that the Y. S. A. B. continue its current efforts - particularly those which resulted in the numerous discussions between our committee members. The popular

concensus among members was that one of the most important by-products of their activities together was their opportunity to become better acquainted with each other personally, to understand the services offered by their respective agencies, and to share with common purpose their dreams for improving those services in the future.

#### Social Services Committee

1. Youth serving agencies should begin providing twenty-four (24) hour a day service.
2. Public bus transportation should be available to youth six (6) through seventeen (17) years of age at no charge to them.
3. After school care for children should be expanded and weekend care programs for children should be developed.

#### Educational Services Committee

1. School Counselors and School Social Workers should establish a liaison with ALANON for the purpose of making these services more accessible to children of an alcoholic parent(s).
2. Residential group home treatment units should be developed for those children whose behavior precludes their making a successful adjustment to their natural home setting.

#### Psychological Services Committee

1. It is recommended that local and state governmental units change zoning laws to allow for the development of community based group home treatment units.

#### Legal Services Committee

1. State funds should be sought for use by the County Commissioners for the purpose of developing programs within each county to divert children from the juvenile justice system to services they need.

#### Employment Services Committee

This committee will submit youth service proposals and recommendations to the Mecklenburg YSAB at a later date.

#### CONCLUSION

Recent actions taken by the Mecklenburg County Board of Commissioners and others in the community demonstrate a genuine concern about children who are being shuttled into the juvenile court and correctional systems because services they need are either unavailable or insufficient in quantity or quality to meet their needs. We are also deeply concerned about this situation.

We, therefore, view the preparation of A Youth Services Plan to Prevent and Treat Juvenile Delinquency in Charlotte and Mecklenburg County as initial investment of time and energy which will ultimately reap enormous dividends in terms of human and economic resources which will be saved when the actions recommended in this document are implemented. In order for the successful implementation of these recommendations to occur, a continuing investment of time, energy, and money from the community and government will be necessary. The Mecklenburg Youth Services Action Board sincerely believes the Charlotte and Mecklenburg County governments and community will take whatever actions are required to ensure that children gain access to services they desperately need.

**MECKLENBURG COUNTY**  
CHARLOTTE, NORTH CAROLINA 28202

## ATTACHMENT A

A RESOLUTION APPROVED BY THE MECKLENBURG  
COUNTY BOARD OF COMMISSIONERS ON MARCH 18, 1974

WHEREAS, the Mecklenburg County Board of Commissioners is aware that at least forty percent (40%) of all children who become involved with the juvenile court and correctional systems could be diverted from these systems if services they desperately need were made available to them, and

WHEREAS, the Mecklenburg County Board of Commissioners is deeply concerned that children, whenever possible, be diverted from the juvenile court and correctional systems to services they need, particularly children who do not constitute a danger to persons or property and who have not committed an act that would be considered a crime if they were an adult, and

WHEREAS, the Mecklenburg County Board of Commissioners is committed to assuring that needed services are identified, developed, and delivered for children in Mecklenburg County, particularly services which are related to diverting children from the juvenile justice system.

NOW THEREFORE, BE IT RESOLVED that the Mecklenburg County Board of Commissioners create a Youth Services Action Board. The Youth Services Action Board shall:

1. Appoint a Youth Services Professional Advisory Committee.

This committee shall:

- a. Identify services needed by children in Mecklenburg County, particularly services which enable children to be diverted from the juvenile justice system to services they need.

- b. Seek to coordinate services offered by their respective agencies in an effort to both close gaps in services and prevent duplication of services for children.
  - c. Have no power to make binding policy decisions.
  - d. Establish a simple and brief, but specific set of by-laws which state the duties of Committee members and the procedures by which the Committee will transact business.
2. Advocate and encourage the implementation of services identified by the Youth Services Professional Advisory Committee as being needed for children in Mecklenburg County. The Board will be especially concerned with mobilizing community support for the development of services which are related to diverting children from the juvenile court and correctional systems.
  3. Submit a semi-annual report to the Mecklenburg County Board of Commissioners documenting progress made by the Youth Services Action Board and Youth Services Professional Advisory Committee toward performing their stated functions.
  4. Have no power to make binding policy decisions.
  5. Establish a simple and brief, but specific set of by-laws which state the duties of board members and the procedures by which the Board will transact business.
- The Youth Services Action Board shall consist of not less than twelve (12) or more than fifteen (15) members to be chosen by the Mecklenburg County Board of Commissioners. A list of suggested nominees for the Youth Services Action Board will be submitted to the Mecklenburg County Board of Commissioners by the Mecklenburg Youth Services Bureau Advisory Board.

The Youth Services Professional Advisory Committee shall include, but not be limited to, representatives from the following youth serving agencies:

- |   |  |
|---|--|
| a. Juvenile Court   | m. Charlotte Park and Recreation Commission        |
| b. Charlotte-Mecklenburg Schools  | n. Salvation Army                                  |
| c. Department of Social Services  | o. Bethlehem Center                                |
| d. Mecklenburg County Mental Health Center  | p. Self-Improvement Center                         |
| e. Family & Children's Services   | q. Charlotte Drug Education Center                 |
| f. Police (Juvenile Officer)  | r. N. C. Division of Vocational Rehabilitation     |
| g. Mecklenburg County Juvenile Diagnostic Center                                  | s. Charlotte Speech and Hearing Clinic             |
| h. YMCA   | t. Nevin's Center, Inc.                            |
| i. YWCA   | u. Mecklenburg County Center for Human Development |
| j. Alexander Children's Center  | v. Florence Crittenton Home                        |
| k. Episcopal Child Care Services of N. C. Thompson Orphanage Training Institution | w. Open House                                      |
| l. Mecklenburg County Health Department   |  |

A list of suggested nominees for the Youth Services Professional Advisory Committee will be submitted to the Youth Services Action Board by the Director of the Mecklenburg Youth Services Bureau.

FURTHER, BE IT RESOLVED that the Mecklenburg County Board of Commissioners request the Director of the Mecklenburg Youth Services Bureau to assist the Youth Services Action Board and the Youth Services Professional Advisory Committee to perform their stated functions.

Specific functions the Mecklenburg Youth Services Bureau shall be requested to perform are:

1. Disseminate reliable information to the Mecklenburg Youth Services Professional Advisory Committee and the Mecklenburg Youth Services Action Board concerning services needed by children served by the Mecklenburg Youth Services Bureau.
2. Develop and maintain a comprehensive inventory, on an annual basis, of all services available in Mecklenburg County for children ages six (6) through seventeen (17) years of age.
3. Assist both the Committee and Board to transact business at their meetings by developing agendas for meetings, recording minutes of meetings, and supplying information to the Board and Committee about when meetings are to occur and what transpires at those meetings.
4. Assist the Committee and Board by gathering information and writing proposals when requested.

ATTACHMENT B  
BYLAWS  
OF  
THE YOUTH SERVICES ACTION BOARD  
OF  
MECKLENBURG COUNTY, NORTH CAROLINA

ARTICLE 1.

GENERAL

Section 1. Purpose. Pursuant to resolution of the Mecklenburg County Board of Commissioners, dated March 18, 1974, creating the Youth Services Action Board (the "board"), its general purpose shall be to "assure that needed services are identified, developed and delivered to children in Mecklenburg County, particularly services which are related to diverting children from the juvenile justice system." In that connection the board shall appoint a Youth Services Professional Advisory Committee and take such other action as required by the aforesaid resolution.

ARTICLE II.

BOARD OF DIRECTORS

Section 1. General Powers. The business and affairs of the board shall be managed by its directors, who shall be appointed by the Mecklenburg County Board of Commissioners.

Section 2. Number. The number of directors shall be not less than twelve (12), nor more than fifteen (15).

Section 3. Term. This board's initial directors shall hold office for a term of one year ending July 1, 1975; and at least thirty (30) days prior to that date shall request the Mecklenburg County Board of Commissioners to appoint a successor board to serve a term beginning upon and ending one year from the aforesaid date. This procedure shall be repeated from year to year thereafter. Provided, however, that nothing herein shall be construed to prohibit this board from requesting that some or all of its directors be reappointed from year to year in the interest of continuity of the leadership it may provide.

Section 4. Vacancies. Immediately upon the occurrence of any vacancy on the board during a term, the unexpired portion of which exceeds 90 days, the remaining board shall request the Mecklenburg County Board of Commissioners to appoint a successor director to serve the remainder of said term.

Section 5. Ex-officio Member. The Director of the Youth Services Bureau of Mecklenburg County shall serve as an ex-officio member of this board.

ARTICLE III.

MEETINGS OF DIRECTORS

Section 1. Regular Meetings. The board shall meet at 7:30 o'clock p.m. on the second Tuesday of every month in the offices of the Mecklenburg County Board of Commissioners for the purpose of the transaction of such business as may come before the meeting. In addition, the board may provide, by resolution, the time and place for the holding of additional regular meetings.



Section 2. Special Meetings. Special meetings of the board may be called by or at the request of the Chairman, upon notice of the time and place thereof given to each director at least three (3) days before the meeting by any usual means of communication. Such notice need not specify the purpose for which the meeting is called.

Section 3. Quorum. A majority of the number of directors fixed by these bylaws shall constitute a quorum for the transaction of business at any meeting of the board.

Section 4. Manner of Acting. Except as otherwise provided in these bylaws, the act of the majority of the directors present at a meeting at which a quorum is present shall be the act of the board.

Section 5. Informal Action by Directors. Action taken by a majority of the directors without a meeting is nevertheless board action if written consent to the action in question is signed by all the directors and filed with the minutes of the proceedings of the board, whether done before or after the action so taken.

#### ARTICLE IV.

##### EXECUTIVE COMMITTEE

Section 1. Creation. The officers of this board shall constitute an Executive Committee, which committee may act and exercise all of the authority of the board to the extent such action may be necessary from time to time.

Section 2. Vacancy. Any vacancy occurring in the Executive Committee shall be filled by a majority of the number of directors fixed by these bylaws at a regular or special meeting of the board.

Section 3. Removal. Any member of the Executive Committee may be removed at any time with or without cause by a majority of the number of directors fixed by these bylaws.

Section 4. Minutes. The Executive Committee shall keep regular minutes of its proceedings and report the same to the board when required.

#### ARTICLE V.

##### COMMITTEES

Section 1. Standing Committees. The board shall at least annually designate one or more directors each to constitute standing committees as follows: (a) Medical Services, (b) Employment Services, (c) Educational Services, (d) Legal Services, (e) Psychological Services, (f) Social Services, and (g) Recreational Services. Each such committee shall have functions as hereinafter provided.

Section 2. Additional Committees. The board, by resolution adopted by a majority of the directors fixed by these bylaws, may designate one or more additional committees from time to time, each of which shall consist of two or more directors, which committees shall have functions and responsibilities as provided in such resolutions.

Section 3. Vacancy. Any vacancy occurring in any of the standing or additional committees shall be filled by a majority vote of the board.

Section 4. Removal. Any member of any of the standing or additional committees may be removed at any time with or without cause by a majority vote of the board.

Section 5. Minutes. The standing committees shall be required to keep regular minutes of their proceedings.

Section 6. Functions and Responsibility.

(a) Functions. Each committee shall at least annually maintain liaison with the members of the Youth Services Professional Advisory Committee representing organizations and agencies in Mecklenburg County performing services within the ambit of each such committee's title, and consider and make recommendations to the board with respect to the manner in which it might assist in supporting, coordinating, and developing those services, and alleviating the special needs of those organizations, together with any other matters as may be appropriate in that connection.

(b) Responsibility. The responsibilities of the standing and additional committees shall be advisory in nature, and no action shall be taken upon their recommendations except by determination of the board.

Section 7. Youth Services Professional Advisory Committees. Within sixty (60) days after their appointment by the Mecklenburg County Board of Commissioners, the board shall appoint non-board members to the Youth Services Professional Advisory Committee which shall consist of representatives of all public and private organizations and agencies in Mecklenburg County performing youth services. One such professional advisory committee of non-board members shall be appointed to correspond to and maintain liaison with each of the standing committees of this board, referred to hereinabove.

#### ARTICLE VI.

##### OFFICERS

Section 1. Officers of the Board. The officers of the board shall consist of a Chairman, Vice-chairman, and Secretary, each of which shall be members of the Executive Committee of the board.

Section 2. Election and Term. The officers of the board shall be elected by the directors at their first monthly meeting following their appointment by said Mecklenburg County Board of Commissioners for terms of one year.

Section 3. Removal. Any officer appointed by the board may be removed by majority vote of the directors whenever in their judgment the best interests of the board will be served thereby.

Section 4. Chairman. The Chairman shall preside at all meetings of the board and perform such other duties as may be prescribed by said board from time to time.

Section 5. Vice-chairman. In the absence of the Chairman, the Vice-chairman shall perform his duties and such other duties as may from time to time be assigned to him by the Chairman of the board.

Section 6. Secretary. The Secretary shall attend the meetings of the board and record minutes of those proceedings upon its book of records. He shall notify the directors of their meetings in accordance with those bylaws and shall perform such other duties as the board may from time to time prescribe.

#### ARTICLE VII.

##### MISCELLANEOUS PROVISIONS

Section 1. Amendments. These bylaws may be amended or repealed and new bylaws may be adopted by the affirmative vote of a majority of the directors then holding office at any regular or special meeting of the board.

ATTACHMENT C

A YOUTH SERVICE PROPOSAL GUIDE

All service area committees of the Mecklenburg Youth Services Professional Advisory Committee are requested to follow this guide when developing youth service proposals for the Mecklenburg Youth Service Action Board.

Statement of the Problem

1. Describe the nature and scope of the problem.
2. Furnish supporting facts and figures which document the existence of the problem.
3. Provide a clear description of the impact of the problem on children.

Description of Proposed Service

1. Indicate who will be served by the service.
2. State the general approach which should be used to deal with the specified problem.
3. Suggest training and experiences which should be possessed by the professional staff implementing the service program.
4. Recommend technical or outside assistance which might be obtained to aid in the successful implementation of the service.
5. Suggest physical facilities which might be used to operate the service.

Measureable Objectives

1. State basic performance objectives which should be achieved in order to insure that the proposed service will have a significant impact on the problem. Be sure to indicate both the number of children to be served by the service and the time period during which the children will be served.

Evaluation Design

1. Indicate basic facts and figures which should be gathered in order to determine the degree to which the stated measureable objectives have been achieved.

The Budget

1. Based on similar service programs in operation, extrapolate the financial cost for this proposed service.

Administrative Agency

1. Recommend the agency or agencies which might implement the proposed service. State a rationale for this recommendation.

Recommended Sources of Funding

1. Suggest specific sources of funding.

ATTACHMENT D

PROPOSED YOUTH SERVICES AND RECOMMENDATIONS SUBMITTED  
BY THE EDUCATIONAL SERVICES COMMITTEE

Proposed Youth Services

1. In-School Suspension
2. Street Academy Expansion
3. Youth Service Teams
4. Tutorial Services Center
5. Speech and Language Training for the Pre-School Child

Recommendations

1. School Counselors and School Social Workers should establish a liaison with ALANON for the purpose of making these services more accessible to children of an alcoholic parent(s).
2. Residential group home treatment units should be developed for those children whose behavior precludes their making a successful adjustment to their natural home setting.

Youth Service Proposals

1. In-School Suspension

Statement of the Problem

Interviews with six (6) of the twenty-one (21) junior high school principals in the Charlotte-Mecklenburg Schools indicates that approximately four hundred and twenty (420) children in the twenty-one (21) junior high schools were sent to school offices repeatedly during the 1973-74 school year for exhibiting inappropriate behavior in the school setting. There is a major concern in the community about discipline in the public schools, and the school administration has placed great emphasis on dealing with this problem.

Suspension from school, while it removes the disruptive child from the classroom for a time, provides no corrective or improvement opportunities for that child. In fact, the suspension provides the child time, most often unsupervised, to become involved in a number of crimes, according to Charlotte and Mecklenburg County police reports.

An in-school suspension program would accomplish two things: (1) removal of the student from the classroom temporarily when his behavior is disruptive; and (2) provide a supervised place within the school (Time-Out Room) where he can develop alternative behavior patterns.

Description of Service

This program will provide a positive alternative to student suspension in the twenty-one (21) junior high schools by establish-

Time-out Rooms in each junior high as follows:

1. One para-professional will be assigned full-time and will be supervised by project personnel (social worker and psychologist) and school administrative staff.
2. Time-out Rooms will be non-punitive, neutral, objective, resource rooms. These rooms will serve as a place to "cool off," for study or for therapeutic help, providing the time and the means to consider avoiding or resolving problems without emotional pressure.
3. The Time-out Room will be used, generally, under three circumstances:
  - a. Prior to the development of a problem disruptive to the classroom.
  - b. During one class period as a temporary placement to provide time to resolve a problem.
  - c. For most or all of the day for one or more days as an in-school suspension for behavior that cannot be tolerated in the classroom.

No student will be admitted to the Time-out Room without prior arrangement between the classroom teacher and Time-out Room staff for a reason compatible with the purposes of the program.

Overall supervision and responsibility for the professional quality of the program will rest with one social worker and one psychologist assigned full-time to the project. The Youth Services Teams will provide back-up consultation and support for the Time-out Room staff. (Refer to Youth Services Teams Proposal) The objective of this supervision and support is to enable the Time-out Room staff to provide sound individualized help to students for the purpose of assisting them to develop self discipline and positive behavior.

Time-out Room staff must be mature, personally adequate, accepting people capable of using supervision and consultation effectively.

Measureable Objectives

1. To decrease the number of children who are removed from school (suspended) because they are exhibiting inappropriate behavior.
2. To decrease the number of children who are sent to

the school office for disciplinary reasons.

3. To improve the social skills of the children referred to the Time-out Room.
4. To provide teachers who refer pupils to the Time-out Room with specific procedures they can use to improve the behavior of these pupils in the regular classroom.

Evaluation Design

1. The number of students sent to the school office for disciplinary reasons during the 1974-75 school year will be compared with the number sent during the 1975-76 school year for similar reasons. Types of behavior to be reported will be established and reported for both years.
2. The number of students suspended from school during the 1974-75 school year will be compared with the number suspended during the 1975-76 school year. The types of behavior resulting in suspension will be noted for both years.
3. Pre and post teacher evaluations will be made on all students referred to the Time-out Rooms to determine whether their social skills (positive use of school) have improved.
4. Teachers who have referred pupils to the Time-out Room will be asked to identify classroom and behavioral management skills they have acquired as a result of their participation in this program.
5. Teachers and principals involved will be asked to make an overall evaluation of the benefits they see resulting from the program.

Budget

Para-professional Time-out Room staff	- 21 @ \$7,000. . .	\$147,000.00
Social Worker	- 1 @ . . . . .	12,000.00
Psychologist	- 1 @ . . . . .	12,000.00
Fringe benefits @ 16%	. . . . .	27,360.00
Total . . . . .		\$198,360.00

Administrative Agency

The Charlotte-Mecklenburg Pupil Support Department will administer this program as well as the Youth Services Team program. School social workers, psychologists and counselors (the types of staff in these programs) are a part of the Pupil Support Department.

Recommended Source(s) of Funding

Mecklenburg County Board of County Commissioners. (This proposal is based on a validated ESEA Title III program developed in the St. Petersburg, Florida public schools. There are State and Federal funds which can be used to implement validated ESEA Title III programs. The Charlotte - Mecklenburg Schools staff is pursuing this possibility.)

2. The Street Academy Expansion

Statement of the Problem

A sampling of six (6) of the twenty-one (21) junior high school principals in the Charlotte-Mecklenburg Schools indicated that an estimated seven hundred (700) children were absent from the twenty-one (21) junior high schools in excess of thirty percent (30%) of time the schools were in session during the 1973-74 school year. The junior high school principals questioned also indicated that approximately four hundred and twenty (420) children in the twenty-one (21) junior high schools were sent to school offices, on a regular basis, for exhibiting inappropriate behavior in their school settings.

The Mecklenburg Youth Services Bureau, an agency which provides services to a large number of children who have been classified as chronic truants and/or exhibit ineffective behavior at school, has found that most of these children are experiencing minimal success in their school settings. Most of these children have reading deficiencies, physical limitations which interfere with their academic performance, and inadequate social skills. Many of these children will become school dropouts and/or become involved in the juvenile and/or adult court and correctional systems. The Charlotte and Mecklenburg County police report that a significant number of crimes committed during the day are committed by truants.

The Charlotte-Mecklenburg Schools' Street Academy has demonstrated that it can provide meaningful educational services to children who are chronic truants and/or who are exhibiting ineffective behaviors in their school settings. Expansion of this outstanding program is recommended in order

to provide children an opportunity to be diverted from the juvenile court and/or correctional systems to educational services they need.

#### Description of Service

The Charlotte-Mecklenburg Schools' Street Academy should be expanded to serve an additional two hundred (200) children who are exhibiting ineffective school behavior, particularly children who are classified by school personnel as chronic truants and/or who are sent to their school offices on a regular basis for disciplinary reasons.

It is recommended that these educational services be provided in schools or other locations which are accessible to children by public transportation. Facilities such as YMCAs, YWCAs, churches, and libraries might be used to provide this service.

#### Measureable Objectives

1. To increase each child's school attendance level during his or her participation in the program as compared to his or her school attendance level prior to participation in the program.
2. To increase each child's school achievement levels in communication skills, arithmetic, social studies, and science.
3. To improve each child's self-concept.
4. To augment each child's social skills.
5. To, during a period of nine (9) months, provide educational services to a minimum of two hundred (200) children who are chronic truants and/or who are exhibiting ineffective behaviors at school.

#### Evaluation Design

The following information, as a minimum, should be obtained in order to determine progress which has been made toward the achievement of measureable objectives established for the program:

1. School attendance levels of children served before and during their participation in the program.
2. Pre and post test results of school achievement and self-concept tests administered to children served by the program.

3. The number and kind of social skills which have been developed by each program participant.
4. The number of children served by the program during a nine (9) month period.
5. Formal and informal student and parent evaluation programs.

#### Budget

Based on the operational costs of the Charlotte-Mecklenburg Schools' Street Academy, it is projected that the cost of this educational service will be approximately two hundred and twenty-five thousand dollars (\$225,000) for a period of nine (9) months. If fifty (50) of the anticipated two hundred (200) children served by the program are ultimately diverted from the juvenile correctional system, sufficient human and economic resources will be saved to justify the monetary expenditures required for this program. (The annual cost of incarcerating one (1) child in a state training school is in excess of ten thousand (\$10,000) dollars.)

#### Administrative Agency

It is recommended that the Charlotte-Mecklenburg Schools administer this program.

#### Recommended Source(s) of Funding

1. Mecklenburg County Board of Commissioners
2. Law Enforcement Assistance Administration

It is recommended that this service be contracted from the Charlotte-Mecklenburg Schools by the Mecklenburg County Board of Commissioners for a period of nine (9) months. Continued funding of this program should be determined by progress which has been made toward the achievement of measureable objectives established for the program.

#### 3. Youth Service Teams

##### Statement of the Problem

A sampling of six (6) of the twenty-one (21) junior high school principals in the Charlotte-Mecklenburg Schools indicates that an estimated seven hundred (700) children were absent from the twenty-one (21) junior high schools in excess of thirty percent (30%) of the time these schools were in session during the 1973-74 academic year. Those junior high school principals questioned also indicates that approximately four hundred and twenty (420) children in the twenty-one (21) junior high schools were sent to

school offices, on a regular basis, for exhibiting inappropriate behavior in their school settings.

Due to the limited number of school counselors, school psychologists, and school social workers who are available to provide these children with the kinds of intensive services they require, experience has shown that many of these children will become school dropouts and/or become involved in the juvenile and/or adult court and correctional systems. Charlotte and Mecklenburg County police report that a significant number of crimes committed during the day are committed by truants. The Mecklenburg Youth Services Bureau can document that children it has served who were classified truants or being ungovernable at school were children who were exhibiting behavior which was directly related to factors beyond their control. Some of these factors were severe deficiencies in reading, physical limitations, inadequate social skills, emotional immaturity, and ineffective supervision and discipline in their home settings. The Mecklenburg Youth Services Bureau has also demonstrated that the ineffective behaviors of these children can be improved if they are provided intensive counseling and casework services in their home settings and are able to gain access to educational services they need, services such as those being provided by the Charlotte-Mecklenburg Schools' Street Academy.

#### Description of Service

All children enrolled in the twenty-one (21) Charlotte-Mecklenburg junior high schools who do not attend school on a regular basis and/or who are regularly sent to their school office for disciplinary reasons will be served by the program. The program staff will consist of four (4), five (5) member teams. These teams will serve all twenty-one (21) junior high schools. Each team will consist of one (1) school psychologist, two (2) school counselors, and two (2) school social workers.

Functions to be performed by each team will be to diagnose factors related to each child's ineffective behavior, to make interventions in each child's home and/or school setting which emphasize providing parents and teachers with specific skills and procedures which they can use to improve the behavior of children, to refer each child to needed treatment services, and to provide school personnel with information which will enable them to make decisions about a child which are in the child's best interest. Caseloads of each team member should not exceed ten (10) children. Team members should be accessible to their clients twenty-four (24) hours a day, seven (7) days a week. Services should be delivered in home and school settings at the convenience of those persons being served.

All members of each team should have obtained educational training at the masters level and should possess competencies in the application of behavior principles in home and school settings.

Each team should be stationed in strategically located junior high schools.

#### Measureable Objectives

1. To, during a period of nine (9) months, play a significant role in diverting a minimum of five hundred (500) children from the juvenile court and/or correctional systems to services they need.
2. To increase the school attendance level of each child during and after participation in the program as compared to his school attendance level prior to participation in the program.
3. To decrease the number of times children are sent to their school office for disciplinary reasons during and after their participation in this program.
4. To conduct teacher and parent development programs which provide these persons with specific skills and procedures which they can use to improve the behavior of children they serve.

#### Evaluation Design

In order to determine the degree to which measureable objectives set for the program are achieved the following information, as a minimum, should be obtained:

1. The number of children served by the program who ultimately have an undisciplined or delinquent petition signed against them or who are incarcerated in juvenile correctional institutions.
2. The school attendance levels of those children served prior to, during, and after their participation in the program.
3. The number of times children served are sent to their school offices for disciplinary reasons during and after participation in the program.
4. The number of teacher and parent development programs conducted by each of the four (4) teams.

### Budget

Based on the cost of operating the Mecklenburg Youth Services Bureau direct services component, it is projected that the operational costs of this program should not exceed two hundred and fifty thousand dollars (\$250,000). It should be emphasized that the annual costs of incarcerating one (1) child in a North Carolina juvenile correctional institution is in excess of ten thousand dollars (\$10,000). The diversion from the juvenile correctional systems of twenty-five (25) of the five hundred (500) children expected to be served by the program will make this program economically feasible.

### Administrative Agency

It is recommended that the Charlotte-Mecklenburg Schools Pupil Support Department administer this service as school psychologists, school counselors, and school social workers function under its auspices.

### Recommended Source(s) of Funding

Sources of funding for this service might include:

1. Mecklenburg County Board of Commissioners
2. Law Enforcement Assistance Administration

It is recommended that this service be contracted from the Charlotte-Mecklenburg Schools by the Mecklenburg County Board of Commissioners for a period of nine (9) months. Continued funding of this service should be determined by progress made toward the achievement of measureable objectives established for the program.

## 4. Tutorial Services Center

### Statement of the Problem

Many students fall behind their classmates in one or more subjects during their school years. Some parents are advised of a child's below-level achievements, and help is sought through tutors and/or summer remedial courses. Other students continue to fall behind, with under-achievement feeding on itself until the student is hopelessly lost, becomes discouraged that he is unable to read, comprehend math, science, social science, etc., at the expected level until he drops out, or he becomes a discipline problem in the classroom.

There are presently a number of tutorial programs underway in the Charlotte-Mecklenburg area: the School System has a

formal program, churches attempt to provide tutorial services, and various civic groups attempt to recruit un-trained volunteer tutors to help with the programs wherever they exist. Private tutoring is expensive, and locating the proper tutor or agency offering tutorial service is frequently difficult and discouraging.

### Description of Service

This program would provide one central agency to coordinate and supplement the various programs now underway. The central agency would maintain records of which agencies are offering what tutorial services, when and where. It would supplement, through part-time paid instructors, those tutoring services offered to the individual or groups, in areas not now being provided. It would provide a central location in town for students and teachers (the old First Baptist Church Sunday School Building fronting on East Seventh Street) and a training space for tutors. A supervisor for the program and a secretary would provide telephone information to those calling one number for information on all tutorial services. Entrance to the program could be student, parent, or teacher initiated. The major purposes of the service are:

- a. Provide for students a readily available source of academic assistance.
- b. Decrease the growing number of student failures in the classroom.
- c. Increase the students' self-concepts in regard to their academic abilities.
- d. Diminish the inadequate feelings among many teachers when they are confronted with students whose academic deficiencies indicate a need for more assistance. (The current classroom structure does not provide adequate personnel and class time to render such service.)

### Measureable Objectives

1. To, during a period of twelve (12) months, provide intensive academic tutorial services to a minimum of five hundred (500) school age young children who are performing below grade level in basic academic areas.
2. To increase the school achievement levels of all children who receive fifty (50) hours of tutoring from the project staff.
3. To provide a facility, instructors, pre-service, and in-service training for volunteer tutors.



4. To refer students and parents to academic tutorial services available in the community.

Evaluation Design

1. The number of children who are provided academic tutorial services by the project staff will be documented.
2. Appropriate school achievement pre-tests will be administered to all children who receive intensive tutorial services from the project staff. Post-tests will be administered to all children who receive fifty (50) hours of intensive tutorial service.
3. The number of volunteer tutors who receive pre-service and in-service training from the project staff will be documented.
4. The number of students and parents who are referred to academic tutorial services available in the community will be documented. The agencies or organizations to which these students and parents have been referred will also be recorded.

Budget

Professional Teacher - 1 . . . . .	\$15,000
Secretary - 1 . . . . .	6,500
Part-time Tutors . . . . .	20,000
(8000 hours @\$2.50 per hour)	
Instructional Materials . . . . .	<u>2,000</u>
Total . . . . .	\$43,500

Administrative Agency

It is recommended that the Public Library administer this program. Since it is a non-school agency with general acceptance among students and teachers, it could work well with the School System, civic and church groups.

Recommended Source(s) of Funding

1. Mecklenburg Board of County Commissioners
2. Library Services and Construction Act funds administered by the N. C. State Library.

5. Speech and Language Training for the Pre-School Child

Statement of the Problem

Speech and Language training is needed for the pre-school child. A child with a speech, language, or hearing problem is at a disadvantage educationally, socially and emotionally. If these problems can be corrected before he enters school, the child can develop at a more normal rate.

Description of Service

It is proposed that the Charlotte Speech and Hearing Center place a second speech pathologist in the Department of Social Services Day Care Centers to work full-time with the staff and children. This program will be patterned after one previously in operation as a two-year demonstration project.

Services offered would include screening the speech and language skills of all children, evaluating all children failing the screening procedure, conducting remedial speech and language training for those children whose communication abilities are most impaired, and in-service training and consultation with the day care staff.

The speech pathologist would spend four days in the centers and return to the Speech and Hearing Center one day per week for staff contact and to administer coordinating and planning duties. The speech pathologist would have the back-up services and equipment of the Center, including the director, coordinator of speech and language services, audiologist, social worker, and other speech pathologists.

Measureable Objectives

Speech and language skills will be measured before and after a block therapy schedule at seven of the day care centers.

Data will be collected on the number of children screened, number of children evaluated, number of children in therapy, and the growth in vocabulary, sentence structure, and pronunciation of speech sounds.

Evaluation Design

Comparison of a group of children receiving language therapy with a control group at the same center should effectively demonstrate both the need and the success of this program.

Budget

Minimum of \$12,000 per year.

Administrative Agency

It is recommended that the Mecklenburg County Department of Social Services contract these services from the Charlotte Speech and Hearing Center.

Recommended Source(s) of Funding

1. Mecklenburg Board of County Commission
2. North Carolina Department of Human Resources

ATTACHMENT E

PROPOSED YOUTH SERVICES, RECOMMENDATIONS, AND A LEGISLATIVE PROPOSAL SUBMITTED BY THE SOCIAL SERVICES COMMITTEE

Proposed Youth Services

1. Community Based Group Home Treatment Units for Youth Six (6) through Seventeen (17) Years of Age.
2. An Emergency Shelter Care Facility For Youth.
3. Temporary Shelter Care Facility For Youth Fourteen (14) through Seventeen (17) Years of Age.
4. Parent Development Courses.
5. Residential Parent Preparation Program For Parents and Infants.

Recommendations

1. Youth serving agencies should begin providing twenty-four (24) hour a day service.
2. Public bus transportation should be available to youth six (6) through seventeen (17) years of age at no charge to them.
3. After school care for children should be expanded and weekend care programs for children should be developed.

Youth Service Proposals

1. Community Based Group Home Treatment Units for Youth Six (6) Through Seventeen (17) Years of Age.

Statement of the Problem

The Mecklenburg County Department of Social Services has approximately seventy-five (75) children in its custody who are involved in the juvenile court or are on the verge of becoming involved with the juvenile court and/or correctional systems because they are truant, ungovernable at home and/or school, or have run away from home. Ages of these children range from ten (10) to seventeen (17) years, with a median age of fourteen (14). Ethnicity and sex compositions are about equal. These seventy-five (75) children are in desperate need of placement in community-based, residential, short-term (6-8 months) group home treatment units where they can receive effective care and treatment. Foster homes, as presently operated under the auspices of the Department of Social Services, do not provide these children with the kind of care and treatment they require. Because the effective care and treatment these children need are not available to them, many of them may be "dumped" into state training schools. Incarceration of these children in state training schools will offer them an opportunity to become sophisticated delinquents because it will insure that they will have legal and social stigmas attached to them after they leave the institutions, and will

expose them to experiences which will not prepare them to make a successful adjustment to their homes, schools and communities after they leave the institutions.

The North Carolina Department of Youth Development reported in 1973 that approximately forty-seven percent (47%) of all children incarcerated in state training schools were placed there for violating conditions of their probation by being truant, being ungovernable at home and/or school, or running away from home. It costs in excess of ninety-five hundred dollars (\$9,500) to incarcerate one (1) child in a state training school for one (1) year.

#### Description of Service

All children who are within the custody of the Department of Social Services, and who are exhibiting behavior which precludes their making a successful adjustment to foster care as presently provided by the Department of Social Services will be eligible to receive this service.

Six (6) community-based group homes should be operated. Each group home should emphasize a family style of living and provide systematic behavior improvement programs for its resident youths. The treatment program should be administered by two (2) professional teaching parents who have received intensive training in behavior modification techniques and procedures, remedial education, juvenile law, organization of semi self-government for youths, community organization and community relations, meal preparation and nutrition, and group home administration. The teaching parents should be aided by assistant teaching parents who should be responsible for each unit in the absence of the teaching parents.

The group home project should be executed under the auspices of the director of the Mecklenburg County Department of Social Services with a professional staff consisting of one (1) coordinator, twelve (12) full-time teaching parents, six (6) half-time teaching parents, and one secretary. The project coordinator should possess a Ph.D. Degree with some experience in working with youths six (6) through seventeen (17) years of age. This person should have received specific training in child and adolescent development, problems of adolescent development, data collection and evaluation techniques, statistics, experimental design, behavior modification, and special education. This person should also have had some experience in general administration, including personnel management, finance and budgets, and office procedures.

Teaching parents and assistant teaching parents should hold a BA or MA Degree in Psychology, Sociology, or Education and have demonstrated an interest in working with children who exhibit moderate to severe behavior problems.

Preservice and inservice training for staff members, and evaluation services, should be obtained from outside consultants. It is strongly recommended that these consultants be Dr. Gary Timbers, Dr. Karen Maloney, and Dr. Dennis Maloney, the respective Director, Director of Training, and Director of Evaluation and Research for the Bringing It All Back Home Project which is located at Western Carolina Center in Morganton, North Carolina. These three individuals possess Ph.D. Degrees in Child Psychology and have extensive experience in the development and implementation of group homes.

Each group home will require a relatively large house in a residential area. The homes should be located at sites which will enable its residents to have easy access to facilities and services located in the community. It is strongly recommended that the group homes be rented or leased.

#### Measureable Objectives

To, during a period of twenty-four (24) months, divert a minimum of one hundred and twenty (120) children from the juvenile and/or court or correctional systems to treatment services they need.

#### Evaluation Design

Both objective and subjective evaluations should be accomplished to ascertain the following:

1. Number of group home residents who are diverted from the juvenile court and/or correctional systems into group home treatment centers.
2. Number of group home residents who are successfully assimilated into their natural or foster home environments after they leave the group home treatment units.
3. Academic, social, and behavior gains made by group home residents.
4. The efficacy of the teaching family treatment model.

## Budget

The Bringing It All Back Home Project staff, which operates eight (3) community-based group homes in Western North Carolina, reported that it costs approximately \$50,000 per year to operate one (1) group home. It is, therefore, projected that the cost of operating six (6) group homes in Charlotte and Mecklenburg County would be about \$320,000 per year.

## Administrative Agency

It is recommended that the Mecklenburg County Department of Social Services administer this program because most children who would be served by the program will be in the custody of this agency.

## Recommended Source(s) of Funding

1. City and County Government
2. United Community Services
3. Churches
4. Civic Organizations
5. Law Enforcement Assistance Administration

It is recommended that this service be contracted from the agency administering the service by the Mecklenburg County Board of Commissioners for a period of twenty-four (24) months. Continued funding of this service should be made contingent upon progress which has been made toward achieving the measureable objectives set for the service program.

## 2. A Proposal for the Endorsement and Continuation of The Relatives

### Statement of the Problem

On a national level, run-away children have become an increasingly evident problem during the last few years. In 1973 more than 1,000 runaways were reported and filed with Charlotte law enforcement agencies.

On August 9, 1974, the Social Planning Council of United Community Services voted unanimously that runaway youth in the community were a critical problem.

Prior to September 16, 1974, no local agency provided a realistic approach including temporary residential care to youth whose social-environment problems resulted in their running away. The lack of this particular community service resulted in a large number of young people becoming directly involved with the Juvenile Court System.

## Description of Service

"The Relatives" serves persons between the ages of six (6) through eighteen (18) of both sexes. The primary outreach is to that person who has run away from his or her legal residence (home, foster care, institution) and that person who is dependent and has lived "on the streets" or in some other irresponsible, illegal, and unsafe environment. This outreach is to that person who must have to otherwise resort to delinquent acts in order to survive.

"The Relatives' " approach is to help these persons face their present situation and to offer a residence where they will be able to live briefly while they use the resources of the staff and other resources available in the community to facilitate an improved living environment. The approach is a living and learning environment of "Reality Therapy", a humanistic helping method by Dr. William Glasser. This method centers around the concept of self-responsibility, active involvement in decision-making and the establishment of goals for the self. The temporary shelter environment would provide the necessary staff to make possible the intensive involvement with the resident this approach requires.

The staff consists of an administrator, four full-time day staff, and two full-time night staff. These seven persons would be responsible for maintaining the program seven days per week, 24 hours per day. All staff should be competent in directly relating and successfully becoming involved with the residents. The staff has active on-going staff development in Reality Therapy, family and group counseling, drug education, human sexuality, and has extensive knowledge of all available community resources and expertise with the Court system.

Although college education is not required, active self-growth, self-awareness, and ability to relate in a helpful way to young people is required.

In a program of this kind, social agencies' cooperation and support is mandatory for success because of the depth of the runaway's problem and the extensive follow-up that is needed, (i.e., with Mental Health, Vocational Rehabilitation, DEC, the Courts, etc.).

The physical facility is large enough to accommodate seven to nine persons, with a maximum stay of seven days. The facility is adequate in accomodating conference rooms, kitchen, one laundry, and administrative services, all within the same structure. This program is centrally located in town and near Freedom Park; also accessibility to other resources is important.

### Measureable Objectives

Objectives of this program will not be measured by the number of persons served by such a program, although an estimated 360

young persons could receive direct services through their involvement in such a program. Of this number, fifty (50%) percent should have worked out a satisfactory living arrangement either by returning to an improved home situation or by having arranged a responsible living environment elsewhere.

The measureable objective of this program will be the percentage of young persons, who after participation in the residential program, return to a realistic, responsible placement.

#### Evaluation Design

The follow-up is explained and the manner of determining the measureable objectives is explained in the comprehensive summary of "The Relatives".

#### Budget

The first year of operating costs should be between \$60,000 and \$75,000.

#### Administrative Agency

This service will be administered as a private agency under the supervision of a board of directors from the local community.

#### Recommended Source(s) of Funding

This type of independent organization should be supported during the first fiscal year by the community, local government, United Community Services, local church and civic organizations. During the first year all other funding should be explored including LEAA, HEW, and NIMH. The Juvenile Crime and Delinquency Act of 1974 was passed by Congress in August, 1974.

### 3. Establishment of Two Temporary Shelter Care Facilities for Youth Fourteen (14) through Seventeen (17) Years of Age

#### Statement of the Problem

Presently there are no residential facilities in which a person between the ages of 14 to 18 can legally reside other than the person's home (parent or guardian) or in a child care facility requiring a change of custody involving a Court disposition. We are concerned here with persons who come from living situations in which there is dependency, neglect, or in which the parents are unable to meet the financial, emotional, and social needs of these children. In order for these children's needs to be met, they must: commit an offense that would require their coming to the attention of the Court; be placed in the custody of the Department of Social Services, Child Welfare Division; or for a person to try to satisfy his needs on his own often without the resources and support needed for success in a new living situation.

Presently persons over the age of 16 are not eligible for foster care unless that person is adjudicated undisciplined. Neglected, dependent, and emancipated persons over the age of 16 cannot receive any benefits from the Department of Social Services to facilitate their living environment. Also, these persons are not able to receive any vocational rehabilitation, (i.e. V.R., Self Improvement Center) unless they are under the supervisor of the Courts. Therefore, in order for these persons to receive benefits, they must have committed an offense that resulted in a probationary status. This present system does not provide a positive and realistic approach for providing these persons the services they need in order to be responsible citizens.

In the last three months (September 16 to December 16) over seventy-eight (78) persons have been residents of "The Relatives". Thirty-nine (39) or fifty (50%) percent of these persons can be adequately described as coming from a living situation that involved either dependency, neglect, or a parent's lack of ability to responsibly meet that person's needs. The Mecklenburg County Department of Social Services, Mecklenburg County Juvenile Diagnostic Center, and Charlotte-Mecklenburg School Social Work Department estimate that during a period of one year they will serve aggregately 1,150 children fourteen (14) through seventeen (17) years of age who are in need of temporary placement (2 to 4 months) in a community based group home.

#### Description of Service

All persons served would be between fourteen and up to eighteen years of age and would come from the previously described environment. All persons served would have to have parental or guardian consent and participate completely and voluntarily with a commitment to the agency of their intentions. They would go through the regular seven-day involvement experience at The Relatives in order to evaluate whether or not the service was appropriate to meet the need, and also in order for the staff to determine if placement in the group home would realistically be helpful. The home would allow up to four months involvement for such persons during which time all available resources within the County would be used appropriate to the individual need. (Presently only persons in the custody of Department of Social Services or the Juvenile Court may have the benefit of these various services: shelter care, vocational guidance, counseling, etc.)

This factor, plus the high unemployment rate for youth (7.1% national unemployment rate as against 20% for youth) make it difficult for young persons to make a satisfactory adjustment and gain a sense of self-worth so as to avoid the frustration and apathy which afflict so many young people today. Increasing drug use and abuse and rising juvenile crime rates are further

evidence of the inability of youth to find themselves in today's world. Family problems, problems in school, truancy, and delinquency are all interrelated. What is needed is a period of transition during which they can live safely and grow and learn to be responsible for themselves and become an asset rather than a liability to the community. Therefore, a residency where this can be learned is an obvious need for many who need a great degree of support, help and counseling which cannot be obtained on the street. They need to further their educational and job training plans meanwhile having their emotional and/or physical needs met in a supportive environment. Without a transition period from irresponsible behavior to taking responsibility for themselves, the chance of these persons leading successful lives is greatly diminished. Since there is no such program geared to this transition stage, these persons must meet the demands of survival often by illegal, anti-social, and irresponsible means.

The program will follow the basic reality therapy orientation to the individual situation of each resident. This method allows for a great degree of flexibility and effectiveness in the helping process. Residency will be limited to three or four months per child in the majority of cases. Vocational advancement and school attendance will be stressed as part of a program including crafts and many other learning experiences which are part of being a responsible member of a group and household. Staff will take an active role in facilitating the person's inner strengths in order for him to realize his or her specific goals.

Upon completion of the program, we see the residents having one of the following options:

1. Back to family
2. Child Welfare Social Services
3. Emancipation
4. Foster Home
5. Child Care Facility

The staff of these two homes should include three sets of house parents, a social worker/counselor, and a part-time secretary-bookkeeper. The administrative responsibilities should be assumed by an existing service directly related to this type of service. The staff should be experienced in residential care and human development skills. An on-going staff development program should include advanced counseling skills, Reality Therapy, drug education, and human sexuality.

One of the homes should be located in a rural setting and the other in an inner-city setting so that two different types of environment could be available to the persons it would serve, depending on the need and preference as related to the resident's goals.

### Measureable Objectives and Evaluation Design

Each group home would house eight persons with average length of stay being three months. Therefore, each house would have the capacity to reach twenty-four persons annually. The project could provide direct residential service to forty-eight (48) persons. The effectiveness of the program would be measured by the person's success in reaching the goals set by himself and staff upon entering the program after one month, three months, and six months. It could be estimated that 75% of these persons would be leading satisfactory lives after the three follow-up periods.

### Budget

If these programs were financially established in the same manner as the existing group home in Morganton, it is estimated that both group homes could be run for \$90,000.

### Administrative Agency

The responsibility for these two group homes should be assumed by an already existing social agency dealing directly with residential child care, such as "The Relatives", Episcopal Child Care Services, etc.

### Recommended Source(s) of Funding

1. Juvenile Crime Prevention and Delinquency Act of 1974
2. LEAA
3. County Commission
4. City Development Fund
5. Greater Charlotte Foundation
6. Observer Charities
7. Kiwanis, Lions, etc.
8. United Community Services
9. HEW

#### 4. Parent Development Courses

##### Statement of the Problem

Mecklenburg County Juvenile Court Records indicated that in 1973 approximately five hundred (500) "undisciplined petitions" were signed against children by their parents. These parents alleged that their children had either run away from home or were out of their control. Some of these children were ultimately incarcerated in juvenile correctional institutions for violating conditions of their probation by continuing to exhibit these noncriminal behaviors. Mecklenburg Youth Services Bureau and Juvenile Court Counselors personnel found that many of these parents did not possess the parenting skills necessary to effect behavior improvement on behalf of their children. Had these parents possessed effective parenting skills, it is believed that many of these children could have been diverted from the juvenile court and correctional system.

In order to significantly increase the number of parents in Charlotte and Mecklenburg County who are provided an opportunity to obtain effective parenting skills, a large number of high quality parent development courses must be conducted on a regular basis by youth serving agency personnel.

##### Description of Service

The Human Services Department at Central Piedmont Community College will, in conjunction with a number of youth serving personnel in Charlotte and Mecklenburg County, develop a competency-based parent development in-service training program for persons providing services to children and their parents. The program will be offered on the CPCC campus. Persons who successfully complete this in-service training program will then be eligible to become part-time instructors for the Human Services Department at CPCC and will be offered an opportunity to conduct parent development courses in one (1) of twenty-three (23) strategically located learning centers being operated by CPCC. Part-time CPCC instructors are compensated at the rate of approximately eight dollars (\$8.00) per hour.

##### Measureable Objectives

1. To, during a period of twelve (12) months, offer a high quality competency-based parent development inservice training program for a minimum of one hundred (100) youth serving agency personnel.
2. To, during a period of twelve (12) months, provide high quality parent development courses to a minimum of one thousand (1000) parents. These courses will be conducted by persons who successfully complete the competency-based parent development inservice training program conducted by the Human Services Department at CPCC.

##### Evaluation Design

In order to measure the degree to which the measureable objectives set for the service programs have been achieved, the following information, as a minimum, should be obtained:

1. The number of youth serving agency personnel who participate in the parent development inservice training programs. (Consumer evaluation reports from participants in the program should be available).
2. The number of parents who participate in parent development courses. (Consumer evaluation reports from participants in parent development courses should be available).
3. A description of competencies obtained by youth serving agency personnel and parents who participate in the service programs.

##### Budget

1. Part-time CPCC instructors are paid at the rate of approximately eight dollars (\$8.00) per hour.
2. The cost of participation in both the parent development inservice training program and parent development courses will be two dollars (\$2.00) per person.

##### Administrative Agency

The Human Services Department at Central Piedmont Community College should administer this program as they have

the resources necessary to conduct parent development in-service training programs for youth serving agency personnel, to employ part-time instructors to conduct parent development courses for parents, and strategically located physical facilities in which these parent development courses can be offered.

Recommended Source(s) of Funding

Central Piedmont Community College\*

\*The Human Services Department at CPCC is already in the process of developing these service programs.

5. Residential Parent Preparation Program for Parents and Infants

Statement of the Problem

In spite of a decrease in the number of live births in North Carolina, the number of out-of-wedlock births in the state is approaching 13,000 per year. In the last few years, there have been filed approximately 3,500 adoption petitions annually. The largest percentage of these are adoptions to stepparents or relatives, so a conservative estimate would leave 9,500 infants in the custody of their mothers each year.

Child rearing in today's complex society presents a formidable challenge for a married couple. For the young single woman who attempts to raise a child herself, many additional, unique problems arise. While community attitudes have generally become more accepting of the "unwed mother", there are still a great many stigmas attached to this social situation, both overt and subtle.

There are usually many other practical problems that increase in number and intensity, the younger the age of the mother. Many have not completed their education, do not possess job skills, have inadequate or no means of support. Add to this the fact that most are totally unprepared for the role of being an adequate mother. Many, having never had a positive relationship with their own mothers or a poor nurturing through her childhood, perpetuate the cycle with their own child.

The impact of the phenomena of having and raising children is three fold. The mother now must attempt to not only provide for herself, both materially and emotionally; but must share her often limited strengths and resources with another. The child will be sustained for better or for worse by that which the mother, extended family, friends and neighbors can offer. Society will either be the benefactor

or in some cases will carry the responsibility for attempting to provide preventative support, or later provide for the individuals as wards of the state.

Description of Service

Establish a residential program to house and provide service for five mothers and their children. The program would be established to provide a program for a mother with a child up to six months of age who has no other child who is dependent upon her. She may be either a former resident of Crittendon, referred by her caseworker, or a young mother with no previous contact with Crittendon (no geographic limitation).

It would be anticipated that average length of stay would be three (3) months with a usual range of one (1) to six (6) months. Only an unusual circumstance would allow a girl to stay the maximum stay of one (1) year. Monthly evaluations would be practiced to establish with the girl the appropriateness of the program in meeting her needs and achieving her goals.

The initial program would be operated in rental property. The goals of this program are as follows:

1. To prepare the young mother to provide for herself and her child on her own.
2. To provide a reality based training and living situation for the mother and child.
3. To help the young mother adjust to her child and to help her learn to nurture and care for the child adequately.
4. To provide supportive services so the mother will not be overwhelmed when she enters an independent situation.
5. To provide a program of education including family life, parental roles, child care, child development, training in recognizing infant diseases, general household management, and good budgeting skills.
6. To help the mother utilize health resources in the community.



7. To provide supervised care for children while mothers are in school, job training, seeking employment or employed.
8. To provide a wholesome atmosphere for the physical and emotional growth of the child.
9. To provide counseling to continue to re-access with the mother the appropriateness of her personal decision regarding raising her child.

Measureable Objectives

Based on an average length of stay of 3 to 4 months, a total of 30 to 40 mothers and infants would be served in the period of a year.

Program Objectives

To reduce the likelihood that residents will experience a subsequent unwanted pregnancy, in or out of wedlock.

To increase the number of residents whose personal decisions regarding keeping their infants or releasing them for adoption are decisions considered reasonable and appropriate by both the residents and the professional staff of Crittenton Services.

To reduce the health risks of continual sexual activity among residents after leaving the program.

To increase the satisfactions residents are able to derive from interpersonal relationships upon leaving the program.

For Residents Who Decide to Keep Their Infants

To increase the child care skills of Mothers.

For Residents with Incomplete Vocational or Educational Plans and Residents Who Have Not Finished High School

Regular school is required for residents under 16 years of age and those over 16 is encouraged.

To increase the number of residents

who will be awarded a high school diploma or GED certificate during or shortly after their stay who entered the program as high school dropouts.

To increase the likelihood that residents with incomplete vocational plans and skills will enter a satisfactory and fulfilling career.

For Babies Born to Crittenton Residents

To insure the physical well-being of all infants in the program.

Evaluation Design

Pre and post tests will be administered to the mother in the areas of child rearing practices and skills, emotional maturity and decision making skills. Individual contracts with residents would be established initially with specific self-determined goals. These would be reviewed monthly and at termination of residency. Progress evaluations and follow-up on both the mother and infant would continue to be made periodically after both leave the program.

Budget

Rental (\$350.00 per month)	\$ 4,200.00
Utilities (\$60.00 per month)	720.00
Phone (\$10.00 per month)	120.00
Food (\$3.25 per day per mother and infant x 5 x 365 days)	6,000.00
House Coordinator	4,000.00
House Coordinator-Relief (26 weekends @\$30.00 - \$780.00, plus vacation and holidays, 27 days @\$15.00 = \$405.00)	1,200.00
Day Care Worker (\$22.50 per week x 5 infants = \$112.50 x 52 weeks) - Expenses if infant was in nursery = \$5,850	6,000.00
Social Work - from existing staff	
Nurse-Health and child care instruction (5 hours per week x \$5.00 per hour x 52 weeks)	<u>1,300.00</u>
Miscellaneous Items	\$23,540.00
	<u>1,000.00</u>
	\$24,540.00

### Administrative Agency

Florence Crittendon Services is a private agency with 70 years of experience working with single parents, and is the recommended agency to implement the proposed program.

### Recommended Source(s) of Funding

1. United Community Services
2. Civic Organizations
3. Income generated by Florence Crittendon Services

### Proposed Legislation

1. A Legislative Proposal To Provide An Incentive For Local Communities To Plan and Operate Alternative Programs For Children Who Become Involved In The Juvenile Justice System

#### Statement of the Problem

A negative incentive exists for local communities to plan and operate effective alternative programs for children adjudicated delinquent and undisciplined by the District Courts of North Carolina.

Legislation passed by the 1974 General Assembly of North Carolina recognized the importance of community based alternatives and diversion programs in lieu of traditional commitment practices to State operated Division of Youth Development facilities [General Statute 7A-286(4)].

Many Judicial Districts have made remarkable progress in altering their previous commitment practices in an attempt to meet the spirit of this legislation.

Without a reversal in the economics of our juvenile justice system in North Carolina, however, no effective long range systems of community alternative programs can be expected.

A wide discrepancy exists in the commitment rates of judicial districts throughout the State. During the first nine months of 1974, the rate of commitment of children to the Division of Youth Development, ranged from a low of .7 per 10,000 population in one judicial district to a high of 5.3 per 10,000 population in another judicial district (Attachment A).

Clearly, communities and judicial districts who implement programs designed to limit penetration into or divert children from the correctional system to services they need

are penalized by the economics of the existing justice system. Local communities must bear the costs of providing such alternative services from local tax funds while state funds provide the entire cost of children committed to the care of the Division of Youth Development.

### Description of Service

Legislation should be enacted by the State of North Carolina to financially reward local communities for developing alternative programs and services for children who would be committed by the District Court under the existing juvenile justice system. Specifically, a state subsidy program should be established that would channel state money to local communities based on a lowered per capita commitment rate to the Division of Youth Development.

Specifics of the proposed legislation would include:

- (1) Authorization for the Division of Juvenile Services, Administrative Offices of the Courts, to make available to local existing Chief District Court Counselors direct monetary grants for purchasing services to children that would: (a) divert children from the existing training school system; (b) limit penetration into the existing juvenile justice system.
- (2) Authorize the Division of Juvenile Services, Administrative Office of the Courts to apply for, receive, and administer funds under the "Juvenile Justice and Delinquency Prevention Act of 1974" for implementation of this subsidy program.
- (3) Purchase of alternative services by the Chief District Court Counselor in lieu of Division of Youth Development commitments to include but not be limited to:
  - (a) Alternative residential care, such as private institutional placements, group home placements, camps, etc.
  - (b) Purchase of intensive supervision to include additional intensive caseload Court Counselor personnel. (Additional Court Counselor personnel would be purchased by the Chief District Court Counselor for

his particular District at an annual rate established by The Administrative Office of the Courts, Juvenile Services Section).

- (c) Purchase of private or quasi-public mental health care.
- (d) Establishing Volunteer Probation Projects within the Judicial District.

Mechanics Of The Proposal

A base commitment rate would be established for all of the thirty judicial districts in North Carolina by the State Division of Youth Development, Department of Corrections. The base commitment rate is defined as the average annual commitments to the Division of Youth Development per each 10,000 population of each judicial district during the calendar years 1973 and 1974. (Population figures shall be based on the most recent district population as reported by the North Carolina Department of Economic Resources).

State subsidy funds shall be allocated by the Administrative Office of the Courts, Juvenile Services Section to each of the thirty Judicial District Chief Court Counselors on an annual basis (i.e., before January 20th of each fiscal year).

Subsidy amounts shall be determined by using the prior semi-annual percentage commitment reduction figures for each Judicial District and the annual base commitment rate as shown in the attached schedule. Commitment rates shall be certified by The State Department of Corrections, Division of Youth Development and forwarded to the Administrative Office of the Courts.

To provide initial funding for each Judicial District, so that minimum diversion plans can be implemented, a minimum subsidy for the first fiscal year of from \$2,600.00 to \$3,000.00 dollars shall be guaranteed each Judicial District (Attachment B).

Measureable Objective

A significant decrease in the total commitment rate during the first 12 months. Target objective is for a 10% reduction in Commitments from more than 50% of the Judicial Districts and/or a reduction of 5% in the total number of commitments statewide.

Evaluation Design

Commitment data showing actual commitments from each county and Judicial District in North Carolina during 1975 will be compared with corresponding commitments during 1974 (excluding commitments due to laws that might be applicable to juveniles in 1975 that were not applicable in 1974. Example: Age jurisdiction increase).

Budget

First Year:		
Administrative Costs - Office of Youth Development	Minimum	\$ 3,000.00
Administrative Costs - Administrative Office of Courts		30,000.00
Maximum Subsidy 1st Year		<u>90,000.00</u>
First Year Total		\$123,000.00
Second Year:		
Administration -		
Office of Youth Development	\$	3,000.00
Administrative Office of Courts		92,000.00
Maximum Subsidy (25% reduction)		<u>2,024,000.00</u>
*Maximum Subsidy		\$2,024,000.00

\* Based upon 25% reduction ceiling on subsidy payments.

Administrative Agency

1. Office of Juvenile Services, Administrative Office of the Courts
2. Division of Youth Development
3. North Carolina General Assembly (Legislative Approval)

Recommended Source(s) of Funding

First Year:	New State tax funds through Division of Juvenile Services, Administrative Office of the Courts	\$120,000.00
	Office of Youth Development	<u>3,000.00</u>
	Total	\$123,000.00
Second Year:	State Tax Funds through Division of Juvenile Services, Administrative Office of Courts	\$ 122,000.00
	Office of Division of Youth Development	3,000.00
	Grant Funds 1974-J.D. Prevention Act	1,077,000.00
	Institutional Operation Funds Transfer, Division of Youth Development	<u>800,000.00</u>
	Total	\$2,024,000.00

ATTACHMENT

JUDICIAL DISTRICT COMMITMENT RATES PER 10,000 POPULATION (BASED UPON 1970 CENSUS AND COMMITMENTS TO DIVISION OF YOUTH DEVELOPMENT DURING FIRST NINE MONTHS OF 1974)\*

JUDICIAL DISTRICT	RATE
24	.77
22	.82
15	.98
30	1.13
10	1.28
23	1.37
17	1.43
19	1.46
1	1.47
6	1.55
14	1.65
27	1.65
4	1.83
18	1.83
26	1.88
9	2.16
AVERAGE STATEWIDE.....	2.31
28	2.34
20	2.60
25	2.89
7	3.02
8	3.14
21	3.18
2	3.21
13	3.36
11	3.52
12	3.75
29	3.88
3	4.06
16	5.08
5	5.34

\*Annual Commitment Rate will be higher due to 9 months figures used in this scale.

PER CAPITA SUBSIDY IN RELATION TO PERCENTAGE DECREASE-BASE COMMITMENT RATES 10,000

Percentage Decrease from Base Rate	Less Than 10,000	1.0-1.5 10,000	1.6-2.0 10,000	2.1-2.5 10,000	2.6-3.0 10,000	3.1-3.5 10,000	3.6-4.0 10,000	4.1-4.5 10,000	4.5+ 10,000
Guarantee First Year	3,000	2,950	2,900	2,850	2,800	2,750	2,750	2,650	2,600
0	3,000	2,950	2,900	2,860	2,800	2,750	2,700	2,650	2,600
1	3,400	3,350	3,300	3,250	3,200	3,150	3,100	3,050	3,000
2	3,800	3,650	3,600	3,550	3,500	3,450	3,400	3,350	3,300
3	4,200	3,950	3,900	3,850	3,700	3,650	3,600	3,550	3,500
4	4,400	4,250	4,200	4,150	4,100	4,050	4,000	3,950	3,900
5	4,400	4,400	4,350	4,300	4,250	4,200	4,150	4,100	4,050
6	4,400	4,400	4,400	4,350	4,300	4,250	4,200	4,150	4,100
7	4,400	4,400	4,400	4,400	4,350	4,300	4,250	4,200	4,150
8	4,400	4,400	4,400	4,400	4,400	4,350	4,300	4,250	4,200
9	4,400	4,400	4,400	4,400	4,400	4,400	4,350	4,300	4,250
10	4,400	4,400	4,400	4,400	4,400	4,400	4,350	4,300	4,250
11	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,350	4,300
12	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,350
13	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400
14	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400
15+	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400

ATTACHMENT F

PROPOSED YOUTH SERVICES AND RECOMMENDATIONS SUBMITTED  
BY THE RECREATIONAL SERVICES COMMITTEE

Proposed Youth Services

1. Girls' Sports League
2. Extension of Nature Museum Activities
3. "Straight Up" Program
4. Coordinating Agency For Recreational Services
5. Increased Use of Public Facilities
6. "Para-Professional" Volunteers

Recommendations

1. Children's Petting Zoo. The citizens of Charlotte-Mecklenburg adopted this as a desirable "recreation and entertainment" goal in the DIMENSIONS discussions held in May, 1974.
2. Corporate Recreational Volunteers. In essence, this consists of an extension of the current practice by corporations of giving financial support to community activities either directly through contributions of money, or indirectly through the lending of personnel to their programs. A prime example of both can be observed each year in the United Way Campaign which relies heavily upon corporate dollars and employees for its success. It was our committee's belief that such indirect support, through the loan or release of personnel by corporations (to serve as volunteer scout masters or coaches, for example) could greatly assist in facilitating the success of existing and proposed recreational programs, which might otherwise fail due to inadequate financing and insufficient volunteers, and therefore should be encouraged.
3. Voluntary Action Center. A committee is currently engaged, through the United Community Services, in designing a program to more effectively involve volunteers in the work of local youth serving agencies of every kind. We heartily endorse their efforts. Moreover, they were urged to expedite this project so that its results may be put into action.
4. Bike Paths. During discussion of our "Increased Use of Public Facilities" proposal referred to above, we concluded that one particular phase of that concept which had already received some notoriety and should be endorsed was that of developing public rights-of-way for use as bike paths. It appeared to us that more consideration should be given to this concept in view of current emphasis upon the problem of fuel shortages and the importance of physical fitness, hence our recommendation.
5. Continued Efforts by Y. S. A. B. In conclusion, we wish to make special mention of the recommendation of our committee that the YSAB continue its current efforts - particularly those which resulted in the numerous discussions between our committee members. The popular consensus among those members was that one of the most important by-products of our activities together was their opportunity to become better acquainted

with each other personally, to understand the services offered by their respective agencies, and to share with common purpose their dreams for improving those services in the future.

Youth Service Proposals

1. Girls' Sports League

Statement of the Problem

At the present time in the City of Charlotte and Mecklenburg County, statistics from the 1970 census show that there are 51,978 females between the ages of ten and twenty-four. It is evident then from the different agencies, schools, and other concerned sources that the programs now offering recreational activities are not adequate to accommodate this great number of persons.

It should also be taken into consideration that the children from elementary school age through their late teens are quite impressionable. If these children are involved in a program of this nature so their energies are patterned towards worthwhile activities, there is less possibility of anti-social behavior. Listed below are some of the major organizations now offering recreational activities and team sports in Charlotte.

1. Charlotte-Mecklenburg Schools - Secondary Level  
George Powell - Supervisor
  - a. Junior High - Volleyball and Track half of season devoted to Intramurals and half devoted to Interscholastic competition.
  - b. High School - Volleyball, Tennis, Track. All are geared to Interscholastic competition. No activities offered strictly for recreational purposes.
2. Charlotte-Mecklenburg Schools - Elementary Level  
Rosalie Bryant - Supervisor
  - a. No activities except regular physical education program during school hours. Prior to 1970 Intramurals were offered but discontinued primarily because of busing.
3. Charlotte Parks and Recreation Department  
Tom Moore - Director
  - a. Teen Clubs - Baton, Precision Marching (non-athletic)
  - b. Exercise - older teens (16-17-18-19) and adult women
  - c. Volleyball - Adult Co-recreational Fall and Spring
  - d. Basketball - Adult Women
  - e. Square Dance - Primarily for older teens and adults although any age group may participate
4. Johnston Young Men's Christian Association  
Frankie Bell - Supervisor

- a. Girls' Softball Team 1973 - Hone in 1974. Plan to re-establish program in 1975.
- b. Coed gymnastics
- c. Swim teams

5. Morehead Young Men's Christian Association  
Andy Calhoun - Assistant Youth Supervisor

- a. Co-ed gymnastics
- b. Judo-Coed team sport - Presently working on future plans
- c. Karate-Co-ed team sport - Presently working on future plans
- d. Swim team

From the information shown above there are little or no recreational activities and team sports to children between the ages of ten and fourteen. A well-organized and structured program for this age group would help to insure more constructive use of leisure time and in later life.

Description of Proposed Service

1. Those served would be girls and young women from ten to twenty-four.
2. Participants involved would be from designated communities with emphasis on serving a cross section of the city such as Northeast Charlotte, Billingsville, Clanton Park, Third Ward, Earl Village, Pine Valley, Dilworth, Park Road, and other communities selected as need is indicated.

Activities would include:

Soccer	September - October
Volleyball	November - December
Badminton	January
Basketball	February - March
Field Hockey	April
Softball	May - June
Swimming	July - August

Fitness tests would be given in the Fall and the Spring.

It would be necessary to use recreational facilities such as school gymnasiums, public parks, open land areas in order to carry out the program in addition to YWCA facilities.

3. One full time professional staff person with a degree in Physical Education and Recreation and some experience in social group work, camp counseling, or any experiences that would involve working with people.
4. Part-time or volunteer persons who would assist the director.
5. Facilities needed for the program would include a gymnasium, pool, and sufficient outdoor area.

Measureable Objectives

For children and young teens the program would start after school hours beginning around 3:30 p.m., and for the adult women early evening hours would probably prove to be the most convenient since many would have obligations to family and jobs.

Program Objectives

1. Increase the attractiveness of Physical Education activities in the YWCA program by extending regular YWCA curriculum into areas where children would find participation otherwise difficult. (Activities would be tailored to the needs of the community)
2. Develop minority leadership pool by utilizing the skills of participants to assist in conducting program.
3. Increase the percentage of participants in the total YWCA program and other community programs.
4. To help children acquire basic neuro-muscular skills.
5. Offer activities which will provide real rewards and punishments, which with proper guidance will serve to encourage sportsmanship, cooperation, sociability, leadership, self control and other qualities of character and citizenship.

Evaluation Design

1. At the end of each sport the YWCA will have started eight programs in eight communities serving approximately 850 girls.
2. Through selective recruitment the minority leadership pool would be increased from 0 percent to 10 percent.
3. In the fall and spring, administer fitness tests based on statistics from the President's Council on Physical Fitness and Sports.
4. At the end of each activity, group leaders will submit to the director an evaluation of each



## 2. Extension of Nature Museum Activities

### Statement of the Problem

Although the Nature Museum reaches 62,000 Mecklenburg Youth each year through curriculum oriented programs conducted during school hours, only 2% of our County's youth are reached with the leisure-time recreational-educational after school workshops and field trips which offer so much for allowing the individual youth to gain self-confidence and a sense of individual worth.

These after-school programs are year-round alternative programs of cultural and recreational experiences designed to give each youth a broader knowledge of his environment and his place in the world. Emphasis is placed on nature, the sciences and the out-of-doors, using the same methods of experience-oriented activities built around living things and museum collections which have spelled success for Nature Museum programming for these past 26 years. These experience-oriented workshops and field trips give young people more opportunities to develop and pursue their interests in the natural and physical sciences and in the preservation of our environment. Also, these activities create opportunities for young people in which each child may feel free to express, in his own way, a love of the living and non-living things with which he shares this world. Children of varied temperments find individually meaningful expression for this response to their environment in any one of a variety of experiences: caring for a living thing, building a neighborhood nature trail, discovering a scientific relationship, or creating a sculpture from nature. Such diverse opportunities for expression can serve as outlets through which youth of diverse backgrounds and talents may come to realize their own potentialities.

### Description of Service

This proposal is for an extension of the Nature Museum's highly successful experience-oriented science and nature workshops and field trips to serve those youth between the ages of 6 and 17 who cannot now be served because they live in areas geographically remote from the Museum. These activities could be offered at neighborhood centers, branch libraries, and/or multi-purpose rooms of schools throughout the County. These activities are exemplified by the two attached Museum Activities Bulletins which outline programs conducted at the Museum this past summer and fall. Typical also of these programs is the "Swamp Stomper Club" . . . a series of nature and outdoor enrichment discovery field

trips (particularly for disadvantaged youngsters) providing fun explorations of field and stream, coast and mountain, nature lore, etc. in small groups with enthusiastic and qualified science trained outdoor-oriented youth leaders. Taking place on Saturdays, these "experiences" could leave from various geographic neighborhood centers.

One full-time program coordinator could implement this extension program utilizing existing staff to plan and train new part-time and volunteer workshop teachers and field trip leaders. Experience and training of the program coordinator should be in education, or science with experience in working with youths and similar programs.

Besides the Museum, a number of agencies are available to assist in the successful implementation of the program. Among them: Neighborhood Centers Department, The Guild of the Nature Museum (a volunteer organization of 100), Charlotte Parks and Recreation Department, Inter-Agency Youth Center of the Charlotte Area Fund, Mecklenburg 4-H and Youth Office, Mint Museum of Art, Charlotte-Mecklenburg Public Library, Voluntary Action Center, the City and County Parks and Recreation Departments, or the Charlotte Mecklenburg Schools.

Physical facilities from which to conduct the programs might include: church classrooms, public schools and neighborhood centers. A new facility might include the proposed multi-purpose community rooms which can be developed within or in conjunction with branch libraries, and especially within existing school classroom buildings of the Charlotte-Mecklenburg School System . . . facilities which now stand idle during after school hours. Rooms in the above mentioned facilities might be designated "Mini-Museums" or Branch Museums (see attached article on "Other Parts of Our City Need Nature Museums"). Except for workshop teachers and volunteers, the Mini-Museum would initially be operated with little or no additional staffing. Traveling Museum exhibits and collections could be developed at the Sterling Road site and placed in the "Mini-Museum," with the help of and maintenance by interested neighborhood volunteers.

### Measureable Objectives

Within two years of implementation, 3,000 different youths should be reached annually by the above outlined programs. Achieving this goal would insure that there would be a significant impact on the problem of directing youth from the juvenile courts. In this end, a well-known criminologist comments on Nature Museum programs providing a sense of values:



As a criminologist I wish to express my firm conviction that . . . nature museums, at a time when everyone is troubled by the problems of juvenile delinquency, have direct and definite value as agencies of delinquency prevention. They are influencing children powerfully by giving them knowledge and happiness and bringing them closer to God as they draw closer to nature.

Austin H. MacCormick  
Professor Emeritus of Criminology  
University of California at  
Berkeley and Chairman of the Board  
Natural Science for Youth Foundation

The time period during which youth would be served:

During the school year: Weekdays 3:30 to 5:00  
Saturdays 9:00 to 5:00

During the summer: Weekdays 9:00 to 5:00

#### Evaluation Design

First, the target areas, committees and neighborhood centers to receive these programs can be determined and identified.

Second, statistics can be gathered to ascertain the numbers and/or percentages of youth involved in juvenile court and/or correctional systems from these same areas, communities and neighborhood centers.

Third, after two years with the program in effect, an assessment of the numbers and/or percentage of youth involved in juvenile court can be made and these new figures compared with those of two years earlier.

Another means of evaluating these programs would be to compare interviews with families, teachers, and the youths involved, at the beginning, and after two years with the programs.

Still another, but almost impossible method of evaluation would require comparing the program and its effects over a 10 to 15 year period, checking achievements of the participants, through higher education, community involvement, job performance, etc. Similar comparisons of former youths involved with Nature Museum programs through the last 25 years has been most revealing and illustrative of a highly successful program.

# CONTINUED

## 1 OF 2

Budget

Total financial net cost for this program can be extrapolated at approximately \$16,000 annually (serving 3,000 youths each year).

Costs:	Extension workshop coordinator	\$ 9,000
	Part-time workshop leaders	4,000
	Supplies & Equipment	3,200
	Travel (field trips)	<u>2,800</u>
	Less income from workshop fees from those who can afford to pay at a taken \$.25 per hour of workshop	\$18,000
		<u>2,000</u>
		\$16,000

Administrative Agency

The Charlotte Nature Museum working in cooperation with agencies such as the Neighborhood Center Department, Mecklenburg Youth Services Bureau, etc. could implement this proposed service. The Nature Museum has the knowhow and the expertise, and agents such as the Model Cities Department and the Mecklenburg Youth Services Bureau can perhaps more readily identify the need geographically and with regard to age.

Recommended Source(s) of Funding

1. City of Charlotte (via way of Federal Community Development Funds)
  2. County of Mecklenburg
  3. Neighborhood Centers Department
  4. United Community Services
  5. Churches (certain major churches in the core city may be interested in serving the community through making their facilities available)
  6. Civic Clubs
3. "Straight Up" Program

Statement of the Problem

Youth, adult youth-workers, and others could benefit by participation in a program of guided stress experience such as that offered around the world by the Outward Bound

Schools. The desired impact of such an experience can be perceived in the following statement from the informational brochure on the embryonic "Straight Up" program initiated here by Open House, Inc., 801 East Morehead Street:

"Our purpose is to have you leave those comfortable moorings of home, friends, and routine, and risk the difficult and unfamiliar in search of a better understanding of your own resources and capabilities. You'll be asked to face challenges which will demand more of you than you expect of yourself. You will be in situations where you have to rely on others for your own well being. And, you will be asked to care for and help others when the going gets hard for them."

This experience of growing in one's self-concept and one's ability to relate to others would be of critical value for "troubled" youth, such as those involved or about to be involved with the judicial system, Street Academy students, and drop-outs. Participation by other groups, especially student leaders, would also be highly desirable.

Attending the Outward Bound School is prohibited for most by expense (\$475.00 for 24-day course), distance, and time. This could be relieved by a flexible, locally-based, cooperative program among local agencies and organizations. The "Straight Up" program offers the nucleus for this, but other youth-serving agencies (public and private) should be involved in program development in order to maximize impact. Tuition for a participant in the Straight Up program is only \$50.00 for a 15-day course (8 hours per day, 5 days per week), including food, equipment, transportation, and insurance.

#### Description of Service

The experience should be available to any youth in Mecklenburg County. In fact, the more diversity (economic level, academic ability, race, etc.) among participants, the more personal growth is achieved. The course is an experiential learning process which meets fundamental needs complimentary to the student's personal development. It utilizes a wilderness setting and small group dynamics in order to increase the student's understanding of self, interpersonal relationships, and the environment.

The Straight Up program, with an experienced director and essential equipment for backpacking, camping, and climbing,

is flexible and receptive to cooperative programming with other youth-serving agencies. Courses and curriculum can be developed to meet the needs of existing agencies.

In order to accomplish this expanded outreach, a facility is needed for a permanent obstacle course (see attached diagrams) and basic training site. This facility would be highly compatible with a county park site, especially one offering a wooded, natural setting, hopefully with access to waterfront for additional programming features. Use of the portion of the park site for this purpose would not necessarily exclude public access to the tract.

Construction of these course facilities could be accomplished by the existing staff and equipment of the Mecklenburg County Engineering Department. Substantial savings in these costs could be incurred by utilizing surplus materials and available personnel as workloads permit.

The Straight Up Director would function as coordinator for controlling scheduling for the facility, training youth agency staff as instructors, and supervising construction and maintenance.

#### Measureable Objectives

During a twelve month period, it is expected that 5,000 youths and 500 youth leaders (volunteers and agency staff) could utilize the obstacle course. In addition to the 165 students annually in standard Straight Up courses, approximately 2,000 youth with their adult leaders (Scout troops, 4-H Clubs, YMCA/YWCA groups, church groups, school classes, etc.) could make use of the primitive camping site.

This would afford a significant population of Mecklenburg youth the opportunity for positive personal achievement and increased self-awareness.

#### Evaluation Design

Annual reports of usage, maintenance work accomplished, etc. should be made to the Park and Recreation Office or other designated administrative agency (with copies to youth serving organizations, as desired) by the Director of the Straight Up program.

#### Budget

The following budget outlines the maximum anticipated

costs of the desired facilities. Considerable savings will be achieved through utilization of donated or surplus materials, volunteer and donated labor, and construction machinery, tools, etc. of the County Engineering Department.

Obstacle Course:	
Ropes Course	estimate: \$3,000.00
Initiative Course	
Base Camp	estimate: \$2,000.00
	Maximum total: \$5,000.00

See itemized list of materials needed which is attached to this proposal.

#### Administrative Agency

The Youth Services Action Board (or the Youth Services Professional Advisory Group) would supervise the programming and policy matters to encourage accessibility of youth and youth staff to the Straight Up program.

The County Park and Recreation Commission would supervise the maintenance of the facilities and, jointly with the Straight Up Director, determine policy regarding useage, scheduling, etc.

The Director of the Straight Up program will make reports annually (or, as required) on useage of the facility and will control scheduling of other groups desiring to use the facilities. The Director will also develop and conduct required training for instructors desiring to conduct programs at the facility.

#### Recommended Source(s) of Funding

Necessary funds for the construction, maintenance, and operation of the facilities should come from the county budget through the Park and Recreation Department.

However, it is expected that donated equipment and services will be secured from other sources, such as:

1. U.S. Army Reserve
2. Army National Guard
3. Air National Guard
4. U. S. Marine Corps Reserve

5. Duke Power Company
6. Southern Bell
7. Boy Scouts, Explorers, 4-H Club, etc.
8. Civic Groups, churches, etc.

#### 4. Coordinating Agency For Recreational Services

##### Statement of the Problem

Directors of many youth serving agencies which provide recreational services for children have stated they want to make their services more accessible to all children in Charlotte and Mecklenburg County, especially children whose participation in such services might preclude their becoming involved in the juvenile justice system. However, few scholarship funds, a limited number of volunteers, inadequate communication to youth serving agency personnel concerning what recreational services are available for children, and insufficient transportation capabilities have resulted in a large number of children who desire to participate in meaningful recreational activities not being offered an opportunity to do so.

##### Description of Service

All children who reside in Charlotte and Mecklenburg County will have an opportunity to participate in this program.

The program staff will consist of one (1) Coordinator of Recreational Services, one (1) Secretary, and ten (10) Part-time recreational aids. The program staff should be located at one of the Neighborhood Centers operated by the Charlotte Neighborhood Centers Department.

Basic functions which should be performed by the Coordinator of Recreational Services should include:

1. Providing information, on a monthly basis, to all youth serving agencies concerning recreational services available for children.
2. Coordinating transportation for children to recreational services.
3. Identifying children who, due to lack of financial resources, are unable to participate in recreational

services and assisting these children to obtain scholarships to services.

4. Coordinating the activities of ten (10) part-time recreational aides with youth serving agency personnel.
5. Engaging in activities which assist youth serving agencies to utilize their resources in a way which will result in improved services or an increase in the number of services offered to children.

#### Measureable Objectives

To, during a period of twelve (12) months, play a role in increasing the number of children who gain access to recreational services by twenty-five percent (25%). The objective will be accomplished by:

1. Providing information, on a monthly basis, to all youth serving agencies in Charlotte and Mecklenburg County concerning recreational services available for children.
2. Identifying children who require financial assistance in order to participate in a recreational program and providing these children with scholarships to these services.
3. Coordinating transportation for children to recreational services.
4. Coordinating the activities of ten (10) part-time recreational aides with youth serving agency personnel.
5. Engaging in activities which assist youth serving agency personnel to utilize their resources in a way which will result in improved services or an increase in the number of services offered to children.

#### Evaluation Design

In order to measure the degree to which the measureable objectives set for the program have been achieved, the following information should be obtained:

1. The number and percentage of children who receive recreational services from specified

agencies during the 1975-76 fiscal year as compared to the number and percentage of children receiving recreational services from these same agencies during the 1974-75 fiscal year.

2. The number of children who receive financial assistance through the recreational service scholarship fund.
3. The number of children who are provided transportation to recreational services.
4. The number of written communications indicating recreational services available for children which are sent to youth serving agency personnel. (Consumer evaluation reports from youth serving agency personnel documenting the quality of this communication should be available.)
5. A description of the types of assistance provided to youth serving agencies by part-time recreational aides. (Consumer evaluation reports from youth serving agency personnel documenting their appraisal of the assistance supplied should also be available.)
6. A description of specific activities engaged in by the Recreational Services Coordinator which assisted youth serving agency personnel to utilize their resources in a way which resulted in improved services or additional recreational services being offered for children.

#### Budget

Coordinator of Recreational Services (1)	\$12,000
Secretary (1)	7,000
Part-time Recreational Aides (10)	12,000 (\$100/mo./person)
Scholarship Fund	15,000
Operating Expense for Transportation System	10,000
Total	\$56,000

#### Administrative Agency

It is recommended that the Charlotte Neighborhood Centers Department administer this service because one of their primary responsibilities is to better coordinate services for persons

served by community centers operated by this department. In addition, this agency has the capability to provide transportation for a significant number of children in Charlotte and Mecklenburg County to recreational services.

#### Recommended Source(s) of Funding

1. Charlotte City Council
2. Mecklenburg Board of County Commissioners
3. United Community Services
4. Churches
5. Civic Organizations
6. Each agency providing recreational services to children in Charlotte and Mecklenburg County might want to allocate a certain percentage of their budget to be used for the funding of this service.

This service should be contracted for a period of twelve (12) months. Continued funding of this program should be contingent on the progress which is made toward the achievement of measureable objectives established for the program.

#### 5. Increased Use of Public Facilities

##### Statement of the Problem

Directors of youth serving agencies have indicated that one of the difficulties they face in serving youth in various sections of the community is the lack of available physical facilities where they can conduct meetings and activities. Since it is impossible for the various agencies to build and maintain branches in the many areas of the county, program expansion is curtailed without adequate physical facilities in many sections of the community which need these programs most or the youth must travel long distances to locations to where the services are being provided. Many youth do not have their own transportation and public transportation is most inadequate.

##### Description of Service

Since there are school buildings scattered throughout the county, it is proposed that these facilities be made more available for use by youth serving agencies. These facilities are now available to youth serving agencies free

of cost during the hours when school personnel are normally present (usually until 5:00 p.m.). Following is the opening statement from the Charlotte-Mecklenburg School's Community Use of School Facilities Handbook: "Realizing that public school buildings and other facilities are public property, the Charlotte-Mecklenburg Board of Education encourages community use of these facilities as long as such use does not interfere with the regular educational programs of the school system."

However, since it is required that a member of the school personnel be present at any time school facilities are in use, it is necessary to charge a nominal fee to compensate for this overtime pay. Few agencies have adequate funds to enable them to use school facilities because of these charges. It is recommended that a fund be established upon which youth serving agencies can draw to enable them to make more frequent use of these community facilities.

This program would not require any additional personnel, but could be conducted by a member of the staff of the Charlotte Neighborhood Centers Department. The only staff function would be to schedule the use of school buildings, upon request from any youth serving agency.

##### Measureable Objectives

To increase, during a period of twelve (12) months, the number of children who gain access to recreational services by twenty-five percent (25%). The objective will be accomplished by:

1. Allowing for the expansion of youth serving programs due to the availability of physical facilities throughout the county.
2. Bringing services to the young people in their own neighborhoods, thereby making it possible for youth without transportation to become involved in these activities.

##### Evaluation Design

In order to measure the degree to which the measureable objectives set for the program have been achieved, the following information should be obtained:

1. The number and percentage of children who receive recreational services from specified agencies during the 1975-76 fiscal year as compared to the number and percentage of children receiving

recreational services from these same agencies during the 1974-75 fiscal year.

2. The number of times school facilities are used by youth serving agencies and the number of youth who participate.

#### Budget

School rental fees           \$15,000.00

The following is the schedule of the use of fees:

1. Facilities other than gymnasiums, auditoriums, cafeterias with kitchen and lighted stadiums - \$5.00 per hour per custodian.
2. Gymnasiums - same as above unless principal elects to require a professional staff member to be present and on duty. The fee for a professional staff person is \$7.00 per hour per person.
3. Auditoriums - a flat fee of \$50.00 plus custodial fee of \$5.00 per hour per custodian.
4. Stadiums - a flat fee of \$150.00 for night use as contracted by specific school. Appropriate reduction as determined by the principal of the school at which the stadium is located.
5. Cafeterias - without kitchen - \$5.00 per hour per custodian; with kitchen - \$7.00 per hour plus \$5.00 per hour per custodian.
6. Athletic Fields - no charge - responsible for ground maintenance; Baseball fields at Harding, Garinger, North Mecklenburg and Myers Park are contracted through the principal at the specific school.

(See aforementioned booklet for complete details.)

#### Administrative Agency

It is recommended that the Charlotte Neighborhood Centers

Department administer this service. This service could be coordinated by the personnel recommended to be responsible for the coordination of recreational services under the proposal submitted by this committee. This service should be contracted for a period of twelve (12) months and then reviewed by the County Commission to then determine if it is feasible to develop with the Charlotte-Mecklenburg Schools a program whereby school facilities could be made available to community agencies without charge.

#### Recommended Source(s) of Funding

Mecklenburg Board of County Commissioners

#### 6. "Para-Professional" Volunteers

##### Statement of the Problem

The problem to be discussed in this paragraph deals with providing the necessary program services to youth of all ages in low income areas of Charlotte and Mecklenburg County.

The availability of quality volunteer leadership seems almost non-existent in most of Mecklenburg's low income areas. It, therefore, becomes necessary to import leaders from other areas of the county to provide the necessary program services. Past experience has proved that few "imported" persons are willing to serve as leaders in low income areas for any length of time. Therefore, it becomes necessary to recruit and train persons who live in low income areas to serve as leaders of youth programs.

##### Description of Service

This proposal deals with the employment of "para-professionals" to serve the needs of youth in Mecklenburg's low income areas. The "para-professional" would be employed by a youth agency and work directly with the youth and youth leaders in low income areas. One para-professional might serve as the leader or even better recruit volunteer leadership from the area to serve as leaders of several youth programs in housing developments such as Earle Village, Dalton Village, Boulevard Homes, Piedmont Courts, Fairview Homes, Pine Valley, etc. Serving as the leader of youth and/or recruiting qualified leadership for the youth in areas such as the ones named would be the para-professional's primary responsibility.

Every effort would be made to find prospective para-professionals who live in low income areas.

This proposal also deals with the employment of 10 para-professionals for a 3 year period. Six youth agencies in Charlotte have expressed strong interest in utilizing para-professionals provided funds are made available. The agencies expressing interest in para-professionals are: Boy Scouts of America, Nature Museum, 4-H, YMCA, YWCA, and the Parks and Recreation Commission.

#### Measureable Objectives

The primary objective of employing para-professionals would be to serve the citizenship, character and physical fitness needs of youth in hard core, low income areas of Charlotte-Mecklenburg. Example: It has been proved by the Boy Scouts of America that for every "para-professional" employed, a total of 700 to 1000 youth could be effectively served in particular areas of the county over a two year period.

Providing the necessary character building and recreational programs for youth in low income areas is a minor challenge to Charlotte-Mecklenburg youth and governmental agencies.

The employment of dedicated, hard working para-professionals in low income areas would help in solving many problems of youth living in these areas.

#### Evaluation Design

The "para-professional" program should be evaluated every six months or perhaps even more frequently to determine its effectiveness. The performance of each para-professional would be evaluated by the employing agency to determine his/her effectiveness. Ineffective para-professionals would be terminated and new prospects would be sought for employment.

#### Budget

This proposal deals with the employment of 10 para-professionals for three years.

Salary - \*See enclosure #4  
\$2.50 per hour (\$5,200.00 annual)

Travel Reimbursement - \$70.00 per month + \$.07 per mile traveled up to 400 miles per month

A study of entry level salaries indicates that one of the primary reasons for persons leaving employment is the lack of adequate salary. It is hoped that the \$2.50 minimum starting

salary along with full reimbursement for job related expense and travel costs will prevent frequent terminations.

Program Incidentals - \$600.00 per year - Would include items needed to implement program by the para-professional each year.

Salary - \$5,200.00 x 10 para-professionals for 3 years =  
(annual) \$156,000.00

Travel Reimbursement - \$98.00 (mo.) x 10 para-professionals -  
(Based on \$70 per month + .07 per mile up to 400 miles per month) for  
3 years = \$35,280.00

Program Incidentals - \$600.00 (annual) x 10 para-professionals  
= \$6,000.00

Total expenses for 10 para-professionals for 3 years =  
\$197,280.00

#### Administrative Agency

Each of the agencies employing para-professionals would administer its own para-professional program.

#### Recommended Source(s) of Funding

1. City of Charlotte (Federal Community Development Fund)
2. Mecklenburg County
3. United Community Services
4. Corporate gifts
5. Foundation gifts
6. Private gifts



ATTACHMENT G

PROPOSED YOUTH SERVICES AND RECOMMENDATIONS SUBMITTED BY  
THE PSYCHOLOGICAL SERVICES COMMITTEE

Proposed Youth Services

1. Neighborhood Help Project
2. Youth Service Teams
3. Community Based Group Home Treatment Units for Children Six (6) Through Seventeen (17) Years of Age
4. Parent Development Courses

Recommendations

1. It is recommended that local and state governmental units change zoning laws to allow for the development of community based group home treatment units.

Youth Service Proposals

1. Neighborhood Help Project

Statement of the Problem

Over a period of several decades communities and neighborhoods have disintegrated in terms of a neighborhood serving as support, influence, and a warm and friendly place to live. Oftentimes, a family living in a neighborhood may not know many of their neighbors in their immediate areas, let alone in the total neighborhood. This problem is compounded in Charlotte by the highly transient nature of Charlotte. Many families only live in Charlotte for a short time or live in Charlotte in one particular neighborhood for a short time, moving to another one and continuing this process for years. Although it is impossible to document the fact that stable neighborhoods influence positive mental health, it seems at face value that there is a high correlation between the two. In Charlotte, there are few stable neighborhoods where residents have lived there for years that it is difficult to get a sampling of this. This is not a problem that effects any particular socio-economic group, but rather extends across all socio-economic areas.

The effect on children of this constant moving around, and unstable neighborhoods is clear. It is very difficult for them to develop positive longstanding peer relationships; there is tremendous animosity between neighbors and this affects the children in that much of the influence that they have from parents in their neighborhood is negative. There is no organized effort or recreation for the children, with the exception of county or city-wide efforts. The animosity between neighbors, and the unwillingness to venture forth in your neighborhood creates less

than ideal situations for children or adults to grow and live. Obviously, a child who is confronted with this type of situation will resent most, if not all, adult authority-type figures which in turn create anti-social behavior and encourage delinquency.

Description of Service

The County would be the administrator of this program. They would make available funds which could be applied for by various neighborhoods which would be geographically defined for by the Planning Department of the city government to make application for these funds. The neighborhood would have to hold meetings of its constituents, and have agreement among a significant number of residents in that neighborhood upon how they would use the money, what organization would exist in that neighborhood, etc. The requirements for application would need to be elaborated before implementation, but hopefully, there would be a minimum of red tape. A neighborhood could use the money in several suggested ways (naturally, there would be constraints); some possibilities would be:

1. Hire a recreation-type person to develop a recreation program in a community.
2. Hire a social worker to work with various churches about setting up geriatrics programs.
3. Hire a mental health worker to work with community organizations about preventative mental health; this person could run groups, set up workshops for parents, have family enrichment courses, etc.

The purpose of this proposal is twofold:

1. Let the neighborhood decide what their needs are and have available to them means of meeting these needs. This would provide services in the particular neighborhood.
2. To receive this money, the neighborhood would have to organize itself. This means that residents would meet each other, make door-to-door campaigns to enlist new residents in the community organization, and overall, provide a forum for the residents where they could have their needs met.

This would not require elaborate physical facilities, nor large budgets. Most of the projects could be done with any community; the staff could be housed in churches or donated office space, and the community itself would be responsible for this end of the grant. Naturally, there would have to be certain restraints on how the money could be used and the best idea would be to set up several different options for the communities and well publicize this so that the communities themselves could organize and then ask for the grant.

Initially, a pilot project would be in order, whereby certain neighborhoods are chosen with two or three socio-economic categories. For example, in the lower economic category two neighborhoods would be chosen and told that whichever neighborhood meets the criterion for the grant in terms of organization and a significant number of residents involved, they would receive the grant.

#### Measureable Objectives

It would be extremely difficult to directly set measureable objectives for this program. However, after a significant length of time such as possibly a year to two years, statistics can be gathered and compared with prior statistics as to what the crime rate is, what the delinquency rate is, and possibly after several years, determine whether the neighborhood has appreciated considerably in terms of dollar amounts for the houses. Without any direct measurement for the success of this project, it seems that these are only second-best kinds of measurements and should be viewed as such.

An example of where community organization has considerably changed the neighborhood in Charlotte is the Dilworth Area. In terms of measurement, it would be very difficult to determine that the Dilworth neighborhood has considerably appreciated. It is the belief of this writer that community organizations, when done in a thorough manner, can lead to appreciably better communication among residents, involve the neighborhood in various projects such as the one defined, and hopefully this will spin off into other areas of organization such as neighborhood beautification projects.

#### Evaluation Design

For the most part, the statistics necessary to evaluate the design that has been mentioned above are already being collected through various forms of local and state government and would only need to be gathered together.

#### Budget

The budget for any one neighborhood would depend, of course, on the type of project that neighborhood opted for, but basically, it would be the staff salary for a position in that neighborhood such as recreational counselor, mental health worker, or other personnel set up in the project which would amount from approximately \$7,000 to \$12,000 per year and a small operating budget such as a budget for recreation counselor to provide arts and crafts, and various athletic endeavors. The budget might run anywhere from \$10,000 to \$15,000 per neighborhood.

#### Administrative Agency

Mecklenburg County would logically be the administering agency in this project.

#### Recommended Source(s) of Funding

Mecklenburg Board of County Commissioners

#### 2. Youth Service Teams

This proposal was approved by the Educational Services Committee. (Refer to page 49) The only revision made in this proposal by the Psychological Services Committee which is different from that made by the Social Services Committee is:

1. Each team should consist of one (1) school psychologist, two (2) school counselors with teaching experience, and two (2) school social workers.

#### 3. Community Based Group Home Treatment Units For Children Six (6) Through Seventeen (17) Years of Age

With the following suggestions, this proposal is the same proposal that was approved by the Social Services Committee (refer to page 57).

#### Suggestions

1. One (1) of the group homes should serve as an emergency diagnostic facility.
2. Four (4) of the group homes should serve as long-term (6 to 8 months) treatment units.
3. If required, a short-term treatment unit should be developed. It is felt that at least one (1) additional staff member would be needed to operate this unit.

#### 4. Parent Development Courses

This proposal was approved in the same form by the Psychological Services Committee as that approved by the Social Services Committee (refer to page 66).

#### A Preliminary Statement of A Proposal

Note: This is a preliminary statement of a proposal which is now being considered for implementation by several community agencies which serve emotionally disturbed and learning disabled children. It will require a great deal more of research and intensive work to achieve an effective and thorough proposal, but because of its potential scope and value to the community, it would be appropriate to present a general overview to the Mecklenburg Youth Services Action Board for coordination with youth proposals being considered.

#### Statement of the Problem

Although several agencies are performing several different kinds of services for E.D. and L.D. children in our community, there is no effective coordination of these efforts, no common goals or standards of service, and only a catch-as-catch-can method of delivering appropriate services to members of the community.

Furthermore, it is clearly recognized by all professionals within Mecklenburg that the existing services are grossly inadequate to meet the needs of children within the two categories being considered.

The accepted professional guesstimate of the number of children who have one degree or another of handicap from one or both of these overlapping problems would be 20%, or 18,000 children in Mecklenburg. It should be recognized, however, that both emotional disturbances and learning disabilities will vary from very mild to very severe. At what point along that continuum children will require special and intensive services has not been determined. It is believed that when the results of the "Count the Children" canvas are obtained and tied together with other available data, we should be able to make some determination of which children, and how many, will require what special services.

It is known that nearly all cases of emotional disturbance and learning disability can be detected in their incipient stages with proper screening procedures at ages 4 to 5. Without early detection and appropriate prevention/treatment services, these are the children who a few years later on will become difficult-to-place Wards of the State, or will become school and social dropouts, or will interfere with the learning of other children,

or will come to the attention of the courts, or will become drug abusers or alcoholics. They are the prime candidates for tax-subsidized lives spent in jails, penitentiaries, mental hospitals, drug clinics or welfare rolls.

#### Description of Service

This proposal purports to touch all, or the majority of, those children, ages 4 to 18, in Mecklenburg County whose adjustment, performance and behavior are negatively influenced by emotional disturbance or learning disabilities.

The first step will be to implement some universal screening procedure which will identify children with E.D. or L.D. handicaps, and to determine the severity of their handicaps.

The second step will be to identify a series of services, ranging from enriched regular services to intensive treatment services, which will be needed to see that the identified children receive adequate and effective help.

The third step will be to identify and evaluate those services which already exist within the county which are meeting some of the needs of some of the identified children.

The fourth and final step will be to coordinate the existing public and private services into a comprehensive County-wide program, utilizing their competencies and reinforcing those areas where they fall short of meeting the overall public need. New services may be developed as needed.

#### Measureable Objectives

Measureable Objectives have not been established as yet, but they will probably involve these three areas:

1. Screening. The number of identified children requiring specific types of services.
2. Services. The types and quantities of service required to meet the needs of the above children.
3. Service-delivery. Basically, the increased number of children who receive appropriate services for their condition.

#### Evaluation Design

Beginning with the best possible estimate of children within the two categories chosen, based upon existing data,

program development and service-delivery can proceed. Our evaluation design, however, will have to account for the fact that a universal screening program would be expected to alter the original estimate considerably.

Perhaps the most difficult task will be in the pairing of screened/identified children with E.D./L.D. handicaps, with appropriate services ranging from moderately enriched or reinforced classrooms, to special schools, to residential treatment facilities.

The effectiveness of the overall, coordinated program of public and private agency services might be evaluated with statistics having to do with days-of-attendance versus missed days of school, the incidence of school dropping-out, the incidence of adjudicated delinquency among school-age children, etc.

#### Budget

No data as yet.

#### Administrative Agency

Not determined as yet. The project is presently being conceived by administrators of the following agencies, all of whom are providing services albeit in uncoordinated fashion, which meet some portion of the identified need:

1. Charlotte-Mecklenburg School System, Special Services Department
2. Mecklenburg Mental Health Center
3. Mecklenburg Center for Human Development
4. The Alexander Children's Center
5. Thompson Episcopal Child Care Services (Thompson Children's Home)
6. The Learning Foundation
7. Gables Academy

The project might eventually be County Government administered, or a Board consisting of representatives of the above agencies might administer it.

#### Recommended Source(s) of Funding

A consortium of federal, state, county and private funding resources is being considered, i.e.:

1. A federal ESEA grant
2. A federal N.I.M.H. grant

3. State D.E.C. (Developmental Evaluation Clinic) and other funding
4. EPSDT Medicaid funding
5. County-government funding
6. Private foundation funding

ATTACHMENT H

PROPOSED YOUTH SERVICES AND RECOMMENDATIONS SUBMITTED  
BY THE EMPLOYMENT SERVICES COMMITTEE

Various youth service proposals and recommendations were discussed at numerous Employment Services Committee meetings. It is expected that this Committee will submit youth service proposals and recommendations to the Mecklenburg Youth Services Action Board at a later date.

ATTACHMENT I

LEGISLATIVE PROPOSALS AND RECOMMENDATIONS SUBMITTED  
BY THE LEGAL SERVICES COMMITTEE

Proposed Legislation

1. Diversion of Non-criminal Children from the Juvenile Justice System.
2. Revision of North Carolina General Statute 7A-282.

Recommendations

1. State funds should be sought for use by the County Commissioners for the purpose of developing programs within each county to divert children from the juvenile justice system to services they need.

1. A Legislative Proposal Designed to Divert Non-criminal Children from the Juvenile Justice System

It is hereby proposed that the term "undisciplined child" (7A-278(5)) as defined in the General Statutes of North Carolina be eliminated.

It is further proposed that the term "neglected child" (7A-278(4)) be included as one part of the definition of "child in need of supervision".

"Child in need of supervision" means:

- (a) Any child who is a "neglected child" in that the child does not receive proper care or supervision or discipline from his parent, guardian, custodian or other person acting as a parent, or who has been abandoned, or who is not provided necessary medical care or other remedial care recognized under state law, or who lives in an environment injurious to his welfare, or who has been placed for care or adoption in violation of law; or
- (b) A child whose parents, guardian or other custodian are unable to discharge their responsibilities to and for the child or the child does not have proper subsistence, education, or other care or control necessary for his or her well being because of his or her faults or habits or the faults or habits of his or her parents, guardian or other custodian or their neglect or refusal, when able to do so, to provide for them.
- (c) If any of the foregoing is in need of care or supervision

The aforesaid proposal removes the term "undisciplined child" from the language of the juvenile court statute and replaces the stigma attached to such a declaration by permitting the condition of the child to be identified as a child needing supervision. It retains the term of "neglected child" as one condition which permits the finding that the child needs supervision.

This will allow the provisions of the child abuse and reporting law to remain unaffected by this legislative proposal.

Enactment would require changes in the remaining provisions of the juvenile statutes to remove the term "undisciplined" from other provisions of the law and further providing that the disposition alternatives found in 7A-286(1)(2) would be applicable to any child found to be in need of supervision. As to subparagraphs (3), (4), (5) of §7A-286, these provisions would be only applicable to a child found to be delinquent.

#### Comment

It should be noted that the court, through its jurisdiction over "children in need of supervision", will still retain sufficient authority over children formerly defined as "undisciplined children" to see to it that remedial measures are taken in a timely and effective manner without labeling a child as truant, runaway, or ungovernable. Generally, it can be said that such conduct reflects failure, or neglect, on the part of our social institution, whether it be the family, schools or by exposure to other adverse societal conditions.

The term "undisciplined child" has been eliminated as these types of cases, which have come to be known as juvenile status offenders, children who are brought within the jurisdictions of the court for having committed actions which are illegal only for juveniles, involve children whose actions, while they may be indicative of the imperative need of a child to receive some type of care or treatment, do not necessarily pose a threat to society.

If this proposed legislation is ratified, statutes which deal with acts declared to be violations of the law if performed by children, but which are not declared to be violations of the law if committed by adults should be specifically amended to provide that the remedy for such behavior, when performed by children, will be the filing of a petition alleging the child to be a "child in need of supervision" and that such behavior may be taken into consideration by the court in arriving at its decision with respect to such petition.

Resort to court action to supply the remedial measures needed by "children in need of supervision" should be taken only as a last resort and then only where the authority of the court is necessary to accomplish a specific legal objective, i.e., to effect change in the legal status of a child such as the transfer of "legal custody" or guardianship of the person of the child.

#### Rationale for Proposed Legislation

The term "undisciplined child", is defined in the General Statutes of North Carolina as follows:

"Undisciplined child" includes any child who is unlawfully absent from school, or who is regularly disobedient to his parents or guardian or custodian and beyond their disciplinary control, or who is regularly found in places where it is unlawful for a child to be, or who has run away from home".

Approximately forty (40%) percent of all children referred to juvenile courts in North Carolina are referred for committing "undisciplined acts". The North Carolina Office of Youth Development reports that 811 or fifty (50%) percent of the 1,635 children placed in state training schools during the first ten (10) months of 1974 were placed there for violating conditions of their probation by committing an "undisciplined act". It costs in excess of ninety-five hundred dollars (\$9,500) per year to incarcerate one (1) child in a state training school in North Carolina.

#### 2. A Proposal to Revise North Carolina General Statute 7A-282

In order to provide Fourth Amendment protection of juvenile defendants charged with delinquency by reason of alleged commission of some criminal act, it is proposed that the present provisions of General Statute §7A-282 be revised to provide for some independent determination by a judicial official that there is probable cause for institution of the juvenile process.

The present General Statute §7A-282 is set forth below:

§7A-282. Issuance of summons. -- After a petition is filed and when directed by the court, the clerk of superior court shall cause a summons to be issued directly to the parents or guardian or custodian and to the child, requiring them to appear for a hearing at the time and place stated in the summons.

The revised version of §7A-282 would read:

After a complaint or petition is filed alleging a child to be delinquent by reason of the commission of a criminal offense under state law or under an ordinance of local government, and after investigation by intake personnel (if established pursuant to General Statute §7A-289.7), a judicial official may issue a summons with the petition attached directed to the child and his parents or guardian or custodian, requiring them to appear for a hearing at a time and place stated in the summons. The judicial official may only issue a summons when he is supplied with sufficient information, supported by oath or affirmation, to make an independent judgment that there is probable cause to believe that a crime has been committed and that the juvenile named in the petition and summons committed the crime. The information must be shown by either or both of the following:

- (1) Affidavit,
- (2) Oral testimony under oath or affirmation before the issuing official.

The affidavit may consist of a verified petition or complaint.

If the information furnished to the judicial official is insufficient to show probable cause, the summons may not be issued.

ATTACHMENT J

RECOMMENDATIONS SUBMITTED BY  
THE MEDICAL SERVICES COMMITTEE

Recommendations

1. That strong support be expressed for the development of a satellite system of multiple service centers. Centers should include as a minimum the following:
  - a. Venereal disease diagnosis and treatment done by a "nurse-practitioner".
  - b. An on-going immunization program administered by the "nurse-practitioner" with a physician available.
  - c. Visual-motor screening with more comprehensive instruments than the now widely used Snelling Chart, accomplished by trained para-professionals.
  - d. Family Counseling delivered by counselor trained personnel, working with the family unit in solving family problems. Such could serve a "preventative" therapeutic function.
  - e. Excellent medical contraceptive care provided on the premises, either free or inexpensively, and abortion referral.
  - f. A transportation-to-treatment component for the indigent patient.

Such centers should provide services on an ability-to-pay basis (i.e. sliding scale), making them available to all. Such centers should generate a need for expanded treatment and that area hospitals be encouraged to develop indigent services to relieve the overloading at Memorial. Such centers should not be limited to providing the above services, but that the above services be provided as a minimum package.

2. That support be expressed for the state plan to provide universal developmental screening for four (4) year olds and that Charlotte-Mecklenburg be prepared with treatment programs for identified needs which such screening will uncover.
3. That support be expressed for the work of the Drug-Alcohol Committee in developing a comprehensive plan for working with the adolescent drug addict.
4. That support be expressed for the work of the Social Services Area Committee in developing community based residential group treatment homes.

5. That support be expressed for legislative changes related to drug use and possession in North Carolina.
6. That support be expressed for legislation providing abortion upon request; and that no person ever be deprived of such for purely economic reasons.
7. That support be expressed for more and better sex education in schools.
8. That support be expressed for programs providing service to automobile and sports injured young people who require lifetime care.

**END**