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DIVISION FOR YOUTH

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Plan '86

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LEONARD G. DUNSTON, Director

LES GOLDBERG, Executive Deputy Director

September 1, 1986

Director's Message

It is my pleasure to provide you with this copy of Plan '86. This document reflects the third year of my administration's long range planning effort. In the last two years we published Masterplan 84 and Implementation Plan 85. They described our agency's broad agenda for the future and our specific plan of action to implement this agenda. Plan '86 reports our progress in carrying out this plan of action and outlines next steps and new directions.

The Division's broad-based, participatory approach to planning has served as a catalyst for achieving major program and management initiatives. Notable among the current year's many accomplishments are:

- the development of a unifying concept of client and facility classification;
- the establishment of a management plan to strengthen "community care" for youth returning from residential placement;
- the expansion of local programs for homeless youth;
- the improvement of technical support to counties for comprehensive youth services planning.


For the Division for Youth to fulfill its dynamic purpose into the next decade and beyond, our planning efforts must anticipate and reflect the changing trends, needs and concerns of New York State's young people. Many trends, highlighted in this document, attest to the crucial need for a proactive, responsive state youth agency. Plan'86 describes the evolution of our organizational focus from a concentration on resolution of internal management issues to an increasing emphasis on actions which address the broader social issues impacting positive youth development. Next year's planning document, the Division for Youth's "Plan for Youth" will depict this broader orientation as spokesperson for New York State's youth. We will embark on this venture in collaboration with the Governor's other major offices involved with youth services and juvenile justice, and with the many other members of the youth serving community.

I would like to thank the many people whose assistance made this document possible. In particular, I would like to thank the Division's planning, administrative support, and executive staff who devoted themselves to preparing this document. Finally, I would like to acknowledge the extra effort of the many other professionals outside the Division whose ideas have helped shape this document.

If you would like more information about the New York State Division for Youth and our plans for the future, please contact our Communications office at 518-473-7793.

Thank you for your interest in our efforts to serve New York State's young people.

Sincerely,



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Plan 86 is submitted to the Legislature in accordance
with Chapter 973 of the Laws of 1983 (Executive Law Section 501.08)

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INTRODUCTION

Plan '86 is designed to fulfill three organizational needs. First, it serves as an essential internal management tool for agency direction-setting and accountability. Second, it fulfills the statutory requirements established by Chapter 973 of the Laws of 1983 for a five year comprehensive plan "for the provision of services to youth placed by the court into the residential care of the Division for Youth." Third, it provides the public with a better understanding of the Division for Youth and its specific agenda for the future.

Plan '86 is the third in a series of planning documents published by the Division. Masterplan '84 provided a broad overview of the agency, the context it operates in, and its basic policy direction. Implementation Plan '85 was the first annual update of that document, with a focus on detailing the agency's specific policy directions. This publication is the second annual update, emphasizing the Division's progress towards fulfilling identified policy goals.

The first two sections establish the conceptual and developmental basis for the agency's actions. Section I, The Youth Policy Framework, explains the Division's mission, denotes trends reflecting the changing circumstances of youth, and describes the service approaches the agency uses to fulfill its mission. The Division's planning process is explained in Section II; how it evolved and the ways it is employed to identify and respond to agency issues.

Sections III through VI summarize the agency's actions on major management program and policy issues. These sections describe Division efforts in four major areas: Section III, services for court-placed youth, Section IV, targeted youth issues; Section V, community youth service systems; and Section VI, management of agency resources. In accordance with the Division's legal mandate, Section VI includes projections of future residential capacity needs and explains the factors associated with this important issue. A summary of the agency's future directions is contained in Section VII.

The appendices have been included to assist readers in understanding the context within which strategies were selected. They include a description of the Division's organizational structure, its programs for youth, and its financial structure. A special appendix is included that provides an overview of New York State's juvenile justice system including definitions; a flowchart of the process by which persons in need of supervision, juvenile delinquents and juvenile offenders proceed through the juvenile and adult justice systems; and related statistics. The document ends with an organizational directory to facilitate access to the Division's various offices across the State.

I. The Youth Policy Framework

INTRODUCTION

"Preventing delinquency through positive youth development" is the mission of the New York State Division for Youth. Whether for youth placed by the courts, for other youth in troubling situations, or for youth in New York State's mainstream this proactive approach to service is universally applied. This section of Plan '86 details the Division's approach to carrying out this mission.

Division efforts to promote positive youth development must recognize changing youth needs and circumstances. Attention must be given to evolving economic and social trends which have an impact on the ability of families, schools and other community institutions that serve New York's youth. To address these issues, the Division for Youth carries out specific youth policy initiatives through a system of statewide programs. Each program is distinct. Each is designed to promote positive youth development.

POSITIVE YOUTH DEVELOPMENT

Positive youth development is the way youth progress to become productive law-abiding adult members of their community and society. Three major components make up this process-- social integration, personal capital and equal opportunity.

• SOCIAL INTEGRATION

Youth need to experience being members of society, rather than apart from it. This sense of belonging is first learned from the primary caregivers in a child's life, traditionally the family. As youth mature, this sense of connectedness expands beyond the family to include many other people. Each member of a youth's personal "community" serves to give the youth a sense of identity and a sense of his or her place in the larger society. Experiences with these significant others shape a youth's commitment to particular values, beliefs and attitudes, to educational and vocational aspirations, to the belief that the rules of the "community" should be followed. Self-acceptance of these values, beliefs and attitudes is essential for youth to experience full membership in the community and society at large.

• PERSONAL CAPITAL

Youth usually do not resort to delinquent acts as a means to achieve a desired end if legitimate methods to achieve the same end are readily available and accessible. Youth who acquire the skills necessary for full membership in their community's mainstream tend to embrace the community's way of life and accept its norms, beliefs, and attitudes. The development of personal capital (i.e. educational, vocational and interpersonal competencies) enable youth to be "valued". This puts them in a position to bargain in the social/economic marketplace.

• EQUAL OPPORTUNITY FOR YOUTH

In order for youth to successfully enter the adult mainstream of society, they must have access to it. Stereotypes about the capabilities of youth inhibit their access to adult roles and corresponding opportunities. These pervasive attitudes toward young people inhibit opportunities for positive youth development. This is even more true for youth from minority groups and others with noticeable differences.

In summary, the process of youth development is the maturation process through which children become adults. This process involves the gradual substitution of external direction and control for self-direction and self-control. The timely evolution of this change is essential for positive youth development. Youth tend to develop positively when they are given access to socially desirable roles, are able to develop and make use of their personal competencies, and are recognized as valuable members of their community by themselves and others. Through this process they become self-reliant, contributing citizens of the community.

MAJOR YOUTH-RELATED TRENDS

The Division's efforts to promote positive youth development are designed to respond to changing youth trends. They take into consideration the impact of evolving economic and social trends on the ability of families, schools or other community institutions to provide care for New York's youth. The major youth-related trends highlighted below describe an alarming situation.

Youth are projected to be a smaller part of the population than ever before. This small group of youth will become the small group of young adults in the early part of the next century who will make up the heart of the state's workforce when the massive baby-boom generation retires.¹ They, therefore, must be recognized as a relatively scarce human resource. Given the current demographic and social trends as outlined below, their collective ability to meet the State's future economic and social needs must be of serious concern to New York State's citizens, to the public policy makers who represent them, and to the public service administrators who serve them.

The Division would like to thank Dr. Richard Alba and his staff from the Center for Social and Demographic Analysis for allowing us to use major excerpts in this section from "NEW YORK STATE PROJECT 2000; REPORT ON POPULATION", the recently published report prepared by the Rockefeller Institute of Government.

• POPULATION SIZE

The number of youth is expected to decline. This will occur at the same time that other age groups and the State's overall population are growing. The implications of this trend on the social and economic future of the State are devastating.

• ETHNIC AND RACIAL DIVERSITY

New York State, particularly New York City, has continued its historical role as the gateway for international immigration to the United States. The population of recent immigrants has increased both in number and diversity. The vast majority of the new immigrants come from Asia, Latin America and the Caribbean. In 1980, one of every eight New Yorkers under the age of ten was living in a household headed by a recent immigrant. In New York City one in every four children under the age of ten was living in a household headed by a recent immigrant.²

New York remains one of the most racially and ethnically diverse states in the nation. The 1980 Census shows a full quarter of the State's population to be made up of minority groups-- Hispanics, non-Hispanic blacks and Asians. The minority groups are younger than New York's majority non-Hispanic, white population. New York State's Project 2000 estimates that based on current trends nearly one in three New Yorkers will be Hispanic or non-white by the year 2000. Four of every ten babies born in New York State will come from minority groups.³

Almost all of the State's minority population live in the cities (85%). Most of the majority population live in the suburbs (40%). New York City alone contained 85 percent of the state's Hispanic population and 74 percent of its non-Hispanic blacks and Asians. By contrast New York City was home to just 28 percent of New York State's non-Hispanic white population.⁴

• FAMILY STRUCTURE

Increasing frequency of divorce and the growing incidence of childbearing out of wedlock results in far fewer New York youth today living in two-parent families than in the past. Currently the proportion of New York youth living in single parent families is more than one in five.⁵ Almost one of every two black youth and four of every ten Hispanic youth live with a single parent.⁶ Based on current demographic and social trends these percentages are all expected to continue to increase in the near future.⁷ About 90 percent of these single parent families are headed by women.⁸

• ECONOMIC CIRCUMSTANCES

In 38 percent of two-parent families, both parents were in the labor force in 1980, a rise from 26 percent in 1970. More than half the single parents were in the labor force. Data indicate one of every four New York children need some form of nonparental child care.⁹

In 1980 one in five New York youth under 18 lived below the poverty line; by 1984 this figure had climbed to one in four.¹⁰ In 1980 over half the female-headed single-parent families had incomes below the poverty level; two-thirds of the single parent families headed by never married mothers had incomes below the poverty level.¹¹ About one of every two black youth and six of every ten Hispanic youth in the State was living in poverty in 1984.¹² This rapid growth in the number and percentage of youth growing up in poverty is cause for serious concern. The growing proportion of minority youth in this needy population is scandalous.

Nationally the income gap between upper and lower income families is growing. This gap is now wider than at any time since national data was first collected in 1947.¹³

The unemployment rate for New York's entire labor force has been fluctuating between 6 and 8 percent in recent years. During this time the unemployment rate for all youth (16-19 years) has remained significantly higher at close to 20 percent. For black youth the unemployment rate has been climbing. In 1984 more than one of every two black youth (16-19 years) in the labor force was out of work.¹⁴ This figure masks the true magnitude of black youth unemployment since a large number of black youth drop out of the labor force altogether. They are not included in these statistics. The employment situation for Hispanic youth, while less severe than their black peers, is also significant. It is estimated that about one in three Hispanic youth in the Northeast are out of work.¹⁵

• EDUCATIONAL ACHIEVEMENT

Today's youth are likely to be the first generation since the inception of universal education not to surpass the educational attainments of its elders. Indeed, they may not equal them. Nationally, the percentage of students graduating from high school has stagnated, and even declined somewhat since the mid-1960s. In New York, the high school dropout rate is high--it is estimated that one in four students entering New York high schools in the early 1980's will fail to graduate, and the dropout rate is considerably higher in New York City and for minority students.¹⁶ While somewhat overstated because of reporting problems associated with school transfers, dropout rates for the class of 1985 were estimated to be 60 percent for Hispanics, and 55 percent for blacks. Schools with high minority enrollment (over 80 percent) are eight times more likely than schools with low minority enrollment (under 20 percent) to have higher (over 5 percent) dropout rates.¹⁷

At the same time, the academic skills of graduates appear to be declining. Matching a national trend, the average of the combined SAT scores of New York high school seniors fell from 955 to 894 between 1972 and 1984. The short-term trend is unclear, as SAT scores have fluctuated since 1980, while showing a steady increase in both math and verbal scores from 1983 through 1985.¹⁸

• CURRENT SOCIAL ISSUES

A wide variety of today's most urgent social issues directly impact youth and youth development providers. The specific issues highlighted below are presented because of the availability of relatively recent data on these issues and the Division's concern with them.

-Over 100,000 New York State youth are estimated to run away from home each year.¹⁹ More than 20,000 New York State youth are estimated to be homeless.²⁰

-Over 60,000 young women (10-19) in New York State were pregnant in 1984. About 26,000 gave birth. The teenage pregnancy rate has increased by 18% over the past ten years.²¹ Over 100,000 public assistance recipients are or were teenage mothers.²²

-New York State youth, like their peers nationwide, report trying alcohol at an earlier age (more than 50% before 10th grade).²³ More than half of New York's youth (12-17 years) indicate they have experimented with controlled substances.²⁴ Growing use of the deadly street drug, Crack, by teenagers is the latest scary manifestation of this trend.

-Over 83,000 cases of child abuse or neglect were reported to New York State's Child Abuse Registry during 1985; the number of these cases reported has continued to increase every year. Allegations of sexual abuse are increasing; about 6800 cases were reported in 1984.²⁵

-About 380,000 youth (10-20 years) were arrested during 1984 in New York State. About 22,000 of these arrests were for serious violent crimes; about 54,000 of these arrests were for major property crimes. Two-thirds of all youth arrests occurred in New York City. Arrest rates for all of these are lower than in prior years.²⁶

-About 4,800 youth adjudicated as delinquent or status offenders were placed out of home by the family courts of New York State in 1984.²⁷ About 45,000 16-20 year olds were admitted to New Yorks' jails²⁸ and about 2,400 16-20 year olds were admitted to New Yorks' adult prisons.²⁹

-Over 32,000 youth were living in out of home placements in New York State during 1985. Eighty two percent with the State Department of Social Services; 8% with the Division for Youth; 5% with the Office of Mental Retardation and Developmental Disabilities; and 4% with the Office of Mental Health. Sixty percent of these youth are living in family settings; 11% in other community settings; 25% in institutional settings.³⁰

THE DIVISION FOR YOUTH'S SERVICE APPROACH

To assist New York State in addressing these critical youth trends the Division for Youth manages a variety of service program initiatives. Each of the Division's program initiatives has been designed to address a specific target group within the State's youth population. Each supports a distinct service delivery approach, to best reach that target group. The Division's policy framework divides the State's youth population into three overlapping target groups- -the general youth population, youth in troubling situations, and youth placed by the courts. Services are targeted to these populations through three different delivery approaches: financial aid to local governments; contracting with private community organizations; and direct State provision of services. The Division's major youth service program initiatives are:

1. Youth Development/Delinquency Prevention Program
2. Special Delinquency Prevention Program
3. Runaway and Homeless Youth Program
4. Detention Services
5. Division for Youth Residential Care
6. Voluntary Agency Contracting for Residential Care
7. Community Care

In addition to these service program initiatives the Division carries out Statewide action strategies to address the critical issues facing youth and youth development providers today. Through public awareness campaigns, legislative proposal development and interagency coordination efforts the Division advocates for New York's future citizens. The Division works in close partnership with many other organizations and individuals at the federal, state and local level to address critical youth related issues. Specific State-level interagency initiatives have been established to carry out coordinated preventive strategies to address critical youth issues such as runaway and homeless youth, teenage pregnancy, substance abuse, youth unemployment, child abuse and neglect, P.I.N.S. and delinquents.

The Division places special emphasis on the development of local action strategies for youth. Through county youth bureaus and their boards of community youth advocates, specific plans of action are developed to address the unique local needs and circumstances of youth. This process, called "County Comprehensive Youth Services Planning," brings a county's communities together to establish opportunities for youth. The process is designed to stimulate increased public awareness, interest and commitment regarding the needs of youth in the county and to assure the needs of youth in troubling situations are considered as well as those of youth in the mainstream. The specific community services supported through the three local funding initiatives described below are determined predominantly through "County Comprehensive Youth Services Planning,"

• **YOUTH DEVELOPMENT/DELINQUENCY PREVENTION PROGRAM (YDDP)**

To encourage the State's diverse communities to create local opportunities for positive youth development, the Youth Development/Delinquency Prevention program was established. This program provides matching funds to local municipalities within the State to enable them to provide recreation and other youth service programs that they choose to establish. This initiative is designed to address the general developmental needs of youth in all communities within the State. It offers each city, town and village the basic support for local activities that develop essential social skills and attitudes.

Youth bureaus are provided matching funds through this initiative to plan, coordinate and monitor the delivery of local youth programs. County Comprehensive Youth Services Planning is supported through this funding initiative.

• **SPECIAL DELINQUENCY PREVENTION PROGRAM (SDPP)**

The Special Delinquency Prevention Program was specifically designed to reach the large and rapidly growing percentage of youth in troubling situations in those communities where they are most significantly concentrated. The Division contracts with community-based agencies to provide services to youth because of their ability to reach these youth through specialized services in their home communities. Communities selected for targeting under this initiative are characterized by high population density, high poverty rates, high unemployment rates and high arrest rates. Youth targeted for service under this initiative include: youth involved in the juvenile justice system residing in the community; runaways; homeless youth; school dropouts; pregnant teens; teen parents; victims of abuse.

• **RUNAWAY AND HOMELESS YOUTH PROGRAM**

This program initiative was established to enable counties to serve these two related target populations of youth in troubling situations. To meet the complex needs of these populations, the Division provides counties with the fiscal incentive to develop a Runaway and Homeless Youth Service Plan as part of their County Comprehensive Youth Services Plan. This is designed to coordinate existing community resources and to identify and address service gaps. Program funding is provided to support two kinds of service components. Crisis services are provided to meet the needs of runaway and homeless youth for temporary shelter, food, health care and counseling support until they return home or find an alternative living arrangement. Transitional living services are provided to enable older homeless youth, 16 to 20 years of age, to become self-sufficient, productive members of society.

• DETENTION SERVICES

Some youth must be detained outside of their home while awaiting court action or placement. To ensure suitable temporary residential services for these youth, the Division provides matching State aid to all counties. The Division provides technical assistance to detention service programs to help county and agency personnel develop the most appropriate services to youth in trouble. Often, a youth in crisis who is provided immediate response by the detention service agency, can be returned home. For those youth who cannot return home, detention is their first exposure to the residential placement system.

• DIVISION FOR YOUTH RESIDENTIAL CARE

The Division for Youth's residential care system serves those youth whose behaviors have been so destructive that society's agents of justice, the Family Court and Criminal Court, have determined that the youth's removal from home and the community is necessary. The Division's system of custody and care assumes it is possible to reach these youth, that their behaviors and attitudes are changeable; that these young people can be positively developed.

The Division accomplishes this by offering a range of residential program options organized in graduating levels of custody /security. Differing levels of custody/security are required for community protection as well as treatment purposes. Those youth who have acted out most severely require the greatest degree of external control and structure to provide a very explicit framework for developing internal self control. Those youth who have committed less severe acts begin their placement with the Division in corresponding less structured settings. An integrated range of intensive services are provided at each level of placement to help these youth develop the social skills and attitudes necessary for acceptance in community life. As youth demonstrate improvements in these attributes they are transferred to less secure, more community oriented settings. This provides a chance to test out newly acquired behavioral skills one step at a time. Final residential placement occurs within the community where residents have open access to community services and resources. When possible this final residential phase takes place in the youth's home community to enable the smoothest possible transition back to community life.

• VOLUNTARY AGENCY CONTRACTING FOR RESIDENTIAL CARE

To meet the changing demands for a flexible, diverse range of residential care options for youth who do not pose a major risk for facility management or community safety, the Division contracts with many of the State's private residential child care agencies to serve youth placed by Family Courts in the custody of the Division for Youth. The Division makes use of these private services for two primary purposes: first, when a voluntary agency has the best program of services for a particular youth's supervision and treatment needs; second, when the Division's residential services for that sub-group of youth are filled to capacity. Voluntary child care agencies also can often provide an alternative level of care for PINS and delinquents prior to, or following, their placement in a Division facility.

• COMMUNITY CARE

While in residential care, youth often demonstrate significant improvements in their behaviors, in their attitudes, in their beliefs of self and others. However, maintaining and transferring these behaviors and attitudes to the community environment which shaped the destructive patterns of behavior causing their removal in the first place, is a difficult process.

To address this critical service need, the Division has recently re-examined what post-residential services are most essential and how their delivery could be improved. It was determined that planning for release from residential care must begin when youth first enter the Division's jurisdiction. This will ensure that the family and community are prepared to accept and support youth upon their return. A case management approach that assures continuation and follow-through of the facility service efforts is the key to successful reintegration. Through this approach, essential community services such as education, employment, health care, transportation and recreation, are brokered and coordinated. Supervision and counseling are also provided to help these youth to accept and be accepted in the mainstream of community life.

FOOTNOTES

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II. Planning Process

The Division for Youth's leadership has made the establishment of an ongoing, agency-wide planning process a major priority. This process is designed to translate the agency's broad mission into a specific, realistic, plan of action. It is designed to provide clear, common direction to the agency's diverse units and to make public a blueprint for its major policy initiatives. As a rational deliberative process, it enables all key actors to be involved in the development of major agency goals and objectives. This ensures that staff time, funds, and other limited resources are used most efficiently and effectively.

All major agency goals and objectives are prioritized and the interdependent activities of all agency units, whose contribution is required to accomplish a particular objective, are coordinated and sequenced. Through structured feedback built into the ongoing process, the agency's leadership is kept informed as milestones required to accomplish each specific objective are achieved. This ongoing feedback assures that each objective continues on the prescribed path and that changes, when necessary, are intentional and mutually agreed-upon.

The Division initiated this planning process in specific support of Chapter 973 of the Laws of 1983 through the establishment of an agency-wide planning unit in 1984. Efforts to implement this planning process were divided into two phases. Phase One involved the articulation of major agency policy goals and the identification of major problems or obstacles affecting the agency's ability to pursue these goals. This was prefaced by a problem identification process which involved all levels of staff in the agency, as well as selected external groups within the State's youth-serving community. These external groups included state and local youth service providers, youth advocacy groups, local youth bureaus, and the Division's advisory groups.

Problems identified through this process were analyzed by executive staff, and, based on importance and seriousness, they were prioritized. Division goals were then modified to reflect these new priorities. This completed Phase One of the planning process. As a result of Phase One activities, major agency policy goals for the next 3-6 years have been specified and articulated in Masterplan 84.

Phase Two of the Division's planning process focused on the selection of specific strategies to address the most crucial aspects of these policy goals. In this phase, each issue was carefully analyzed to determine the circumstances or conditions which gave rise to the

problem. Alternative strategies were developed to address the causes of the problem. Each strategy was then assessed for its impact on the problem and its relative cost-effectiveness and feasibility. Positive and negative consequences that could occur from the strategies' implementation were then analyzed. Based on this in-depth assessment the "best" strategy to address the policy issue was selected. Each "best" strategy was then translated into a specific objective with discrete milestones and multi-year timetables to allow measurement of progress toward its achievement. Implementation Plan '85 summarizes the results of this process.

Pursuing the specific strategies outlined in Phase Two of the planning process has been the central focus of planning efforts in 1985-86. During this time period, several new policy goals were added with corresponding objectives and specific strategies. The planning process was modified to include the application of the "critical path method." This technique, which identifies those tasks essential to the completion of a project and their necessary sequence, has facilitated the management of tasks related to interdependent objectives. Use of the critical path method in the planning process has enabled the allocation and scheduling of available resources in the implementation of agreed-upon objectives. As a result, milestones and action plans better reflect the realities of limited staff time and funding resources.

The Division's ongoing use of this planning process over the past three years has offered several related management benefits. While originally introduced for long range planning purposes, the process is now routinely used by the Division's executive staff for the identification and resolution of short-term problems. This has resulted in improved consistency in management decision-making despite the diverse nature of the agency's functions. The use of this common language for management problem-solving has expedited communications between key decisionmakers. Through integration with the agency's budget process, the process has provided the Division with a unifying framework for making and integrating the most critical management decisions.

During FY86-87 the Division's planning process will continue to guide the agency's management improvement efforts, while providing greater emphasis to the critical youth issues referenced in Section II, The Youth Policy Framework.

III. Enhancing Services for Court-Placed Youth

INTRODUCTION

To provide quality residential and post-residential care at a reasonable cost requires the agency to have the appropriate amount of resources, and to effectively utilize these resources throughout its residential care system. This means making the best possible use of available staff and existing facility capabilities. In order to maximize this effort, several management teams work together to bring the elements of the agency's complex residential care system into a better balance.

This section provides a description of the current status and planned future direction of the elements of the agency's residential care system undergoing review and development. These elements consist of:

- Client-Facility Classification System -a Proposal
- Program Service Delivery System
- Post-residential Services -a Community Care Proposal

CLIENT-FACILITY CLASSIFICATION SYSTEM -a Proposal

During the Division's process of system-wide problem identification, several significant residential care issues were identified which appeared to lend themselves to a single sweeping strategy. Foremost among these problems is the difficulty encountered by intake workers in identifying and placing a youth into the most appropriate facility. Once a youth is within the system, similar dynamics (i.e., bed pressures, inconsistent length of stay policy, difficulty in matching a youth's needs to particular programs, etc.) affect movement to other facilities and decisions concerning release. These operational issues correspond to problems of planning adequate bed space and program service availability.

The Division proposes to address these issues with a client-facility classification system. The system will provide a mechanism for matching relevant youth characteristics with corresponding facility characteristics and for guiding youth movement through successive levels of residential care and ultimately back into the community. The system will also provide information for program development and evaluation, resource planning, and case management.

The proposed system is described in detail in the policy paper, "A Preliminary Plan for Client Classification and Program Diversification." The basic process and principles which establish the framework of the system are summarized below.

CLIENT CLASSIFICATION

Initial Classification

The initial process in the client classification system is the determination of the appropriate level of custody and control necessary to safely care for newly admitted youth. A risk assessment will assign a youth to a particular class of facilities. Facilities are classified by their custody and security characteristics.

This risk assessment entails the measurement of two factors - institutional management risk and risk to the community. Institutional management risk refers to the likelihood that a youth will be difficult to handle within a facility or program, e.g. aggressive and assaultive or threatening to staff or other residents. Variables associated with institutional management risk include: behavior when in detention, escape history, substance abuse, etc. Risk to the community is based on the frequency and severity of current and prior criminal activity. Increasingly higher points are scored for increasingly serious behavior, with the total score indicating the level of control necessary to assure community safety and provide effective provision of services.

A needs assessment will be conducted to determine which program within a given level of control is most appropriate for a particular youth. Needs have been organized into two levels, those requiring focused intervention services and those for which general intervention services are appropriate.

Focused intervention is necessary for those needs which are so critical that they require immediate intensive intervention. These include acute mental or health problems and particular "special needs" which require specialized intervention and programming. These needs are addressed through special programs for drug and alcohol abusers, sex offenders and victims of sexual abuse, and youth requiring bilingual or other specialized services.

General intervention services are those services available at every facility. They include those services designed to provide all facility residents with opportunities to develop personal capital and social integration skills as described in Section I, The Youth Policy Framework.

The fundamental needs underlying general intervention services are the essential elements necessary for the successful transition of youth from the highly structured environment of residential care back into the community where his or her problems arose. The needs addressed

through focused intervention services and the provision of adequate control facilitate the delivery of these general intervention services. The client classification system establishes a hierarchy of conditions which must be met before general interventions can be effectively provided. These placement conditions are presented in Figure 1.

Figure 1 **CONDITIONS FOR INTERVENTION**

Placement Priority	Dimension
1	<u>Risk Management</u> (a) Institutional Management Risk (b) Risk to the Community
2	<u>Focused Intervention</u> (a) Severe Health Problems (b) Diagnosable Mental Health Problems (c) Special Needs
3	<u>General Intervention Services</u> (a) Personal Capital <ol style="list-style-type: none"> 1. Educational Competence 2. Vocational Competence 3. Social Competence (b) Social Integration <ol style="list-style-type: none"> 1. Social Support 2. Social Maturity

In finding the most appropriate placement for a youth, risk is the primary consideration. Within the assigned control level, indication of a special need is the determining factor in the choice of facility. General needs will influence the facility selection but are not critical to the placement decision. Special needs may be so severe as to override the risk determination but only as an exception and with due deliberation. While not a priority in making facility placement decisions, basic youth needs (i.e. food, clothing, shelter, health care, financial support, human/legal rights, etc.) become a primary consideration in release planning and aftercare programming.

Reclassification and Movement

At set intervals following initial admission to a Division facility, each youth will undergo reclassification to determine the potential for movement within the system. Ideally, a youth will progress through successive levels of declining control in facilities and post-residential

care, pursuant to established length of stay policy. It is assumed that skills acquired in a controlled environment are more likely to weaken if all control is removed immediately than if this process occurs gradually.

Reclassification will include an assessment of initial referral information (criminal history, etc.) and recent institutional behavior (disciplinary action, escape attempts, etc.) as well as an evaluation of progress on needs indicators. As a youth's ability to function in mainstream society increases, as shown by progress on special needs, personal capital and social integration indicators (e.g. decreasing potential for drug use, functioning at appropriate academic grade level, and demonstration of non-violent behavior), the risk factor should correspondingly decrease.

Reclassification will also alert residential managers when a youth has been unsuccessfully placed while moving to lower levels of control. The proposed system would provide upward movement to the initial placement level in such cases.

Legal Framework

Discretion in initial placement, subsequent movement, and release is limited in many circumstances by legal mandates established for certain categories of young offenders. These restrictions are explained in the attachment, New York State's Juvenile Justice System.

FACILITY CLASSIFICATION

Components of the residential care system will be classified by the degree of control provided by a facility. Control is described in terms of security, the physical plant characteristics which restrict movement and custody, the extent to which staffing patterns provide supervision of youth activities. Security considerations include the presence of a fence, razor ribbon, or surveillance mechanisms, the type of building construction, windows, doors, locks, etc.. The custody assessment details the number of staff in each living unit, program activity, and other facility functions.

As mentioned previously, facilities will be classified into bands and levels, as presented in Figure 2. The four large bands reflect clear distinctions in the extent and nature of security and custody offered by facilities. The eight smaller levels reflect differences of degree within a given band. Control level 1 (restrictive secure) and control level 3 (restrictive limited secure) represent special control features such as wing or room confinement. As youth progress through the system pursuant to reclassification, they will pass through each band, not through each level.

Figure 2 ORGANIZATION OF THE RESIDENTIAL CARE SYSTEM

<u>Control Band</u>	<u>Control Level</u>	<u>Current Nomenclature</u>	<u>Distinguishing Features</u>
1	1	Restrictive Secure	Maximum security custody.
	2	Secure	
2	3	Restrictive Limited Secure	Designed for youth who require removal from the community but not placement in a secure setting.
	4	Limited Secure	
	5	Non-community Based	
3	6	Limited Access	Designed for youth not requiring removal from the community.
	7	Open Access Foster care	
4	8	Aftercare	Post residential care release services

PROGRESS TO DATE AND FUTURE DIRECTIONS

In addition to an extensive review of the literature and a national survey this proposal for a Client-Facility Classification System is, in large measure, based on the collective experiences and ideas of the Division's Youth Service Teams (YSTs), facility directors, and regional management staff. Through over a year of interviews, meetings, debates, and field tests this proposal has taken on its current shape.

This proposal provides the basic framework for developing operative and managerial procedures that should substantially improve the ability to manage the Division for Youth's residential care system. The extent to which this proposal will effectively address the problems that gave rise to its development depends in part upon several State policy concerns which are external to the agency. These include restrictions on placement options, which are inherent in particular adjudication statuses, and the absence of a clear policy identifying youth populations that are, by definition, the responsibility of the Division for Youth and those which remain the responsibility of other state agencies that serve youth with similar characteristics.

The next step in the process of implementing this Client-Facility Classification System proposal involves detailed discussions with the Governor's Office, the State Division of the Budget, appropriate legislators and legislative committees and Division for Youth regional staff.

PROGRAM SERVICE DELIVERY SYSTEMS

Focused Intervention Services

Given the hierarchy of program needs as described in the Client-Facility Classification System, certain higher order problems must be addressed before general education, employment/vocational training and counseling services can be effectively provided. These higher order problems have been categorized under Focused Intervention Services. They include services for youth with serious problems in the areas of health, mental health, and special needs such as alcohol and drug abuse, sexual adjustment, sexual abuse, intellectual functioning and English proficiency. These services will be provided in specially designated facilities at each control level. The following represent progress on the agency's plan to improve program management and service delivery in these critical areas and point to future directions for agency action:

SERVICES FOR YOUTH WITH SERIOUS HEALTH AND MENTAL HEALTH PROBLEMS

In order to deal effectively with behavioral or educational problems of youth in residential care, basic health requirements must first be met. Many youth placed with the Division have considerable medical, dental, and mental health needs. To address this problem, the Division has planned, and is carrying out, a series of targeted management and program efforts.

PROGRESS TO DATE AND FUTURE DIRECTIONS

Developmental Disabilities

Under a grant from the Developmental Disabilities Planning Council, the Division established the Developmental Disabilities Services Project (DDSP) to improve services for the developmentally disabled youth placed with the Division. The first goal of the DDSP is to determine how many, what types, and to what degree youth placed with the Division are developmentally disabled as defined by Federal and State regulations. The project will then implement a screening and assessment protocol to ensure identification of this population at the time they enter the Division's custody. This protocol will be integrated into the new "youth classification system," used to facilitate placement within the Division's residential facilities and, when appropriate, to divert youth to other

resources when the Division cannot provide necessary services. The project also will focus on building a network of community-based services delivered by voluntary agencies with expertise in the field of developmental disabilities. Throughout the project, technical assistance will be provided to all facility programs delivering services to developmentally disabled youth.

Mental Health

Data from the Out of Home Study conducted by the Council on Children and Families in 1981 show that 24 percent of youth in the Division's residential care system have "moderate to severe" mental health problems and an additional 6% have "severe to extreme" problems. Many of these youth require specialized mental health services in order to benefit from other program services provided at the facility and to facilitate the successful return to their community upon leaving residential care.

Recognizing that the provision of mental health services is often fragmented, of uneven quality, and difficult to access, the Division hired a psychologist consultant in 1986 to conduct a comprehensive study of the need for mental health services in the Division. The study will be completed in the fall of 1986 and will contain specific recommendations for improving the delivery of mental health services. As a first step, a mental health unit is being proposed within the Office of Program Services to focus on mental health and special needs programming.

In addition, as part of the intake assessment phase of the proposed Client-Facility Classification System, an ongoing data collection effort will be initiated. Once a sufficient data base is available, appropriate mental health program models will be implemented at designated facilities at each control level.

SERVICES FOR DRUG AND ALCOHOL ABUSERS

Many youth come to the Division with significant histories of alcohol and drug abuse. A study conducted five years ago by the Council on Children and Families found 23 percent of Division youth had serious alcohol problems and over 50 percent have been involved with drugs. These figures appear to underrepresent the true extent of the problem.

PROGRESS TO DATE AND FUTURE DIRECTIONS

In 1985, the Division implemented a comprehensive health education/substance abuse curriculum in its larger facilities. Over 100 staff were trained in the curriculum through a joint DFY/DSAS project. This curriculum forms the basis of a standard approach to the subject of alcohol and substance abuse for all youth. However, it is recognized that there are some youth who have serious enough problems with alcohol or drugs to warrant specialized services.

In order to obtain a more accurate determination of the alcohol and substance abuse problems of DFY youth, the Division is evaluating several screening and assessment instruments. Technical assistance in that process has been provided by the Division of Substance Abuse Services, the Division of Alcoholism and Alcohol Abuse, and by selected voluntary agencies. These instruments will contribute to our understanding of the degree to which specialized programs are needed, where they should be located and how they should be structured. Additionally, a chemical abuse/dependency task force will be established by the Division, drawing upon the expertise of DFY central office and field staff, other state agencies, voluntary organizations, and private individuals, to assist in the planning and development of services.

SERVICES FOR SEX OFFENDERS AND VICTIMS OF SEXUAL ABUSE

A study conducted by the Division in 1985 found that approximately 16 percent of youth in care were either adjudicated sex offenders or "hidden" sex offenders. The latter group is comprised of youth who have no adjudication of a sex crime, but whose records indicate this type of behavior. Various methodological factors in the survey led the Division to believe that the 16 percent figure is an understatement of the problem. This study also found that 20 percent of DFY youth have been victims of some form of sexual abuse.

The Client-Facility Classification System defines the problem of sexual adjustment as a serious barrier to successful community reintegration. Insuring the provision of services to address this need, therefore, has been targeted as a high priority factor in making facility placement decisions. All youth entering the Division's residential care system will be assessed in terms of their sexual adjustment history and, if necessary, will be placed in facilities with specialized programs to meet identified needs. When the classification system is fully implemented, specialized programming will be available at each facility control level.

PROGRESS TO DATE AND FUTURE DIRECTIONS

The Division currently operates four facilities that provide specialized treatment for sex offenders and for the victims of sex abuse. The facilities are: MacCormick Secure Center, Highland Residential Center, Auburn Residential Center, and Masten Park Secure Center. The treatment emphases of these facilities are human sexuality, education, group therapy, social skills development and cognitive restructuring.

A task force on Sex Offenders and Victims of Sexual Abuse established by the Division is completing its final report. This document will serve as a guide to the further development of services for these populations.

As program models are developed and evaluated, and as the intake assessment process provides more data on the extent and distribution of the problem, the Division will seek to expand these specialized programs at designated facilities at each control level.

SERVICES FOR HISPANIC YOUTH WITH LIMITED ENGLISH PROFICIENCY

The Hispanic population in Division facilities is currently 17%. A portion of this population is not proficient in English. This poses a challenge to the Division to use this population's available language skills and thought processes to foster intellectual development while developing English language proficiency.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To better address the needs of the significant number of Hispanic youth placed with the Division, the agency's client information systems will be improved to allow better ongoing tracking of client characteristics on a facility-by-facility basis. This will make it possible to identify the extent to which facilities should have bilingual education programs.

General Intervention Services

A major element in the agency's classification system is the appropriate and efficient distribution of program services within the Division's residential care system. General Intervention Services have been defined as those services designed to address the program needs of the majority of youth placed in the Division's custody and which are intended to increase their personal capital and social integration (as defined above in Section I, Youth Policy Framework). These program offerings, which include a range of educational, vocational, counseling health and recreation services, will be provided in all facilities, regardless of control level. The following represent progress on the agency's plan to improve the management and provision of these services:

EDUCATION SERVICES

The severe educational difficulties of youth placed with the Division require an intensive focus on individual needs and appropriate educational programming. The development of an Education Services Management Plan was described in Implementation Plan '85 as the major objective necessary for the improvement of the agency's service delivery system for educational services.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division drafted "Education Management Plan '86" to provide a clear understanding of the Division's education programs, the role of the Educational Services Office and proposed future directions. The document describes the Division's educational mission and mandates, and the approach it uses to implement these responsibilities. It defines the intended relationship between the different offices within the agency involved in developing, providing or supervising educational services. In developing this plan, the agency's education priorities for DFY-placed youth were identified, and key management issues experienced in carrying out these priorities were analyzed. The plan outlines specific future agency actions to address these issues.

The specific priorities of the Division's education program reflect the severe educational deficits demonstrated by most youth entering the Division's residential care system. These program priorities are:

- to ensure all youth in need of intensive instruction in basic skills areas (i.e. reading, math and language arts.) receive them.
- to ensure all youth in need of special education services receive them.
- to ensure all youth in need of bilingual and/or English-as-a-second-language education services receive them.
- to ensure comparable and equivalent education services as specified for local school districts by the Commissioner of Education.

The major actions being proposed for FY86-87 include:

- Written educational curricula for each residential facility with an in-house school will be started. Facility education program supervisors and coordinators will be trained in curriculum development using a common process. This will assure that the Division's in-care educational priorities are systematically addressed and that a framework for policy compliance is established.
- An "Education Administrator's Handbook" will be published and distributed to all DFY Education program administrators to clarify operational procedures for carrying out the Regulations of the Commissioner of Education (Part 116) and the Division's education policy.
- To strengthen the Division's Special Education programs, a broad-based, open-ended curriculum for resource rooms and special education classes will be developed involving all Division teachers who provide special education services. Given the excellent results some facilities have shown in using computer-based learning with this

population, the possibility of adding more computer learning resources will be explored. Computer training would be made available to special education teachers who are unfamiliar with this learning tool.

- The Division's Committees on the Handicapped (COH) will be reevaluated to assure that needs are being adequately met. The possibility of establishing a uniform statewide COH process will be explored to improve the ability to monitor compliance with State Education policy requirements. The establishment of Regional COH liaisons will be considered to improve oversight of COH activities.

- To strengthen the basic educational program options offered to each youth placed with the Division, a series of strategies have been proposed including:

1. working with the State Education Department to ensure that local school districts to which youth return accept the credits recommended by the Division in specific content areas.

2. working with the State Education Department to allow the Division to issue regular New York State High School Diplomas to youth placed for long periods of time in secure facilities.

3. establishing a uniform procedure to assure appropriate placement for youth who should be preparing to take the test of General Educational Development (GED) leading to a General Educational High School Equivalency Diploma.

4. working with the State Education Department to establish Alternative High School Equivalency Preparation Programs for those youth who do not intend to return to school after they leave residential care and who do not meet the eligibility requirements, while with the Division, for taking the GED.

5. expanding post-high school and college education program opportunities for those youth with advanced capabilities.

6. designing a program evaluation process to assess and strengthen the quality of education services offered by the Division.

- To improve consistency/compliance with State Education Department administration requirements, the educational administration of facilities will be redesigned to establish an adequate number of education administrators, based on facility size and number of staff supervised.

EMPLOYMENT SERVICES

Many youth returning to the community from DFY placement are unable to successfully compete in the job market. The Division seeks to provide youth with the technical and life skills necessary to prepare them for the world of work. Implementation Plan '85 described a broad agenda to improve employment services for youth in DFY's residential facilities, as well as for youth returning to the community.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division conducted an in-depth review of facility and community employment and training programs in New York State. Programs operated by six Division residential facilities and twenty-five community organizations were investigated and evaluated to identify key elements of effective employment and training programs for youth. The survey found the following non-programmatic and programmatic factors to be characteristic of effective youth employment and training programs.

- Non-programmatic factors:
1. Clearly defined employment objectives.
 2. Target population.
 3. Staff commitment/involvement.
 4. Staff feedback.
 5. Adequacy of resources.
 6. Community resources.
 7. Documentation/record keeping.
- Programmatic factors:
1. Vocational assessment system.
 2. Employability development plans.
 3. Structured preparation for employment.
 4. Skill training activities.
 5. "Competency" modules.
 6. Job development and placement system.

During FY86-87 these key factors, identified as elements of effective employment programs for youth, will be used as the basis for creating an Employment Services Management Plan to provide program consultation for facility and community care staff involved in delivering employment-related services. This plan will enable the Division to better address the employment-related objectives of youth placed in its care and custody.

Competency-Based Instruction

The Division realized considerable progress in FY85-86 toward the introduction of competency-based instruction. Working in concert with the State Education Department, the Division has advanced its efforts and completed the manual, "Preparation for Employment: Pre-Employment and Work Maturity Competencies." In addition to providing a framework for developing youth employment competency systems and assessing job readiness skill levels, the manual also provides a means for cross-referencing the material to competencies identified in the Working Citizen module of the State Education Department, "Introduction to Occupations Curriculum."

The Division has also taken initial steps toward the piloting of competency-based instruction utilizing the Comprehensive Adult Student Assessment System (CASAS). CASAS is a comprehensive educational assessment system designed to provide education agencies with effective assessment materials and procedures for all levels of Adult Basic Education, English-as-a-second-language and high school completion programs for adults and secondary students. The Division is reviewing existing programs to determine pilot sites.

Program Evaluation

During FY85-86, the Division laid the groundwork for the development of comprehensive technical assistance packages for facility vocational programs. This has been accomplished through merging the results of three on-going evaluation systems:

Occupational Education Evaluation: this evaluation allows programs to assess their degree of effectiveness through utilizing teams of internal and external appraisers.

Facility Employment Services Plan: initiated in FY85-86, these documents allow facilities to list recent accomplishments and establish short and long term program objectives.

Program and Management Audit Unit: the in-depth reviews of this monitoring body generate valuable information related to policy and procedure conformance.

The technical assistance plan developed from the results of these activities will serve as the basis for future employment-oriented program and budgetary requests.

Coordination of Employment/Training Resources

Youth transitioning from facility to community life remain in need of a wide variety of support services. While these services usually are available, their uncoordinated delivery frequently inhibits success. The Division has completed a comprehensive review of New York City employment and training activities and programs. The objective was to collect data which could be used to establish a more unified and effective approach to the provision of services afforded Division youth returning to the NYC area.

This study has produced a listing of recommendations targeted for attainment in FY86-87. Also, FY86-87 will see the replication of this study in other DFY Regions.

Employment Skills Assessment Battery (ESAB)

During FY85-86, the Division completed an in-depth analysis of the ESAB. The following recommendations were targeted for attainment in FY86-87:

1. Continue efforts towards developing competency-based instruments for measuring pre-employment skills. This would allow prescription of services based on skill strengths and deficiencies.
2. Select interest tests which yield more specific information than is currently being provided. A test which directs the youth to career exploration materials, designed by the Department of Labor, is preferred.
3. Develop measures which record behavioral observations for assessing work attitudes.
4. Change the items used for collecting youth and family job history to ensure their utility for counseling.
5. Continue to include aptitude assessment as an option and ensure the availability of these instruments to those appropriate for testing.
6. Ensure the assessment results are compatible for transfer to a computer system for on-going evaluation purposes.

Introduction to Occupations

Working closely with the State Education Department, the Division realized significant gains toward the implementation of Introduction to Occupations Instruction in facilities. During FY85-86, the "DFY

Preparation for Employment Curriculum" was approved to ascertain the development of competencies identified in the Introduction to Occupations Working Citizens Module recently developed by State Education. FY86-87 will target the development of competency-based instruction in auto mechanics and woodworking and the piloting of this Introduction to Occupations activity in selected facility programs.

During FY85-86, the Division introduced the Job Development program to assist Division residents in the transition from residential care to the community. The program seeks to have youth attain employability competencies and a job placement within the six months following facility release. The program is currently operating in four sites - New York City, Buffalo, Rochester, and the Capital District-involving a partnership at each site between Division staff and local youth service agencies. The Division is looking toward future expansion of these programs over the next few years.

During FY86-87, program consultation also will be provided to other community organizations involved in starting, expanding, or strengthening employment and employment training programming, especially those targeted for high risk youth populations.

HEALTH SERVICES

In order to improve the general health of youth placed with the Division, the agency has focused on carrying out objectives that improve the knowledge base and management systems of the agency's health services delivery system.

PROGRESS TO DATE AND FUTURE DIRECTIONS

At the request of the State Legislature, the Division has begun exploring the development of a study of the effects of diet on the behavior of youth. Specifically, the study will test the hypothesis that enriching the diet of youth in placement will improve their behavior in program. A Request For Proposals will be issued by the Division in 1986. The study results will be available in 1987.

During FY85-86, the Division established a new health services information system which describes youth health needs and services rendered to meet these needs. This will allow the Division to better plan, budget and modify health services.

During FY85-86, the Division established two critical policies to deal with the issues of communicable diseases and AIDS. Training has been held in all regions of the State to ensure that facility staff and youth: follow good hygiene and infection control procedures, have an accurate understanding of the various communicable diseases that might be encountered in a DFY facility, and are realistic in their concerns about such diseases.

The Division will continue its program development activities in health education to ensure that every youth acquires an understanding of five key areas: substance abuse, nutrition, sexuality, first aid and safety, and personal hygiene and self-care.

During FY85-86, the Division developed and piloted a training program designed to instruct facility staff involved in food service in nutrition and sanitation standards. Selected Division food service and other appropriate staff received three days of intensive instruction. This training program will be revised, if necessary, based on the findings of this pilot test and expanded During FY86-87 to the remaining facility food service staff.

COUNSELING SERVICES

Counseling represents an essential ingredient in the goal of changing youth attitudes and behavior. It is incumbent on the Division that youth in the Division's care have available a full range of counseling resources including individual, group, and family counseling. The scope of these efforts is agency-wide and includes facilities, aftercare and appropriate locally operated (State funded) public and private agencies. To accomplish this, the Division will:

- identify statewide counseling services, priorities, and needs.
- design or seek out appropriate counseling systems.
- develop counseling standards, policies, procedures, and evaluation mechanisms.
- provide technical assistance and consultation in counseling related areas.

PROGRESS TO DATE AND FUTURE DIRECTIONS

The counseling modalities which are utilized with DFY placed youth include the generally accepted, traditional modalities, as well as several new/experimental modalities. The traditional modalities include: Behavioral Therapy, Guided Group Interaction, Reality Therapy,

Structured Learning for Social Skills Development, Structured Basic Group Counseling, and specialized modalities for adolescent sex offenders and/or victims of sexual abuse. Currently, the Division is conducting three specialized counseling projects - aggression replacement training, a fathering skills course, and a family services project.

Aggression Replacement Training

The Division for Youth is the first State agency in the nation to demonstrate and evaluate the effectiveness of a newly developed counseling intervention for aggressive juvenile delinquents. Developed by Syracuse University's Dr. Arnold P. Goldstein, Aggression Replacement Training (ART) combines three well-researched counseling approaches to teach constructive skill alternatives to anti-social behavior-- Structured Learning Training, Anger Control Training, and Moral Education Training. Funded through N.Y.S. Division of Criminal Justice Services, the Division, in contract with Syracuse University, instituted ART at Annsville Residential Center in 1984 and replicated the program at the MacCormick Secure Center the following year. Initial results of the program indicate that ART is successful in increasing proficiency in pro-social skills and reducing levels of aggression. The Division plans to continue the efforts at Annsville and MacCormick and to expand the program to include youth who have been released to aftercare status.

Taking Care (A Fathering Skills Course)

A new ten week course for teen-age boys, "Taking Care" was produced by the Interstate Consortium of Residential Child Care, a group representing fourteen northeastern states (including New York) and the District of Columbia, with funding from the National Center on Child Abuse and Neglect. "Taking Care" offers an array of provocative lectures, interesting discussions and magical activities that "grab" youngsters and help them explore what it means to be a good father and family man. The course is designed to be presented by front-line staff and volunteers with minimal training and materials. The goal of the course is to break the cycle of child abuse. "Taking Care" was initially piloted at the MacCormick Secure Center. Plans for statewide dissemination are in progress.

Family Services

The importance of the family in both the habilitation and rehabilitation of youth placed with the Division is paramount. The Division has received grant funding from the Division of Criminal Justice Services to establish a Family Services Unit, develop and implement appropriate parenting models for Division client families, and assist service providers in preparing family members to cope with and resolve a wide range of family-related problems. To achieve these objectives, the Family Services Unit will work in partnership with the established

community-based system, including the Division's Local Services and Youth Service Team staff. As the network of parenting activities evolves and becomes operational, the provision of technical assistance, advocacy, and the development of appropriate policy and procedures related to the role of the family in the delinquency prevention process will become important activities.

RECREATION SERVICES

Youth placed with the Division need adequate opportunities for social, physical and cultural development as integral parts of the habilitation process. Recreation services is an important means to providing these opportunities. Recreation has too often been thought of as a luxurious frill; an extracurricular supplement to "real" program services; as "time-off." The Division strongly disagrees with this view. Recreational programming must be an integral part of the Division's program efforts. Through recreational programming, youth develop self esteem, learn teamwork, exercise their body and mind. They learn better ways to enjoy themselves. Recreational experiences provide valuable opportunities to use the social competency skills so essential for success in community life with peers and authority figures.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To ensure recreational services are given adequate support and attention, the Division held a statewide conference in FY85-86. The conference brought together recreation program staff from all Division facilities to share ideas and to begin to shape a clear agenda for recreational services in facility programming.

As a result of the conference's findings, several actions are being pursued by the Division, specifically:

- The establishment of an agency-wide coordinator of Recreational Services to provide ongoing attention to the development of effective recreation service programs in coordination with other program efforts. The coordinator will provide program consultation and support to facility staff providing recreation services.

- The development of recreation curricula materials that are designed to be integrated with other facility programming.

- The solicitation of resources for recreational programming from businesses and corporations on a local and statewide basis.

POST RESIDENTIAL SERVICES **-a Community Care proposal**

INTRODUCTION

The Division's mission centers on preventing initial or further involvement of youth in the criminal justice system. The overriding purpose of the agency's post residential services, Community Care, is to provide youth released from residential care the program and support services necessary for their successful reentry into the community.

The fundamental elements of a Community Care system are: an understanding of the needs of youth, the youth's family, and the community; and the strategic location and effective delivery of services. Key to achieving these elements is coordinated and comprehensive planning on the State and local level. The Division's philosophy of community care is, in essence, a philosophy of continuity of care. This continuity requires systematic planning and coordination among youth service agencies, as well as between the State and the community.

The Division currently carries out its community care responsibilities primarily through a network of youth service teams (YSTs) in what is referred to as the Aftercare program. The Division, however, views community care as a shared State and local responsibility. It is the responsibility of the State to prepare the youth for transition back into the community, to provide supervision and to assist the community in meeting the needs of the youth. The community has the responsibility to ensure that service systems are available to accommodate the needs of youth returning from residential care to the local community.

COMMUNITY CARE CONCEPT AND ASSUMPTIONS

The lack of a clear conceptual framework is one of the major reasons why post-residential efforts have met with mixed results. Critical to gaining an understanding of community care is the identification and acceptance of the assumptions upon which it is based. These assumptions must be consistent with the overall operating philosophy of the agency. Since the goal of Community Care includes the successful transition of youth from facility to community, a reduction in recidivism and the protection of the community, the

Division has based the Community Care program on those assumptions that are presumed to impact on these outcomes. The assumptions are as follows:

- Residential care, while serving an invaluable social function, cannot be expected to independently transform delinquent youth into adaptive and productive members of society. The temporary removal of troubled youth from their home environment is frequently necessary to provide intensive remediation and the protection of the community. This, however, is only one part of a habilitative process. Residential care can only provide a brief respite to prepare youth for return to their community. Residential programs can and do have a positive impact on youth. But in spite of the best efforts and quality of care provided, without appropriate community support and services, many of these gains are soon lost.

- The causes of crime are to be found as much in the pathologies of community life as they are in the inadequacies of the individual. Youth must successfully negotiate a passage from the facility environment to the home and community that contributed to their original difficulties. If the Division is to promote the well-being of these youth, the needs of the youth must be better addressed than they were prior to placement. This can be best accomplished through the combined efforts of the family, school, church, various social agencies, peers, etc.. Therefore, community development is a central focus of the Community Care program.

- To cement the bond between the youth and the community, a stake in the community must be forged. To accomplish this, youth need access to socially desirable roles, a feeling of usefulness, recognition and a sense of belonging. These elements are essential to avoid youth becoming alienated from the more positive elements of the community. Community Care must also seek to reduce situational inducements for crime and deviant behavior. Youth are continuously faced with the need to make discriminating choices. The Community Care program must be structured to enhance the youth's commitment to social norms.

These underlying assumptions will determine the direction of services supported through the Community Care program. These Community Care services are divided into three interrelated and interdependent functional components- supervision, support services and advocacy. No Community Care program would be complete without including all three.

- Supervision--Residential programs use structure, program, and personnel to anticipate and prevent misbehavior and, in effect, to short circuit it before it occurs. This structured environment allows severely troubled youth to be praised for their "good" behavior. In this environment, youth learn the benefits of positive behavior. Youth released to the community generally return to the same environment that existed prior to their placement. It would be unrealistic to expect that the relatively short

stay in a facility will independently prevent youth from reverting to previous behavior patterns. A Community Care program that hopes for a reasonable prognosis for success must include very specific plans for supervision tailored to meet the needs of the individual youth. While the level of supervision cannot be as intense as that provided by the facility, it must be adequate to assist the youth to function in a community setting and provide for community safety.

- Support Services --Community Care is a planned programmatic response to specific youth needs. Nowhere is this more evident than in designing the necessary support services. Not only must the unique needs of each youth be identified but the services must be delivered without the structure of the facility environment . The lack of or inability to deliver needed support services is frequently the critical missing link that results in out-of-home placement. In the absence of the necessary support services to expect a youth to make a positive community adjustment is asking too much. In developing individual community care plans, the Division has divided support services into the following categories: education and vocational training, employment, counseling, recreation and miscellaneous services (legal, medical, housing, etc..)

- Advocacy--Approximately 60% of the youth released from Division facilities are not appropriate candidates for enrollment in traditional school programs. This fact alone points to the need for the Community Care program to develop a strong advocacy effort for youth returning to the community. The availability of effective community resources are invariably dependent upon the degree to which case managers successfully engage in advocacy efforts. This includes improvement in the qualitative and quantitative services offered to Division youth and also increasing the communities' awareness of their continuing responsibility towards youth placed with the Division from their communities.

PROGRESS TO DATE AND FUTURE DIRECTIONS

The Division recognized "Aftercare" as a major agency priority in Masterplan 84 . In Implementation Plan 85 the Division described its agenda to improve these services. It called for a comprehensive approach including: clarification of the purpose and goals of Community Care; analysis of the current aftercare system and development of a plan to improve program efforts. The Governor and the State Legislature also acknowledged the importance of the Community Care effort by providing funds in both the FY 85/86 and FY 86/87 budgets to explore and develop alternative Community Care approaches.

- During FY 85/86 the Division solicited program proposals and selected two demonstration Community Care projects. Those selected are located in Brooklyn and Rochester. During FY 86/87, two additional demonstration programs will be established.

- Another major contracting effort that impacts on the Community Care initiative to develop services for youth returning to the community from residential care is the Job Development Program. For a description of this program see Enhancing Services for Court-Placed Youth.

- To carry out the objectives contained in Implementation Plan 85 the agency developed a concept paper, "Community Care: Toward a Better Understanding." This paper describes the concept of Community Care and analyzes its basic assumptions and components. This paper and the concepts described in the agency's proposed client-facility classification system comprise the conceptual basis for the Division's system of services for court-placed youth. To develop the Community Care concept into a definitive management plan of action, an agency task group was established. A summary of the proposed action plan follows:

Community Care Proposal: A Management Plan of Action

Community Care is defined as "a coordinated system of community programs and services directed at adjudicated youth returning from residential programs to provide a support system which facilitates their positive integration into the community." The goal of Community Care is to ensure that youth in Division for Youth care are positively integrated into their communities. To operationalize this definition and goal, the following operational goals have been formulated:

- To facilitate the successful transition of youth from non-community based programs and services and eventual discharge from the Division.
- To facilitate networks and community programs and service systems
- To provide supervision and case management for youth.

The management plan of action also details a series of operational objectives under each of these operational goals.

Since this Community Care proposal involves organizational units under different deputy offices, the Division will be reviewing its entire organizational structure to ensure the effective management of the program. As an initial step, the initiative has been placed under the supervision of the Deputy Director of Local Services. A high level, representative, task group will also be established to make specific recommendations concerning unit roles and responsibilities as they relate to Community Care and to recommend organizational changes necessary to pursue program objectives.

IV. Addressing Targeted Youth Issues

This section summarizes the Division's current action strategies to address targeted youth issues. These initiatives are targeted on the alarming trends and social issues of youth highlighted in Section I, "The Youth Policy Framework." Each issue is addressed at two levels -- a State-level response involving interagency coordination and/or public education, and a community-level response involving county level planning and service delivery.

In addition to initiatives that respond to specific youth-related problems, the Division seeks to expand opportunities for the positive development of all youth. The Division's current State-level initiatives targeted on promoting recreational opportunities and expanding opportunities for youth involvement are described in this section.

RUNAWAY AND HOMELESS YOUTH

Runaways and homeless youth, two vulnerable, overlapping populations of youth in need, have been target groups for the Division. In the late '70s, the Division promoted the passage of the landmark Runaway and Homeless Youth Act (RHYA), the first State to enact such legislation. Since that time, the Division has advocated the expansion and refinement of this act to reflect the changing, often more hostile, climate experienced by young runaways and throwaways.

As enacted in 1978, the Act provided State funds to encourage counties to establish services to meet the short-term crisis needs of these high-risk populations. The program has grown continually since its inception. In both rural and urban areas, communities have organized services to reunite youth with their families. By 1981, 29 programs were operating in nine counties. In 1985, 34 programs were operating in twelve counties under RHYA and seven additional programs were operating in six other counties through federal or other sources of Division funding. All of the programs which have residential components are certified to operate by the Division for Youth. Five new counties have submitted Runaway and Homeless Youth Plans for approval during FY86-87.

Since the number of youth served has more than tripled (7,000 to 22,000+) and the number of "homeless" versus "runaway" youth seeking services increased dramatically (over 30%), these trends made the differing needs of these populations more apparent. The original act was designed to respond to the short-term (30-60 days) crisis needs of youth under the age of eighteen. A framework did not exist to address

the longer term (up to one year) needs experienced by most homeless youth, ages 16-21. Further, the Act did not provide for programs to transition older homeless youth into independent living. In 1981, the Division established the Community-Based Urban Homes Initiative to pilot-test several program models to address these longer-term needs. A small number of models also were developed through other sources of Division funding. At that time, the Department of Social Services issued Young Adult Shelter Regulations and certified five young adult shelters. However, no new programs developed due to the absence of operating funds for programs to serve older homeless youth.

In 1983, the Governor created a task force on the homeless. A Homeless Youth Steering Committee was subsequently convened, on which the Division served along with representatives of other State agencies, advocacy organizations and provider agencies. In 1984, this committee brought attention to the unmet needs of the homeless youth population and recommended providing operating funds for programs designed to serve homeless youth, strengthening local planning for homeless youth and consolidating certification procedures for runaway and homeless youth residential programs. In 1985, amendments to the original act were passed by the Legislature, and signed into law by the Governor, reflecting the task force's recommendations. This new law provides the framework for transitional independent living support services for older homeless youth.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division revised the Runaway and Homeless Youth Act regulations and planning guidelines to incorporate the amended changes. The Division's Runaway and Homeless Youth Advisory Committee, a body consisting of youth bureau directors, runaway and homeless youth service coordinators, service providers and representatives from other State agencies, offered assistance in these policy developments to assure high service standards that are feasible to implement. Eight county plans and twenty-five applications for Transitional Independent Living Support programs for older homeless youth were submitted, reviewed and approved to begin operation in FY86-87.

During FY86-87, the Division will assist these new programs through the beginning stages of development and will assist interested counties as they continue local planning to incorporate the older homeless youth population. Counties currently are assessing the need for additional crisis services for the 18-20 year-olds as part of this effort. By the end of this fiscal year, it is projected that 13 counties and 31 service programs will be serving or planning to serve homeless youth.

Additional information on management of the Runaway and Homeless Youth program and related planning activities can be found in Section V, "Improving Community Youth Service Systems."

YOUTH UNEMPLOYMENT

The rate of unemployment for New York's youth is disproportionately high compared to other segments of the State's population. This is particularly true for minority youth and youth with juvenile justice backgrounds.

As a result of this imbalance, the Division focuses its employment initiatives on building equal opportunity for disenfranchised target populations. The Division's program efforts focus on assisting these youth to enhance their employability,

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division has addressed this issue through the following actions:

- The Division has promoted the development of a comprehensive youth employment policy for the State. The process of developing a youth employment policy for New York State provides an excellent forum to bring public and private agencies together to focus on the State's youth as an underutilized economic resource.
- The Division has been a strong advocate for the recognition of the special needs and circumstances of unemployed youth with the Job Training Partnership Council. In particular, the Division has promoted assurances that local service delivery providers will include within their target population those youth who are most disenfranchised and most apt to develop chronic patterns of crime and/or public dependency.
- The Division, in cooperation with the New York State Department of Labor, will monitor the efforts of the "Local Service Delivery Areas," the regional zones within the State designated by the Federal Job Training Partnership Act, in meeting performance standards and levels of anticipated youth service expenditure.
- The Division will offer technical assistance to alleviate problems, share information on model youth employment and employment training programs, and will provide assistance in the development of Employment Competency systems. The Division has published Preparation for Employment, Preemployment and Work Maturity Competency Guide for this purpose. This guide has been distributed to youth service agencies, employment and training programs, youth bureaus, and other interested parties.
- Information related to the operation of a Public/Private Summer Jobs for Youth campaign was developed in booklet format and disseminated throughout the State. The Summer Jobs for Youth Campaign provides the incentive to help communities put youth back to work.

- The Division is engaged in providing on-site technical assistance to municipalities, youth bureaus, Service Delivery Areas, and businesses that are located in geographical areas to which significant numbers of youth return from DFY facilities.
- The Division continues its active support and involvement in organizations that promote and advocate for viable youth employment services, such as the Empire State Organization of Youth Employment Services, the Job Training Partnership Council interagency workgroup, and the National Youth Employment Coalition. Through an active involvement in these local, State and federal groups, the Division ensures that disenfranchised youth populations are given attention in the policy agendas of these organizations.

ADOLESCENT PREGNANCY

Teenage pregnancy and parenthood create an added burden to the normally difficult transition to adulthood. Completing school, finding a job, and the many other activities that occur at this complex time of life, are all much more difficult for pregnant and parenting adolescents. Teenage pregnancy and parenthood are associated with a higher incidence of mother and child health problems, higher percentage of school dropouts, lower educational achievement, lower labor force participation; and lower income. Over half of all families receiving public assistance are headed by women who are, or were, teenage mothers.

The rising proportion of the State's children being reared by young single mothers is taxing the demand for the many public services needed by this population. As described in Section I, "The Policy Framework," the long-term ramifications of this trend on the social and economic well-being of New York are causes for concern.

PROGRESS TO DATE AND FUTURE DIRECTIONS

Through the Division's local funding initiatives, support is provided to over 200 programs in 45 counties and the City of New York that address this critical issue. For example, in rural Herkimer County, the Division supports Community Maternity Services which provides counseling and referral services to geographically isolated pregnant and parenting adolescents. In suburban Suffolk County, Wynandanch Youth Services Teen Parent Program is assisted by DFY funds to provide a comprehensive network of services for disadvantaged and minority teen parents. In New York City, DFY funding assists The Door, A Center for Alternatives, in operating the Adolescent Parents Program, a support services and intervention program for inner-city pregnant adolescents.

In addition to support for local initiatives, the Division serves on the Governor's Task Force on Adolescent Pregnancy. In the past two years, the task force developed a comprehensive state policy for addressing adolescent pregnancy. To complement the task force policy recommendations, the Governor established a special funding program,

supporting the development of program models that emphasize community planning and youth and family development. The task force also has been developed strategies to build public awareness of adolescent pregnancy and its implications. During FY86-87, the Division will work with the task force to refine the State's adolescent pregnancy strategy and implement the policy recommendations.

YOUTHFUL ABUSE OF ALCOHOL & OTHER DRUGS

Youthful abuse of alcohol and other drugs has been a chronic social problem for many years. Several recent trends, however, have raised public awareness about this issue:

- the increasing use by teenagers of a highly addictive new form of cocaine called crack.
- the experimentation, by teenagers, with alcohol at a much earlier age and the increasing involvement with other drugs.
- the use of both drugs and alcohol by over one-half of the State's secondary school students.

PROGRESS TO DATE AND FUTURE DIRECTIONS

Through the Division's local funding initiatives, support is provided for over 340 programs in 45 counties that address these critical issues. For example, in Schuyler and Steuben Counties, the County Youth Bureau has been designated by their legislative bodies as the local designated agency responsible for providing substance abuse prevention and intervention services for youth in those counties.

In cooperation with the Division of Substance Abuse Services (DSAS), the Division has begun a public education campaign to educate young people, the general public and the media about the dangerous new drug, crack. During FY86-87, a series of conferences will be held across the State to discuss the effect of substance abuse on positive youth development and to develop cooperative State and local strategies to address this serious issue. Posters, flyers and public service announcements will be developed to build public awareness about the dangers of using the drug, crack.

Additionally, the Division's field staff meet regularly with staff from DSAS to discuss the major problems youth have in the areas of substance and alcohol abuse and to seek possible solutions. These meetings have created a closer working relationship and better coordination of community services for youth. For example, working with members of the Rochester Hispanic community and local staff from DSAS, a multi-county youth program in Wayne, Ontario and Monroe Counties is being developed. The program will be jointly funded, with DFY funding the preventive service component and DSAS funding the substance abuse services and education components. The program will increase and assure the availability of services to youth who reside in both rural and urban areas. A unique feature of this program is the involvement of the local community in the planning process and the partnership built between two State agencies.

During FY86-87, the Division will encourage all county youth bureaus to include in their County Comprehensive Plans a detailed discussion of local substance abuse issues. County and municipal youth bureaus also will be encouraged to develop new programs, or increase their support of existing programs, which focus on drug education in elementary and secondary schools. The Division will support the establishment of demonstration efforts that focus on crack. The Division will conduct a series of regional meetings with DSAS to develop mutual regional planning efforts and to establish these preventive program demonstration models.

During FY86-87, the Division also will work to educate all the State's youth on the dangers of this deadly drug through a series of specific collaborative activities with each of the following organizations: the Department of Education, the Department of Health, the Department of Social Services, the Office of Mental Health, the State Youth Council, the Parks and Recreation Society and local police agencies.

CHILD ABUSE AND NEGLECT

The effects of child abuse and neglect in New York State cannot be overstated. More than 84,000 cases of child abuse and neglect were reported to the State's Child Abuse Registry in 1985. Estimates of actual occurrences are much higher. Child abuse is not limited to the poor, the uneducated or to particular ethnic groups. Anyone can be an abuser.

One problem becoming significantly more pervasive, bordering on social acceptance, is working parents leaving young children alone for long time periods. Euphemistically referred to as "latchkey children", these children often entertain themselves through chronic television watching or unsupervised play with friends. The growing proportion of working parents who are unable to provide adequate daily supervision for their children is a significant social policy issue.

PROGRESS TO DATE AND FUTURE DIRECTIONS

Through the Division's funding programs, many counties have established community services and activities to address aspects of these critical issues. In the 1986 funding cycle, the Division provided more than \$135,000 in Special Delinquency Prevention Program funding to programs in New York City which provide services to prevent and cope with abuse and neglect, including crisis intervention, family and individual counseling, training, education and vocational services. Some good examples of this type of program are:

- The Special Education Initiative of the New York State Division for Youth, a special demonstration initiative designed to provide after-school child care to school-age children who would otherwise be at home in unsupervised settings. A unique feature of this initiative is the use of

youth from DFY residential programs and from community alternative educational programs as teacher's aides. The initiative is currently operating in two different areas-one in Harlem, the other in Binghamton. Very favorable evaluations have been received for both programs. The school-age children have increased their performance in both reading and math; the teacher-aides have increased self-esteem, understanding of child development, school grades and school retention. The Division plans to begin replicating this initiative in other communities across the State.

•People Against Sexual Abuse (PASA) is a private organization which conducts training workshops for youth in personal safety and sexual awareness throughout Kings County. PASA has provided these workshops for schools, police departments, private agencies and unions, serving 500 youth in the first six months of 1986. They have designed a unique curriculum adapted to reach both younger and older youth. Plans are being developed to expand these services city-wide.

At the State level, the Department of Social Services (DSS) has primary responsibility for addressing child abuse and neglect. The Division works in cooperation with DSS, the Council on Children and Families, the Commission on Childcare, other State agencies and advocacy groups on several State initiatives to prevent child abuse and neglect, specifically:

-The Division participates as part of an interagency team established to facilitate implementation of New York State's Child Abuse Prevention Act. During FY86-87, the interagency team will assist in the development of regulations and standards of care for residential child care programs.

-The Division is a member of the School-Age Child Care interagency workteam, which is responsible for the oversight of the granting of start-up funds for child care programs serving this population, coordination of State policies and procedures and consultation on other related projects, including technical assistance manuals published by the Council on Children and Families.

STATUS OFFENDERS AND DELINQUENTS

About 45,000 petitions for action were filed with Family Courts during 1984 by parents, crime victims, school authorities, police or other local authorities, asking society to admonish or take charge of troublesome youth. Some of these situations demand swift public action to protect the community, the family and the youth from further destruction. Many of these grievances, however, could better be resolved outside of this costly adversarial framework. Too often, Family Courts are being asked to serve in a role they were never designed for, to serve as a community's "Emergency Room" for family, school and neighborhood conflicts. Many of the conflicts brought to the Family Courts might be

better addressed outside of the judicial process through less formal means of conflict resolution. Often, the Courts are unnecessarily involved to help leverage access to public resources for family or youth support. Many Family Court petitions could be prevented from occurring in the first place through adequate community opportunities for positive youth development.

Additional data on youth in the justice system and a graphic description of the legal process which precedes and follows the filing of a petition can be found in Appendix D, New York State's Juvenile Justice System.

PROGRESS TO DATE AND FUTURE DIRECTIONS

As highlighted in Section I, The Youth Policy Framework, "preventing delinquency through positive youth development" is the Division's unique mission among the State's human service agencies. Accordingly, the Division's full continuum of service approaches has been designed to prevent youth from becoming unnecessarily involved in the juvenile justice system.

Through the Division's local funding initiatives, counties, municipalities and community organizations have established a wide variety of programs and activities designed to prevent delinquency. These local initiatives range from general youth development opportunities to specific service programs designed to address target populations of youth at risk of initial or further involvement with the juvenile justice systems. Appendix B, Programs for Youth, includes a listing of these program types.

The Division's system of residential and post residential care services addresses societal concerns posed by status offenders and delinquents at the last stage of the juvenile justice system, at the point where preventing the recurrence of delinquent acts is the primary consideration. These service approaches are designed to provide intensive intervention after the Family Court has decided that removing the youth temporarily from his or her home is the only, often last, appropriate option.

At the State policy level, the Division is involved in several interagency initiatives to improve the ability of the juvenile justice, social service, mental health and education systems to effectively address the issues associated with PINS and delinquents.

In 1985, the Governor signed into law the PINS Diversion Act, designed to prevent inappropriate or unnecessary court intervention of youth being charged with truancy, running away, parental disobedience or other status offenses. The Act put into place changes in the Family Court intake process to divert these youth and their families to community services. The Act provides fiscal incentives for county governments to develop a plan of action to coordinate and ,where

necessary, to expand community services needed for this population. The Act also establishes a new procedural framework to assure that non-residential options have been adequately considered prior to ordering out-of-home placement for youth adjudicated as a PINS. The Division serves on the State interagency team involved in promoting and organizing the implementation of this state policy initiative. In partnership with the Division of Probation, the Council on Children and Families, the Department of Social Services, the Department of Mental Health and the Education Department, the Division provided planning development assistance to counties that have expressed an initial interest in the Act. Counties whose plans are accepted for initiation in January, 1987, will receive program development assistance from this State interagency team during the coming year.

To assist in reducing the inappropriate or unnecessary out-of-home placement of both PINS and Juvenile Delinquents, the Division serves on the Department of Social Service's Child Welfare Standards Advisory Council. The council, established by the State's Child Welfare Reform Act, provides DSS with advice in developing the administrative policy framework to implement this major policy reform, designed to avoid the removal of children from their homes. One noteworthy recommendation of this Council that should have a positive impact on the delivery of services to PINS and Juvenile Delinquents will be carried out in 1986. The Child Welfare Reform Act Cross-Systems Training project will train local staff from family courts, youth bureaus, probation departments, social service departments, mental health departments, etc. in the objectives and mechanics of the Child Welfare Reform Act. The training will provide an opportunity for all the major participants in the local juvenile justice decision-making process to understand and discuss the different State funding resource systems available to develop programming for this population.

RECREATION OPPORTUNITIES

The Division maintains its long-standing commitment to assist communities to offer constructive leisure time opportunities to their youth, and to enable the State's communities to provide a sufficient assortment of recreational options to meet the diverse needs and interests of the many different subgroups within the under 21 population. Since 1945, with the establishment of the New York State Youth Commission, the State has worked with local governments to provide youth with a broad range of opportunities for constructive use of leisure time. Today, more than 95 percent of the State's counties, cities, towns and villages offer recreational opportunities supported, in part, through the Division's Youth Development/ Delinquency Prevention Program.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To strengthen these services, the Division assists local advisory boards, recreational commissions, and other recreation service providers to plan and operate these cultural, social and athletic activities. At the State and regional level, the Division is working in partnership with the New York State Recreation and Park Society. Joint planning initiatives have begun to coordinate staff training and program development efforts. The Deputy Director for Local Services meets quarterly with the President of the Recreation and Park Society to give regular attention to these joint planning initiatives.

During FY86-87, the Division will work with the regional affiliates of the Recreation and Park Society to develop a series of regional mini-conferences on youth recreation. Articles will be published on community youth recreational services in the Recreation and Park Society's magazine and in the Division's bi-monthly newsletter, "DFY." Division staff will assist in planning the Society's annual training conference, with a focus on strengthening after-school and summer recreational service opportunities for children of working parents.

OPPORTUNITIES FOR YOUTH PARTICIPATION

Today, a major role of young people is that of consumer of goods and services. There are, however, limited opportunities for the young, themselves, to produce goods and serve others. These young citizens could be viewed as New York's largest pool of untapped human resources.

To show the potential of this resource, the Division supports State and local efforts to involve youth in planning and providing community services for youth and others. At the policy development level the Division supports efforts to demonstrate the benefits of involving youth in policy decisions that affect them.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division continued its efforts to promote youth participation at the State and local level through sponsorship of the New York State Youth Council. This group, comprised of 35 representative young people (ages 15-21) from all parts of the State, initiated a wide variety of youth participation programs. In addition to sponsoring youth projects and activities across the State, the Youth Council makes recommendations to State policymakers on youth issues and concerns. Among the Youth Council's recent accomplishments are:

- a State-wide youth voter registration drive that resulted in the registration of over 75,000 high school seniors;
- a State-wide youth public opinion survey, the results of which were shared with all members of the Legislature and which received extensive media coverage;
- youth speakouts throughout the State designed to heighten awareness of current social issues of concern to youth.

During FY86-87, the Council will focus its activities on two objectives-- to establish linkages between existing local youth participation projects in the State, and to help start new youth participation projects in interested communities. To facilitate the realization of these objectives, the State Youth Council will modify its organizational structure during FY86-87. The Division is committed to working with members of the council to ensure that the organizational changes selected enable them to better accomplish their priorities.

V. Improving Community Youth Service Systems

INTRODUCTION

The key components of positive youth development- equal opportunity, personal capital and social integration - emphasize the importance of interactions between youth and influential others in their personal communities. In keeping with this common theme, the Division includes within its continuum of service approaches several programs designed to enable the State's communities to provide better opportunities for positive youth development. These community-centered service approaches, whether designed to reach the general youth population or a special target population, recognize the vast diversity of the State's communities- their unique needs, resources, capabilities and circumstances.

Four specific statewide community youth service programs are administered by the Division: the County Comprehensive Youth Services Planning Program, the Youth Development/ Delinquency Prevention Program, the Special Delinquency Prevention Program and the Runaway and Homeless Youth Program. A State-level administrative system has been established to provide resources for planning, implementing and monitoring these locally-operated youth services. This section describes the Division's major current initiatives to improve this administrative system and to strengthen the ability of these funding programs to achieve their intended objectives.

REGIONAL ADMINISTRATIVE SUPPORT

To ensure the closest possible contact with the State's diverse communities, the Division administers its community youth service programs through a statewide network of field offices organized into five major regions.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To improve regional administrative support of the programs, the Local Services Regional Offices developed, during FY85-86, regional management plans to organize and schedule use of limited staff resources. These plans enable the Division to balance ongoing priorities with changing realities and to be more responsive to constituent requests

for assistance. In FY86-87 the next step in this planning process will be initiated. Local Services Regional Offices will develop regional youth service plans to identify areas where special assistance is needed.

COUNTY COMPREHENSIVE PLANNING

County Comprehensive Youth Services Planning is the State's major policy vehicle for the support of county level action to plan how to best address local youth needs. This self-help oriented approach plays a pivotal developmental and coordinative role for all youth services in the county.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To strengthen County Comprehensive Youth Services Planning (CCP) the Division has completed the following during FY85-86 :

- Staff were reassigned within the Office of Local Services to establish a new unit dedicated to strengthening local youth services planning and program development. The initial task of this Comprehensive Planning/Program Development Unit was to reevaluate all existing policies and procedures related to County Comprehensive Youth Services Planning (CCP) and to recommend revisions, as necessary.
- A thorough analysis of all current Division policies and procedures related to local youth services planning was conducted involving the major implementers of these policies, county youth bureau directors and Division field representatives. The analysis showed that current Division policies and procedures were sound but many issues existed in translating these policies into practice, specifically:
 - CCP policies are implemented very differently among counties.
 - the relationship of CCP to the Division's other funding programs is unclear and confusing to many policy implementers.
 - some CCP paperwork requirements are unnecessarily complex and redundant.
 - some youth bureau directors and Division field representatives lack knowledge and/or skills in significant aspects of youth services planning and program development.

• A series of sessions were held with youth bureaus and Division field representatives to identify possible strategies to address these issues. From the strategies identified, an action plan has been established to develop the following:

-Planning standards based on existing CCP guidelines will be developed to encourage consistency in implementation of the fundamental concepts of youth services planning.

-The integrated relationship between the Division's different funding programs and CCP will be strengthened and clarified. The roles of key participants in the planning process will be clearly described to explain the intended relationship between CCP, the Special Delinquency Prevention Program, the Runaway and Homeless Youth Act, the Community Care Initiative and the PINS Adjustment Program.

-A CCP procedures manual will be developed to set forth clear procedures for the submission, review and approval of County plans. This will ensure timely and substantive feedback to Counties.

- To simplify paperwork, the feasibility of generating renewal program applications by computer will be explored.

- A technical assistance delivery system will be developed to ensure Local Services has an ongoing, consistent capability to provide information, training and technical support to youth bureaus and youth service providers.

-A compendium of exemplary youth service programs in New York State will be developed. All programs listed in the compendium will receive in-depth reviews to assure they are worthy of recognition and potential replication.

-A Statewide youth service directory will be developed depicting the array of youth service programs funded in part or whole by the Division for Youth.

-A central information clearinghouse to collect, screen, review, catalog and disseminate youth service-related information will be developed to keep field representatives and youth bureaus better informed about state-of-the-art planning and program development ideas.

-A technical assistance manual on assessing youth needs will be developed. An accurate assessment of youth needs is the driving force behind effective youth services planning.

-A technical assistance manual on the design of action strategies will be developed to clarify the meaning of "goals" and "objectives," and the relationship of strategy development to needs assessment.

SPECIAL DELINQUENCY PREVENTION PROGRAM

The management system for the Special Delinquency Prevention Program (SDPP) must ensure timely and appropriate development, control, and funding of SDPP contracts. Historically the Division has experienced a number of difficulties in accomplishing this objective.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division made the following significant improvements in the Special Delinquency Prevention Program:

- Regulations were developed for the program and filed with the Secretary of State. The new regulations will be in effect for the first time for the 1986 SDPP funding cycle.
- A more equitable approach was developed for the distribution of Statewide discretionary funds (SDPP Type B). Starting in 1986, these funds are allocated to each region and county based on a comparison of local youth "needs." This needs-based allocation formula was derived by using a compilation of social statistics commonly accepted for human service needs assessment (e.g. high school dropout rate, youth unemployment rate, juvenile arrests, etc). This reflects a significant change from prior practice where the relative needs of the youth to be served in different geographic areas was of minimal importance in the selection process.
- An "SDPP Procedures Manual" was developed to clarify the roles of the many different Division units involved in managing different aspects of this funding program and to establish uniformity of process. All Division staff involved with the SDPP program were trained in the manual's contents. The procedures specified will first be used for the 1986 SDPP funding cycle.
- The Program Proposal Application form has been redesigned for all DFY funding sources. The new form is modified to enable quicker and more accurate retrieval of basic program information. This will allow the Division to better respond to inquiries about the types of youth service programs funded, target populations being served, and youth needs being addressed. The new application form will first be used in the 1986 SDPP funding cycle.
- Internal management control systems to track proposal selection, contract approval, funding disbursement, and program monitoring have been significantly improved. These enhancements now provide

Division managers with essential information more readily and more reliably. For example, information necessary for deciding which programs to fund was available a full seven months earlier than in previous years. All approved programs that completed requests on time received advance funding. These enhancements enabled the Division to submit to the State legislature a comprehensive report on the SDPP contract management system, as requested, on January 1, 1986.

- The criteria used to rate all program proposals for potential funding has been standardized. An "SDPP Proposal Rating Instrument" was developed based on the objectives of the Special Delinquency Prevention Program and the content areas of the program application form. Community-related criteria such as the extent to which the program meets local priorities as specified in the county's comprehensive youth service plan is given high priority in rating the proposals. These criteria enable Division staff involved in the program selection process to systematically evaluate the merits of each program application submitted.
- Monitoring of all programs funded through the SDPP was standardized. All programs funded by the 1985 SDPP were monitored using the "SDPP Monitoring Instrument." Evaluations of requests for refunding of these programs are now based on a composite of the results from the "SDPP Proposal Rating Instrument" and the "SDPP Monitoring Instrument".

SERVICES FOR RUNAWAY & HOMELESS YOUTH

The Division's delivery of specialized services to runaway and homeless youth dates back to the creation of a funding stream for county-based crisis services provision through the enactment of the Runaway and Homeless Youth Act in 1978. The Act set forth specific planning requirements that must be fulfilled by the counties to receive funding by the Division. In 1981, the Division assumed certification and supervision responsibilities from the Department of Social Services for all runaway programs in the State, including those funded by the federal government.

In subsequent years, the Division acted to address gaps in the Act related to longer term crisis needs of older homeless youth and the transition of these youth into independent living through the Community-Based Urban Homes Initiative and other sources of Division funding. Recognition of the underserved needs of this population culminated in 1985 with the passage of amendments to the Act which

provide the framework for the Division's program of transitional living support services. Counties which have approved runaway and homeless youth plans may include provisions for older homeless youth.

A more detailed discussion of the background of this program can be found in Section IV, Addressing Targeted Youth Issues.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division revised the Runaway and Homeless Youth Act regulations and planning guidelines to incorporate the amended changes. During FY86-87, the Division will assist these new programs through the beginning stages of development and will assist interested counties as they continue local runaway and homeless planning to incorporate the older homeless youth population.

During FY86-87, the Runaway and Homeless Youth Guidelines will be revised in order to consolidate planning requirements for crisis care and transitional care under the Runaway and Homeless Youth Act Plan. In addition, these issue-specific plan requirements will be revised to be consistent with the County Comprehensive Planning three year cycle and format.

During FY86-87, the annual certification process will continue for approved runaway programs to assure they are in compliance with State regulations governing health, safety and program standards. In addition, a certification process will be developed for residential transitional independent living support programs for older homeless youth. As part of this process, the transfer of the existing five Young Adult Shelters from the New York State Department of Social Services to Division for Youth certification is expected to occur. The Department of Social Services will then phase out the Young Adult Shelter Regulations. These steps will implement the 1984 Homeless Youth Steering Committee recommendation to consolidate the responsibility of certification procedures for programs serving runaway and homeless youth.

During FY86-87, current data collection efforts will be reevaluated. With the assistance of the Runaway and Homeless Youth Advisory Committee, a standardized data collection system will be developed.

In FY85-86, State agency representatives on the RHYA Advisory Committee were actively involved in the review of county youth bureau plans for transitional independent living support services for older homeless youth. The State agencies involved have agreed to continue this assistance during FY86-87. In addition, they have offered further assistance by identifying within their jurisdictions possible county-based information and technical assistance resources that could be of use to county youth bureaus in their local runaway and homeless youth planning efforts.

VI. Strengthening Management of Agency Resources

INTRODUCTION

To ensure that the youth service initiatives described in the preceding sections are administered in the most efficient and effective manner, the Division has established a number of initiatives focused on strengthening agency management.

Several specific strategies have been initiated to make the best use of available residential facility and staffing resources. These include: proposals to convert facility space to address changing patterns of client admissions; plans to renovate facility structures to meet changing program needs; and strategies to contain costs associated with operating a residential care system. Additionally, action strategies have been developed to improve the overall performance of agency management and program staff and its many kinds of service contractors. These initiatives provide improved public accountability of the agency's actions, and ensure responsiveness to broader State government policy initiatives such as equal opportunity in hiring and contracting.

As described in this section, significant agency-wide management initiatives are underway in the following areas:

- Residential Capacity and Projected Needs
- Physical Environment Plan
- Residential Care Cost Containment
- Affirmative Action in Hiring and Purchasing
- Standards and Policy Development
- Program Monitoring, Auditing, and Accreditation
- Management Information Systems
- Staff Development and Training

RESIDENTIAL CAPACITY AND PROJECTED NEEDS

Ensuring that the the agency has sufficient and appropriate residential capacity to meet anticipated demand is a difficult management task . This demand is determined, in large measure, by factors external to the Division's control, including the number of youth placed by the court, legal restrictions on placement options and service needs of youth. In recognition of the complexity and importance of this issue, the State Legislature established a statutory mandate for the Division to develop projections of the number of youth to be placed into each level of the Division's residential care system, to analyze current and anticipated utilization of its facilities, and to plan increases or decreases in its residential capacity accordingly. This section of Plan '86 has been developed in direct response to this mandate. In this section, projections of demand are presented for each major category of residential care provided by the Division for Youth. These estimates are used in anticipating future utilization of the current residential care system and for planning changes in the capacity of this system.

To establish projections for future residential capacity needs, the Division has developed a series of service delivery simulation models to forecast residential demand. These models are based on assumptions regarding the manner in which the adult and juvenile justice systems are likely to operate. In some cases, the information that is available on the various aspects of the system is quite limited; in others, information is available, but the phenomena themselves are difficult to predict (e.g. arrest trends). All projections must be interpreted and assessed in terms of the assumptions they entail.

The projections of residential capacity that follow are based upon the same simulation models that were used to develop the 1985 projections (using the most recent data available). Improving the agency's projection methodology was one of the driving forces behind the development of the Client-Facility Classification System (described in Section III). The classification system has allowed the development of preliminary projections of residential capacity based on security and custody requirements, legal restrictions and on defined youth movement and length of stay policy. These projection results, while preliminary, support at least the number of required beds that are being projected using the existing simulation models.

The Division's residential care system is currently organized into seven levels of custody. In addition, the Division contracts for services with privately operated residential child care agencies for a portion of the the youth in its care. Details of the level system are provided in Appendix A, Organizational Structure. The Division has developed projections of residential capacity needs for Level I, Levels II and IV, and Levels V and VI. In the descriptions that follow, the number of beds specified are based on an average vacancy rate of five percent within each level. This vacancy rate accounts for fluctuations of admissions

and releases throughout the year and periodic maintenance and renovation of facilities. Projections have not been developed for foster care, aftercare or voluntary agencies. The factors that determine the demand and capacity for these components of the system do not lend themselves well to the development of projections.

LEVEL I (SECURE FACILITIES)

Level I (secure facilities) provide services to Juvenile Offenders (JOs), Restricted Juvenile Delinquents (RJDs), and Juvenile Delinquents (JDs) placed pursuant to Title III of the Executive Law. A description of each adjudication status can be found in Appendix D, New York State's Juvenile Justice System. Details on the secure program are presented in Appendix B, Programs for Youth. The size of the Juvenile Offender population is the primary determinant of capacity needs in this level of care.

In response to the Juvenile Offender legislation, the Division embarked on an ambitious expansion of secure capacity to fulfill the legal requirement that all Juvenile Offenders must be held in Level I facilities for the duration of their incarceration. Recent legislation has slightly modified this requirement. With the completion of the renovations at the Harlem Valley Secure Center scheduled for the fall of 1987, the Division's planned response to this legislative mandate, involving over \$27,000,000 in Capital Construction funds, will have been completed. The Division currently operates eight Level I facilities, one of which serves as a temporary release program. The existing plants, as a group, are the Division's newest and most modern facilities. Since the utilization of the secure capacity has declined, the Division has closed two of the smaller, less efficient facilities, phased out the temporary capacity increases in several others and converted two of the Level I facilities to Level II facilities.

CURRENT CAPACITY AND PROJECTED NEED

In developing projections for Level I facilities, the Division constructed a simulation model incorporating the major components of the criminal justice system which have a direct impact on the demand for this level of service. These factors include arrest trends, conviction rates, length of time between arrest and conviction, sentencing patterns and length of stay for Juvenile Offenders; admission rates and length of stay for Juvenile Delinquents and restrictively placed Juvenile Delinquents; and return rates and length of stay information for Juvenile Offender parole violators. Using the simulation model, the possible impact of fluctuations in these characteristics can be assessed and a "best estimate" scenario developed. An analysis of the Division's experience in projecting Level I capacity clearly indicates the effect that even small changes in the operating characteristics of the criminal justice system have on Level I demand. There currently are a number of proposals which, if enacted, could significantly impact upon Level I demand.

The Division has a current capacity of 507 Level I beds , 467 direct admission male beds, 30 direct admission female beds and 10 temporary release beds for males. In FY87-88, 64 additional secure beds (Harlem Valley) will become available, increasing the the total Level I capacity to 571 beds. The Division's projections anticipate a need for 438 through December of 1990. All things remaining equal, the addition of the 64 beds at Harlem Valley will result in a surplus of 133 Level I beds during fiscal year 1987-1988. To reduce this projected surplus Level I capacity, the Division is planning to convert two of the existing Level I facilities to Level II where a high level of demand exists. Additionally, the conversions will accomplish the Division's goal of increasing appropriate secure facility capacity for its limited number of female clients requiring this restrictive level of placement. Specific details of which facilities are to be converted and what they are to be converted to will be presented as part of the Division's FY87-88 Budget Request.

TABLE I
LEVEL I (SECURE) FACILITIES
Bed Capacity by Center
April, 1986

Center	Male	Female	Total
Brookwood	50		50
Goshen	85		85
Harlem Valley	96		96
MacCormick	48		48
Masten Park	100		100
Tryon Boys	88		88
Tryon Girls	<u>0</u>	<u>30</u>	<u>30</u>
Subtotal	467	30	497
Stevens (temporary release)	<u>10</u>	<u>0</u>	<u>10</u>
Total Level I	477	30	*507

* 30 of the 507 Level I beds are budgeted for Limited Secure girls and will be converted to Limited Secure on completion of the Harlem Valley expansion.

**LEVELS II AND IV
(LIMITED SECURE AND NONCOMMUNITY BASED FACILITIES)**

The Division's Levels II and IV facilities provide services to Juvenile Delinquents placed pursuant to Titles II and III of the Executive Law, Sections 502 and 510 (Title II JDs, Title III JDs), Youthful Offenders (YO), restrictively-placed Juvenile Delinquents (RJDs) following completion of the secure portion of their placements, a limited number of Persons in Need of Supervision (PINS) and Juvenile Offenders who are both eligible and selected under the provisions of the recently enacted transfer

down legislation. The vast majority of youth placed in Levels II and IV are adjudicated Title III JDs, with the next largest group consisting of Title II JD placements. For details on Level II and IV facility programs, see Appendix B, Programs for Youth.

The increase in JD admissions to Levels II and IV noted in Implementation Plan '85 continued through 1985 and into the first five months of 1986. For the first five months of 1985, Title II JDs were admitted at the rate of 20 per month. During the first five months of 1986, Title II JD admissions have averaged 28 per month. For the first five months of 1985, Title III JDs were admitted at the rate of 85 per month. During the first five months of 1986, Title III JD admissions have averaged 81 per month. The total population in levels II and IV facilities increased from 594 to 731 from January, 1985 through May, 1986, a 19 percent increase.

CURRENT CAPACITY AND PROJECTED NEED

Projected estimates of need are not as clearly established for Levels II and IV facilities as they are for Level I facilities. Establishing demand for Level I facilities is conceptually straightforward. The factors which contribute to determining population levels in secure facilities have been defined and are becoming more predictable, (i.e. arrest trends, court sentencing practices and parole board decisions). Juvenile Offenders must be placed in Secure facilities, most cannot be transferred to less restrictive programs and lengths of stay are determined by court sentence and parole board decision.

The factors involved in determining capacity requirements for levels II through VI are more complex and less predictable than those used for Level I projections. Some of the factors affecting residential capacity at these levels are: the youth's sex; the legal prohibition against placing PINS and Title II JDs in Secure or Limited Secure facilities; the requirement that some RJDs spend time in a Limited Secure facility; the location of facilities; the security and custody needs of youth; the program needs of youth and their length of stay. The Division has control over some of these factors and, therefore, has some flexibility in developing program options and facilitating the management of the system. Given these factors, if the necessary capacity and program resources are not available at the appropriate level, the potential risk of overcrowding, "inappropriate" placement or early release exists. These factors have relevance for projection purposes because the Division's simulation model, for this segment of the system, extrapolates based upon historical utilization of facilities. The projections presume that the patterns of admission and length of stay that prevailed in the past were appropriate to the type of youth placed and available facilities, and that these will and should continue in the future. In the past, this methodology has consistently underestimated the actual demand for Levels II and IV capacity. Until the new classification system is implemented, however, this is the best information available to the

Division for this purpose. These projections do not take into account the confirmed average waiting list of 30 to 50 girls awaiting admission to Levels II and IV girls facilities. With the addition of the 50 beds for girls, the projected need to operate at 95% capacity is 1,143 beds. The projected need versus current capacity results in a projected deficit in Levels II and IV capacity of 171 beds.

The Division, as of April 1986, operates 20 Levels II and IV facilities. These include 9 limited secure centers (one for females) and 11 non-community based facilities (three for females) with a total capacity of 972 beds (103 for females). This represents an increase in capacity of 60 beds since April, 1985.

TABLE 2
LEVEL II (LIMITED SECURE FACILITIES)
Bed Capacity by Center
April 1986

Center	Male	Female	Total
Brace	40	0	40
Highland/ Chodikee	96	0	96
Industry	120	0	120
McQueen	27	0	27
Oatka	40	0	40
Parker	50	0	50
Pyramid	36	0	36
S. Lansing	0	45	45
Tryon	120	0	120
Total Level II Capacity	529	45	574

TABLE 3
LEVEL IV (NON-COMMUNITY BASED FACILITIES)
Bed Capacity by Center

Center	Male	Female	Total
Adirondack	20	0	20
Allen *	50	0	50
Annsville	60	0	60
Auburn	0	18	18
Brentwood	20	0	20
Cass	50	0	50
Great Valley	60	0	60
Middletown	20	0	20
Nueva Vista	60	0	60
Sojourner Truth	0	20	20
Willowbrook	0	20	20
Total Level IV Capacity	340	58	398

* formerly the South Kortright Center

The Division is developing plans to utilize the surplus Level I capacity to meet the projected unmet demand in Levels II and IV . Specific details of which facilities are to be converted and what they are to be converted to will be presented as part of the Division's FY87-88 Budget Request. Additionally, the Division is in the process of reorganizing and expanding its Level II Pyramid facility by 14 beds to a total capacity of 50 beds. The Division will be looking to other facility conversions and expansions to meet the balance of the projected deficit.

LEVELS V AND VI (COMMUNITY BASED FACILITIES)

The Division's Levels V and VI facilities consist of Homes and Youth Developmental Centers (YDCs). As with other original Division facilities, these facilities were designed to serve primarily a well motivated non-adjudicated population. Most Level V and VI facilities used the houseparent model, and with the exception of the YDCs, provided minimal "in-house" services. For additional information on Levels V and VI facilities see Appendix B, Programs for Youth.

The make-up of the population in Levels V and VI has gradually shifted to more closely reflect the make-up of the general population in the Division's non-community based facilities. In recognition of the changes in the population within the Community Based facilities, the Division has converted the staffing pattern in all of the Region V Group Homes and one unit in Albany and Rochester to shift coverage. Several other upstate units retain the houseparent model with enhanced staffing for evening and weekend coverage.

CURRENT CAPACITY AND PROJECTED NEED

As with Levels II and IV facilities, population projections for Levels V and VI are based on a simulation model which assumes that, after December 1985, admission rates and length of stay for each group will model historical patterns and will coincide with the 1984-1985 averages. Population projections based on these assumptions estimate a need for 478 beds through December 1990.

The vacancy rate in Levels V and VI facilities, historically, have been somewhat higher than the vacancy rate in the non-community based facilities. The utilization rate has been running at approximately 85 percent for the last two years. With greater emphasis being placed on re-entry/transition type programming, there is good reason to assume that the utilization rate in Levels V and VI will remain at current levels or show an increase during the coming year.

The Division's Community based facility program consists of 29 facilities in two levels, V and VI, with a total capacity of 519 beds. Since these facilities primarily serve youth populations from the area in which they are located, they tend to reflect the needs of their communities in terms of capacity and of youth served. The Division does not propose to change its residential capacity in Levels V and VI pending more conclusive projections based on the Client-Facility Classification System.

TABLE 4
LEVELS V & VI (COMMUNITY BASED FACILITIES)
Bed Capacity by Center,
April 1986

Center	Male	Female	Total
Albany SRH	0	9	9
Albany Home	7	0	7
Bedford-Stuyv YDC	32	0	32
Binghamton Home	7	14	21
Bronx YDC	30	0	30
Brooklyn YDC	0	25	25
Brooklyn SRH	10	10	20
Buffalo YDC	43	7	50
Buffalo Urb.Ctr.	21	0	21
Buffalo Home	0	21	21
Dutchess Home	0	14	14
East Bronx SRH	30	0	30
Elmira Home	0	7	7
Glens Falls Home	7	0	7
Gloversville Home	7	0	7
Harlem SRH	9	0	9
Jamestown Home	7	0	7
Kingston Home	7	0	7
Monticello	7	0	7
Nassau SRH	16	0	16
Poughkeepsie Home	14	0	14
Rochester Home	14	7	21
Rochester SRH	14	0	14
Schenectady Home	14	0	14
Staten Island SRH	9	7	16
Suffolk SRH	0	17	17
Syracuse Home	7	0	7
Syracuse YDC	18	7	25
Troy Home	7	7	14
Utica Home	14	0	14
Westchester SRH	9	7	16
Total Levels V & VI	360	159	519

SUMMARY

This section described the estimates of future demand at each level of the residential care system directly operated by the Division and the Division's specific response to these projected needs. Other sections of this document detail strategies that the Division has chosen to establish a better, more effective, residential care system. Many of the issues described have a direct impact on the operation of the Division's residential care system. Of particular note is the section on the proposed client-facility classification system. The classification system by defining the security, custody and program needs of youth placed with the Division will provide a basis for better projections of demand for residential capacity and the types of beds required.

PHYSICAL ENVIRONMENT PLAN

Among the basic needs defined in the agency's proposed classification system is the need to provide youth and staff with a safe, healthful and well-designed physical environment. These needs must be met before the agency can begin to address its primary mission, that of providing youth with the social skills, behaviors and attitudes necessary to facilitate their social integration upon leaving the Division's residential care system. The Division operates and maintains more than eighty residential facility sites of varying size, structure and age. Through the agency's capital program, the Division seeks to insure the appropriate number and distribution of its residential resources consistent with projected need; to protect the state's large capital investment in physical plants through timely maintenance and construction efforts; and, to provide a residential environment that promotes the agency's program efforts and security requirements.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85/86, the Division addressed the facility health and safety issues contained in Masterplan '84 as well as many problems identified during the year. Health, safety and facility preservation projects that required expeditious development were given first priority in terms of staff attention and allocation of funds. The first phase of fire protection for all facilities was the installation of individual, battery-operated smoke detectors in those facilities lacking basic protection. The Capital Budget for FY86/87 included over \$750,000 to fund fire safety projects, including the installation of permanent fire safety systems.

In addition to these major projects, the Division continues to address the requirements of maintaining the adequacy and condition of physical plant structures and mechanical operating systems. The scope of these projects includes roof rehabilitation, rehabilitation of interior and exterior structural components, replacement or rehabilitation of heating, electrical and plumbing systems, and conversion of existing spaces to accommodate changes in programmatic requirements. The Division has submitted a Project Initiation Plan to the Office of General Services (OGS) reflecting more than 125 individual projects with an aggregate total budget value of more than \$12 million, almost half of which address fire and safety-related problems. OGS is attempting to expedite the plan with the goal of successfully implementing all of these projects within the near future.

CAPITAL PLANNING PROCESS

The agency's capital planning process is moving toward the development of a Comprehensive Capital Plan for all the Division's residential facilities. The long-range objective of this program is to develop a comprehensive plan sensitive to the broad goals and objectives of the agency's residential care system through system-wide and facility level program and space standards and then to test them against current conditions. Achievement of this objective will be resolved through an intermediate process identified as "Strategic Capital Program Development and Implementation Plan" that melds short-term project development with comprehensive review and identification of capital projects for strategically selected facilities. These projects will be processed for funding requests in the future budgets. Five major work program elements comprise this plan:

1. Strategic Options Analysis

A critical initial component of the process is the Strategic Options Analysis which, under Phase I (completed), reviewed thirty-four major facilities to determine their relative position within the Division's facility network and in terms of key capital-related criteria. Under Phase II, further assessment is being made of twelve selected facilities identified in Phase I. These facilities will undergo an intensive physical plant analysis by outside consultants to provide the basis for determining the appropriate long-term direction the Division should pursue relative to each facility. In addition the agency will be developing physical requirements to implement the client-facility classification system, corresponding program needs and national standards. The result will be to identify a list of strategically critical facility elements that demand priority attention from a capital perspective within the context of the facility system.

2. Facility Inventory

An in-house facility inventory, as a basis for physical plant evaluation, will be conducted. This will generate a computer-based data file --including plan graphics-- for the first set of facilities selected under this strategic implementation plan. The inventory system will be designed and made operational during 1986, with data for the first set of facilities completed in 1987. The system will make information available on facility plans, space classification and quantities, facility support systems, safety and security information, and other pertinent data regarding capacity, programs, project history, and current assessments from Strategic Options Analysis.

3. Facility Plans

Review and analysis of information and policy decisions from the above two major elements will be synthesized and form the basis for facility plan preparation to be undertaken by consultants. These plans will be based on facility program/physical plant needs and include project definition, program scope, budget estimates, and schedules. The first set of facility plans are anticipated to provide the Division with the substance for future Capital budgets.

4. Capital Budget - FY88/89

The Capital Budget process for fiscal year 1988/89 will be composed of two parts. The first is the traditional process followed thus far and applied only to those facilities that are not covered by the facility planning process described above. This consists of facility level identification of projects, primarily in the Health/Safety and Preservation areas, to ensure the viability of the facilities until they, in turn, undergo the comprehensive analysis and plan development in succeeding year(s).

The second part is the systematic development of projects (costs/phasing) within the context of the facility plans described above. Further, due to the careful project phasing process, the development of the legislatively required Five-Year Plan will, for the first time, be based on systemic knowledge of facility needs in all aspects.

The consolidated results of the two parts will result in the 1988/89 budget submittal, a key transition plan document embodying the results of the capital planning process now defined.

5. Project Implementation

This element illustrates the timetable of expected construction which will result from the Capital planning process. The bulk of the projects will be completed, as a result of the first strategic plan, by the end of 1989.

This planning process shows the Division's intention to use a dynamic planning process to achieve results. Plans, programs, and policies will be initiated through a phased process so that implementation will not have to await a major multi-year planning effort.

This is a key change in direction from last year's proposal for the development of a system-wide Capital Master Plan as a necessary condition to the development of the capital budget for succeeding years. Facility plans developed through this process will become the Division's Comprehensive Capital Plan.

The planning process provides a cost-effective mix of in-house expertise in capital planning and program analysis related to consultant participation in front-end facility assessment (Strategic Options Analysis) and Facility Plan development. The process is linked to the on-going yearly planning/budget development/implementation process through a sequence of activities that will result in a steady and reasonable volume of plans and projects. At least two additional repetitions of the Strategic Implementation Plan will complete coverage of all facilities so that all facility needs can be addressed. Projects will be completed by the end of 1991.

The Division's Comprehensive Capital Plan will, therefore, be a compilation of major needs for facility capacity modification and/or improvement, based on projections of residential system needs, current operating capacity, an inventory of existing facility space resources (their use and condition), fire safety standards, construction codes, and projections of the potential physical life of each facility's structural and mechanical components. The Comprehensive Capital Plan will provide detailed recommendations for facility construction programs for up to a five-year time span and include the scope of the projects, implementation schedules, cost estimates, and inter-relationships between these factors. The Plan's dynamic structure will allow updates to be developed in subsequent years to reflect changes in need and/or policy direction. When in place, the Comprehensive Capital Plan will provide the basic mechanism for the Division's on-going and projected capital construction program.

RESIDENTIAL CARE COST CONTAINMENT

The Division is committed to the efficient utilization of funds provided for the care of youth placed within its residential care system. One way the Division expresses this commitment is through review of all factors that influence the cost of care. Currently a series of cost containment strategies are being pursued to address the major cost factors associated with residential care: facility staffing and physical plant.

PROGRESS TO DATE AND FUTURE DIRECTIONS

The facility staffing component of the residential cost of care initiative was developed in the context of a comprehensive review of the residential care system. This comprehensive review also produced the client-facility classification system and the capital planning process discussed in detail in other sections of this document (see pages 13 and 61). The staffing component design addresses both short and long-term strategies. To date, a number of elements have been completed. Among them are:

- an analysis of existing facility staffing patterns to identify the distribution of authorized and fill levels in thirteen functional categories.
- "DFY Facility Staffing--An Historical Overview" - a document that traces changes in philosophy of child care and the impact on the staffing of DFY residential facilities.
- a review of policies and procedures which have an impact on facility staffing with special emphasis on the effect of these mandates on the cost of care.
- a major research project on overtime and relief utilization, which examined the utilization of Youth Division Aides at nine DFY facilities over a twenty-seven week period. The results will provide direction to management-related, cost-effective initiatives that can be effectively implemented during the current calendar year.

One aspect of the physical plant factor is the changing demands on residential capacity. As discussed in Residential Capacity and Projected Needs, earlier in this section, there has been a decline in the juvenile offender population and an increase in juvenile delinquent placements with the Division. This has caused a capacity imbalance resulting in cost inefficiencies. A review of the utilization of all existing facilities was conducted, with a goal to convert underutilized facilities to meet the new population demands. As a result, Oatka and Chodikee Secure facilities were converted to Level II limited secure programs totaling 80 beds. The temporary secure facilities at Bronx State Hospital (18 beds) and Marcy

State Hospital (19 beds) were closed as were 79 additional beds throughout the secure system. In addition, existing staff were redeployed to other high-priority program areas requiring additional staff such as Parker Youth Center, Industry, Tryon Secure, and non-community based facilities. These efforts were accomplished without additional costs.

In FY86-87, the Division will continue this pattern of cost containment. Projected excesses in secure facility capacity will result in two additional facilities being converted to address bed shortages in the limited secure program capacity. This will address the continuing changes in demand for residential placements for juvenile delinquents through the efficient use of currently available facilities.

Additionally during FY86-87, the Division anticipates the establishment of a project team to focus on a facility by facility analysis of existing staff deployment. The information identified by this project team will be used to develop a deployment plan of staff and resources intended to maximize the efficient operation of each Division residential care facility.

Other cost containment efforts by the Division include:

- the development of the Capital Plan, described in the preceding section;
- the development and implementation of the Facility Self-Assessment program to identify programmatic and fiscal weaknesses;
- the establishment of the Office of Deputy Inspector General to conduct fiscal and programmatic facility audits; and
- the development of a fiscal manual to assist facility staff in the financial management of the facilities.

AFFIRMATIVE ACTION IN HIRING AND PURCHASING

RECRUITMENT/RETENTION

The Division is committed to the recruitment, hiring, and promotion of segments of the workforce that historically have been under-represented in State government. Women and Hispanics are currently under-represented in the Division's workforce. In order to address this inequity, the Division has established clear goals and an Affirmative Action Policy.

PROGRESS TO DATE AND FUTURE DIRECTIONS

To address this issue, the Division developed an Affirmative Action plan for distribution to all Division offices. The plan acknowledges the under-representation of Hispanics and women in the DFY workforce. It also sets forth how this should be taken into consideration in the agency's hiring practices.

To address the first part of this issue the Division established the short-term goal to have Hispanics represent eight percent of the Division's labor force. Each major agency unit developed and submitted an action plan delineating its efforts in achieving this goal. An Hispanic Recruitment Coordinating Committee was established to monitor and assist the agency in attaining the goal by the target date. The committee is chaired by the Division's Affirmative Action Director and is composed of management staff members from each of the agency's major units.

The Division presently is developing its Affirmative Action goals and timetables with the Department of Civil Service. The Division has requested that the agency's service client populations be factored into the formula when developing the goals and timetables. Approximately 65% of the Division's residential clients are either black or Hispanic; approximately 85% are male. The Department of Civil Service is reviewing this request. Once a decision is reached, the Department of Civil Service will issue new Affirmative Action goals and timetables to the Division on a regional basis. These regional goals will be refined by facility, and facility directors will be notified of their respective goals and timetables.

UTILIZATION OF MINORITY/WOMEN-OWNED BUSINESS ENTERPRISES (M/WBES)

The Division must ensure compliance with the requirements to utilize Minority and Women-Owned Business Enterprises (M/WBES), as mandated in Executive Order 21.

PROGRESS TO DATE AND FUTURE DIRECTION

During FY85-86, the Division oriented all facility and Central Office purchasing personnel to the agency's M/WBE program. The training program resolved outstanding issues and elicited staff cooperation in implementing the program. At the suggestion of the Division and the Office of General Services, the Department of Audit and Control will produce monthly reports on each State agency's use of minority and women-owned businesses. These reports will assist the Division in accurately measuring progress on achievement of the program goals, and will free program staff to concentrate on outreach efforts.

The Governor recently released the specific goal of five percent for the proportion of discretionary purchases to be made from women owned business enterprises. The specific goal for minority-owned businesses was established earlier at twelve percent. The Division revised its policies to reflect the new goal. The Office of General Services changed its procedures to allow greater flexibility in selecting contractors for discretionary purchases. These modifications will assist all State agencies in achieving the program goals.

To facilitate implementation of the program, the Division reassigned one professional staff position to assume day-to-day responsibilities for the program. The Division is purchasing M/WBE directories from the Department of Commerce for each facility. This will assist them in efforts to achieve the goals of the minority and women-owned business enterprises program.

STANDARDS AND POLICY DEVELOPMENT

The delivery of youth services demands a knowledgeable, well-trained and highly-motivated staff. These attributes cannot be addressed exclusively through the process of hiring and training. Clear, enforceable policies and procedures are necessary to enable DFY employees to effectively carry out Division goals. To address this issue, the Division has established an agency-wide policy development system to create and revise policies in a timely, effective manner.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division conducted a thorough review of its internal policies to bring all policies up-to-date and to organize them into a more coherent easy-to-use system. The contents of the Administration Policy Manual, the Employee Relations Manual, and the Residential Operations Manual each were reviewed. Obsolete policies were deleted, updated, or sent to the Division's Policy Development Group for revision. Currently, new policies are being developed, with priority given to critical voids. Among policies developed in FY85-86 were those on AIDS and Communicable Diseases, Smoking in Facilities, Foster Care and Special Investigations.

Within the next fiscal year, updated policy manuals will be circulated to staff. This will reduce confusion about which policies are in effect, thus improving the agency's ability to keep staff informed of basic expectations. This is essential for system accountability. In addition to this basic agency-wide approach to internal policy development, Division units are involved in developing a number of specific policy or procedural improvements. During FY85-86, the Division's specific policy approach to administering the Special Delinquency Prevention Program was revised. Rules and regulations were established for the first time and a Policy and Procedures manual was developed. A Fiscal Management Reference Manual was developed, incorporating into a single document all DFY, OGS, Audit and Control, and Budget laws, regulations, policies and bulletins which have an impact on the operation of a facility or office of the Division for Youth.

During FY86-87, an Educational Administrator's Handbook of regulations, policies and procedures will be developed. This will help DFY education program administrators to carry out State Education Department regulations and Division educational policies.

PROGRAM MONITORING, AUDITING AND ACCREDITATION

To ensure agency effectiveness, efficiency and accountability, the development of consistent and systematic mechanisms for monitoring, auditing and quality assurance, is required.

PROGRAM MONITORING

The term "monitoring" as used by the Division, indicates an in-depth assessment of a program, facility or unit, conducted on a regular basis by an organizational unit that has management responsibility for the component being assessed. The Division addresses this objective through a three-step process. First, the organizational capacity to monitor each functional area is established. Second, a monitoring system is developed for the area. This involves establishing standards, and/or developing or updating policies, as described in Policy and Standards Development, above. Third, a standardized monitoring system is implemented for each functional area.

PROGRESS TO DATE AND FUTURE DIRECTIONS

DFY Operated Facilities

A facility self-assessment instrument was developed during 1984 and 1985. The facility self-assessment system was implemented in 1985. Each Division-operated facility is required to complete a self-assessment report once per calendar year. The self-assessment helps facility managers to identify both strengths and weaknesses within the facility operation, prioritize problem areas for resolution, and articulate resource and technical assistance needs. The system is intended to serve as a management tool to improve and enhance the delivery of residential services through a rational process of on-going problem identification and resolution.

Self-assessments are designed to be completed in a three-month period or cycle, on a schedule approved by the Deputy Director for Operations. Self-assessment currently is in the last cycle of the first year. All DFY-operated facilities will participate in at least one self-assessment by September 31, 1986.

Revisions in both the assessment instrument and the system are made on a quarterly basis to incorporate new or additional policies and procedures, as well as accommodate suggestions from the field. On a quarterly basis, the data collected is reviewed, organized and shared with appropriate agency staff and units. A copy of each facility self-assessment is shared with the Program and Fiscal Audit Unit. Each Deputy receives a copy of the section of the self-assessment that pertains to his/her area of responsibility.

Family Foster Care

The Division finalized and began implementation of policies and procedures for family foster care in 1986. A family foster care monitoring instrument was initiated earlier, in 1985, and was completed, along with the required instructions for implementation, in December 1985. Training and orientation of field staff was conducted in early 1986. The first self-assessment cycle ends in mid-1986.

Detention Facilities

During FY85-86, The DFY Detention Unit implemented a standardized compliance review process for monitoring of juvenile detention facilities. As of mid-1986, compliance reports for 21 of the 37 detention facilities were completed. The remaining facility reviews will be conducted during FY86-87. Each facility will be scheduled for a full compliance review once every two years, in addition to the on-going (twice yearly) regularly scheduled field visits made by the DFY detention staff. The procedures which accompany the compliance instrument have not been formally developed. The current informal procedures will be formally committed to policy and implemented during FY86-87.

Private Residential Child Care Agencies

During FY85-86, the Division developed a draft interagency agreement, in conjunction with the State Department of Social Services (SDSS), delineating the responsibilities of both agencies for the supervision of voluntary child care agencies having significant numbers of PINS and juvenile delinquents. Prior to the finalization of the contract, procedures must be developed and implemented. The procedures are scheduled for completion during FY86-87. The agreement will specify that the Division is responsible to monitor SDSS-licensed voluntary child care agencies with populations of more than 50% PINS and JDs.

Youth Bureaus

New monitoring standards and procedures were drafted for the Youth Development/Delinquency Prevention and Special Delinquency Prevention Program aspects of the youth bureau's responsibilities. These draft standards will be phased in during FY86-87 to allow time to test the system and to train and orient local providers. During FY86-87, monitoring standards and procedures will be developed for other areas for which youth bureaus are responsible including: County Comprehensive Youth Services Planning and, where applicable, the Runaway and Homeless Youth Act. These also will be phased in, to allow time for staff orientation and training and to allow time to test the standards for effectiveness and feasibility.

Special Delinquency Direct Contract Agencies

During FY85-86 monitoring standards were developed and implemented for the Special Delinquency Prevention Program. All programs receiving support through this funding source during 1985 were monitored by the Division's Local Services regional staff. This practice will continue in FY86-87.

Runaway And Homeless Youth Residential Programs

New certification standards were established for residential programs serving older homeless youth in FY85-86. During FY86-87, all residential programs serving runaway and/or homeless youth will be reviewed for certification or recertification.

Local Services Staff

During FY86-87 monitoring standards will be drafted for Division staff, both central and field, who manage and oversee the Local Service programs.

PROGRAM AND FISCAL AUDITING

To ensure that services are being delivered in compliance with prescribed laws, rules and policies, and in a cost-effective manner, the Division has established a fiscal and program auditing capacity within the Office of the Deputy Inspector General. The term "auditing" as defined by the Division, refers to an intensive assessment of a facility, program or unit by an independent third party not responsible for the management or supervision of the component being assessed.

The office of the Deputy Inspector General has Division-wide responsibility for the auditing of direct and contractual agency programs and services, to ensure compliance with established policies and procedures, fiscal guidelines, State law and contractual terms. The office conducts on-going program, management and fiscal audits, both on an exception and random basis, and investigates matters of special or critical nature within the Division, contract agencies or agencies for which the Division has supervisory or oversight responsibilities. In addition, the office is empowered by Executive Order No. 79 to assist the State Inspector General "to examine, investigate and make recommendations with respect to the prevention and detection of fraud, abuse and corruption...." within the Division for Youth. As such, the Division's Office of the Deputy Inspector General is responsible to both the Director of the Division for Youth and State Inspector General.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Office of the Deputy Inspector General was established by combining the existing Program Assistance and Review Unit with the newly-established fiscal auditing positions. The audit program design and the necessary policies and procedures were developed and implemented during the same time frame. During the fiscal year, the Program Audit Unit conducted 18 comprehensive and 12 follow-up audits of DFY-operated facilities. In addition, to enhance the Division's program auditing capability, the Program Audit Unit participated in a variety of special projects. The most noteworthy of these projects was the development of the facility self-assessment monitoring system for Program Operations.

The Fiscal Audit Unit became operational in 1985 and, as of mid-1986, has conducted thirteen comprehensive and six modified fiscal audits of DFY facilities. Efforts primarily were directed toward auditing DFY facilities. The Division for Youth also conducted two special audits of Special Delinquency Prevention Programs and Special Legislative Programs. In addition to the audits conducted by the Division, the Division awarded approximately 240 contracts to CPAs to audit non-profit organizations having contracts with the Division to provide delinquency prevention programs.

The objective for FY86-87 is to expand the agency's auditing efforts from primary concentration on internal operations to other agency activities. The expansion of the agency's effort will be accomplished by combining the efforts of the Bureau of Program and Fiscal Auditing with the resources of other Division units which have oversight and monitoring responsibilities. In cooperation with the State Inspector General, the Division will embark on an aggressive campaign to ensure the establishment of appropriate internal control systems throughout the agency to prevent and detect fraud, abuse and corruption.

ACCREDITATION

To demonstrate its commitment to excellence in treatment of the youth placed in its care, the agency measures itself against recognized national standards. In 1982, the Highland Regional Secure Detention facility became the first New York State juvenile facility to be accredited by the Commission on Accreditation for Corrections, using standards developed jointly by the Commission and the American Correction Association. These standards represent the most progressive thinking by the nation's leading juvenile justice practitioners. The Division has acquired federal funding through the Division of Criminal Justice Services to accredit four additional facilities.

MANAGEMENT INFORMATION SYSTEMS

Accurate and timely information is critical to the management of agency resources and administrative decision-making. The Division's data bases and associated data processing capability should meet all known and projected management information needs. To achieve this capacity, the Division will acquire the appropriate resources to meet current and anticipated information system demands. This objective will be accomplished by identifying major projects that require or would significantly benefit from computerization, and developing resource acquisition plans for implementation of these projects.

PROGRESS TO DATE AND FUTURE DIRECTIONS

In FY85-86, the Division's management information system was expanded to provide more accurate and timely information for principal agency operations by:

- Implementing a state-wide monitoring system, to assist compliance with the court stipulation requiring the Division to admit juvenile delinquents in secure detention within 15 days of placement;
- Automating the initial phase of the personnel history tracking system, including the automatic generating of Personnel History forms (PR-75s)
- Implementing a voucher tracking system for SDPP fund disbursement
- Creating a SDPP Program Profile System to track proposal selection
- Training 50 Division staff in the use of a word-processing package, and 12 field staff in the use of micro-computers
- Implementing a Special Legislative projects system for the monitoring of the awards funding process
- Automating the system for monitoring mandatory training of Division staff
- Implementing a Communications and Special Projects media contact index for the maintenance of current media contacts.

During 1986, the Division participated in the initial phase of the Systems Information Through Enhanced Community Safety (SIFECS) project. SIFECS is an on-going multiple-agency project, developed to improve and coordinate the State's criminal justice information systems efforts among both State and local criminal justice agencies.

An intra-agency "functional area team," composed of representatives from each of the major units in the Division, conducted a "STATE I" study of the Division's information systems, both manual and automated.

The study involved an intensive analysis of systems for personnel, purchasing, detention, youth movement, federal resources, problem oriented service plans (POSP), operations, education, employment, health and training. The team carried out an on-site walk-through of each system, discussing every step in the the flow of information with the system's hands-on users. Each system was graphically described and evaluated for its comprehensiveness and effectiveness. Within the framework of priorities established by an Executive Sponsor Committee, the State I report included recommendations for correcting and ameliorating deficiencies discovered during the course of the study, including the automation of various processes, expansion of existing hardware facilities, modification and elimination of forms, and improvement of inter-agency data flow. In addition to implementing the recommendations of the STATE I report, future activities include conducting a similar evaluation of the Local Services information systems. These systems were not included in the initial study due to their recent implementation and the corresponding relative inexperience in their utilization.

STAFF DEVELOPMENT AND TRAINING

A comprehensive program of staff development and training must be in place to ensure that staff are provided the information and skills needed to carry out their job responsibilities. The Division must enhance the potential of DFY employees to perform various types of tasks and to maintain optimal levels of performance.

PROGRESS TO DATE AND FUTURE DIRECTIONS

During FY85-86, the Division has drafted a Staff Development and Training policy. The policy specifies the responsibilities of supervisors in training and development of subordinate staff. It establishes training standards for direct care staff in Levels I-IV residential facilities. In FY86-87, efforts to implement these standards will be targeted at training for new employees in their first year of employment.

The Division also will continue to develop, and incorporate into policy, training requirements for other categories of employees. In the FY86-87, standards will be established for facility administrators and facility support staff.

A key to the Division's ability to develop and maintain a comprehensive system of staff development and training is an

information system to document the training provided. In FY85-86, the automation of the record system for training provided by DFY staff was accomplished. This effort will be expanded in FY86-87 to document training provided by external sources, such as programs funded by State-union negotiated monies. The Division continued to provide some required training by expanding its use of the train-the-trainer model. Ongoing programs employing this model include Basic Child Care Management and Crisis Management/ Physical Restraint (both the basic curriculum and the periodic refresher training). The basic Crisis Management training has been completed by 2,900 Division employees.

There is an increasing need for Division staff to be able to conduct thorough investigations to successfully pursue allegations of child abuse, staff misconduct, resident misconduct, etc. The Division, therefore, developed and trained 300 administrators in Basic Skills for Conducting Investigations. DFY also received funding from the Division of M/C Affairs of GOER to provide 100 managers with Advanced Investigations Training.

The Division also is part of a landmark training project funded by GOER's Division of M/C Affairs to train managers to function as internal consultants. This project was developed jointly by the Division of Alcoholism and Alcohol Abuse, the Commission on Correction, the Division of Probation and Correctional Alternatives, and the Division for Youth. A key assumption underlying this project is that there is an abundance of human skills and talent in State agencies that are not being tapped. Program participants will be trained in consulting and will then apply these skills to a "live" agency project.

One major training initiative in FY86-87 will be to provide Division staff with cultural awareness training. Given the varied cultural experiences of youth who come to DFY and the staff who work with them, it is imperative that employees have the cultural information required to effectively do their jobs.

VII. Index of Future Directions

The preceding four sections described the agency's major program and management policy issues, how they have been addressed and will be addressed in the future. This section abstracts from these earlier sections those statewide actions planned for the future. Collectively, this index of future directions describes the Division for Youth's plan for the coming year.

Each future action is listed in the order they were presented, by section. Pages references are included to enable readers to easily find background information on the issue.

The stage of development of these future actions varies considerably. Some are major new agency directions requiring considerable future development. Others are specific individual tasks that are part of an ongoing action plan. Others describe minor changes in basic functional areas of the agency.

Enhancing Services for Court Placed Youth

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- | | |
|---------|---|
| 13 - 17 | CLIENT-FACILITY CLASSIFICATION
--present details of proposed client and facility classification systems to Executive and Legislative policymakers
--begin to implement the proposal after acceptance by policymakers |
| 18 - 19 | DEVELOPMENTAL DISABILITIES
--identify developmentally disabled population
--implement screening and assessment protocol
--develop network of community-based services for youth on aftercare status |
| 19 | MENTAL HEALTH
--review and implement selected recommendations from current mental health services study
--establish a new Program Services unit to provide ongoing attention to mental health and special needs |
| 19 -20 | DRUG & ALCOHOL ABUSE
--establish a chemical abuse dependency interagency task force to plan and develop specific future actions |

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- 20 -21 **SEX OFFENDERS & VICTIMS OF SEXUAL ABUSE**
--develop and expand program services
- 21 **BILINGUAL EDUCATION**
--improve client information systems to better track Bilingual
Education needs (part of Client-Facility Classification system)
- 21 - 23 **EDUCATION**
--implement Education Services management plan
--develop written educational curricula for in-house schools
--publish "Education Administrator's Handbook"
--develop curricula for resource rooms and special education
services
--reevaluate the Divisions' Committees on the Handicapped
--strengthen basic education program options
--redesign educational administration of facilities
- 24 - 27 **EMPLOYMENT**
--create Employment Services management plan
--pilot competency-based instruction and
"Introduction to Occupations" in several facilities
--replicate review of local employment and training resources
--revise "Employment Skills Assessment Battery" instrument
--expand Job Development program
- 27 - 28 **HEALTH**
--expand food services training
- 28 - 30 **COUNSELING**
--expand Aggression Replacement Training to youth on
aftercare status
- 30 **RECREATION**
--establish an agency-wide coordinator of recreational services
--develop recreational curricula materials
--solicit private resources for recreational programming
- 31 - 34 **COMMUNITY CARE**
--expand community care demonstration programs
--establish the organizational changes necessary to implement
the management plan of action

Addressing Targeted Youth Issues

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- 35 - 36 **RUNAWAY & HOMELESS YOUTH**
 --assist new transitional independent living support programs
 --assist counties planning to develop services for runaways and homeless youth
- 37 - 38 **YOUTH UNEMPLOYMENT**
 --advocate the development of a comprehensive state youth employment policy
 --provide monitoring and technical assistance to Local Service Delivery Areas in conjunction with Department of Labor
 --assist local youth employment and training programs
- 38 - 39 **ADOLESCENT PREGNANCY**
 --work with Governor's Task Force to implement policy recommendations
- 39 - 40 **ALCOHOL & DRUG ABUSE**
 --conduct public education campaign on Crack in collaboration with the Division of Substance Abuse Services
 --support Crack prevention/treatment demonstration programs
 --assist local youth bureaus to carry out local actions to address substance abuse
- 40 - 41 **CHILD ABUSE & NEGLECT**
 --assist in the development of regulations and standards of care for residential child care programs
- 41 - 43 **STATUS OFFENDERS & DELINQUENTS**
 --collaborate with other State and local agencies to implement the PINS Diversion Act
 --collaborate with other State and local agencies to implement Child Welfare Reform Act cross-systems training project
- 43 - 44 **RECREATION**
 --collaborate with the New York State Recreation & Parks Society in staff training and program development
- 44 - 45 **YOUTH PARTICIPATION**
 --involve youth and promote their participation in projects across the State through the State Youth Council

Improving Community Youth Service Systems

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- 47 - 48 **REGIONAL ADMINISTRATION**
--develop regional youth service plans
- 48 - 49 **COUNTY COMPREHENSIVE PLANNING**
--establish planning standards
--develop technical support system for youth bureaus and service providers including a youth services information clearinghouse
--publish planning and program development support materials
- 50 - 51 **SPECIAL DELINQUENCY PREVENTION PROGRAM**
--implement new regulations and procedures
- 51 - 52 **RUNAWAY & HOMELESS YOUTH PROGRAM**
--revise planning guidelines for county youth bureaus
--develop certification process for transitional living programs
--develop new data collection system

Strengthening Management of Agency Resources

- 54 - 60 **RESIDENTIAL CAPACITY**
--increase capacity of limited secure facilities through conversion of secure facilities
--increase capacity for young women
- 61 - 64 **PHYSICAL ENVIRONMENT PLAN**
--develop short term capital projects
--develop an inventory system to determine capabilities of facility physical plants
--conduct intensive physical plant analysis of a strategic facilities
--initiate first stage of Comprehensive Capital Plan
- 65 - 66 **RESIDENTIAL COST CONTAINMENT**
--convert underutilized secure facility space to limited secure beds
--establish project team to resolve critical staff deployment issues
--implement overtime and relief utilization initiatives

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- 67 - 68 **AFFIRMATIVE ACTION**
 --implement short term workforce goals
 --develop in collaboration with Civil Service new workforce goals
 --implement purchasing goals for minority/women-owned businesses
 --distribute directories of minority/women-owned businesses to all agency offices and facilities
- 69 **STANDARDS AND POLICY DEVELOPMENT**
 --publish and distribute updated policy manuals
- 70 - 71 **PROGRAM MONITORING**
 --implement second cycle of facility self-assessments
 --establish and implement formal detention policy
 --establish monitoring procedures in collaboration with SDSS for designated voluntary child care agencies
 --phase-in monitoring standards and procedures for Y.D.D.P. and S.D.D.P.
 --develop monitoring standards and procedures for County Comprehensive Planning and the Runaway and Homeless Youth Program
 --review all runaway and homeless youth residential programs for certification and recertification
 --develop monitoring standards for Division Local Services field operations
- 72 - 73 **PROGRAM & FISCAL AUDITING**
 --expand auditing efforts beyond internal operations
- 73 **ACCREDITATION**
 --accredit four additional facilities
- 74 **MANAGEMENT INFORMATION SYSTEMS**
 --implement recommendations selected from STATE I, a study of many of the agency's information systems
 --conduct a similar study of the Local Services information systems
- 75 - 76 **STAFF DEVELOPMENT & TRAINING**
 --implement training standards for new direct care staff
 --establish training standards for facility administrators and support staff
 --provide cultural awareness training

APPENDIX A

ORGANIZATIONAL STRUCTURE

HISTORICAL DEVELOPMENT

The New York State Division for Youth, established as the temporary New York State Youth Commission by Chapter 556 of the Laws of 1945, has developed into the oldest, most comprehensive youth serving agency in the nation.

In 1960, the powers and functions of the State Youth Commission were transferred to the Division for Youth, together with the added responsibility to develop facility programs. The new functions involved the development of residential programs as alternatives to placement in a state training school. The operation of the state training schools and auxiliary services was transferred from the Department of Social Services to the Division for Youth in 1971.

Since 1971, certain additional responsibilities have been added while other responsibilities have been legislatively refocused. Specifically, in 1971 the Division was authorized to operate the existing juvenile detention system and to develop regulations for the secure and non-secure detention facilities. In 1973, the laws on detention were amended to require that detention facilities be approved by the Division and operated in conformity with its regulations. In 1976, the Division was given authority to certify detention facilities.

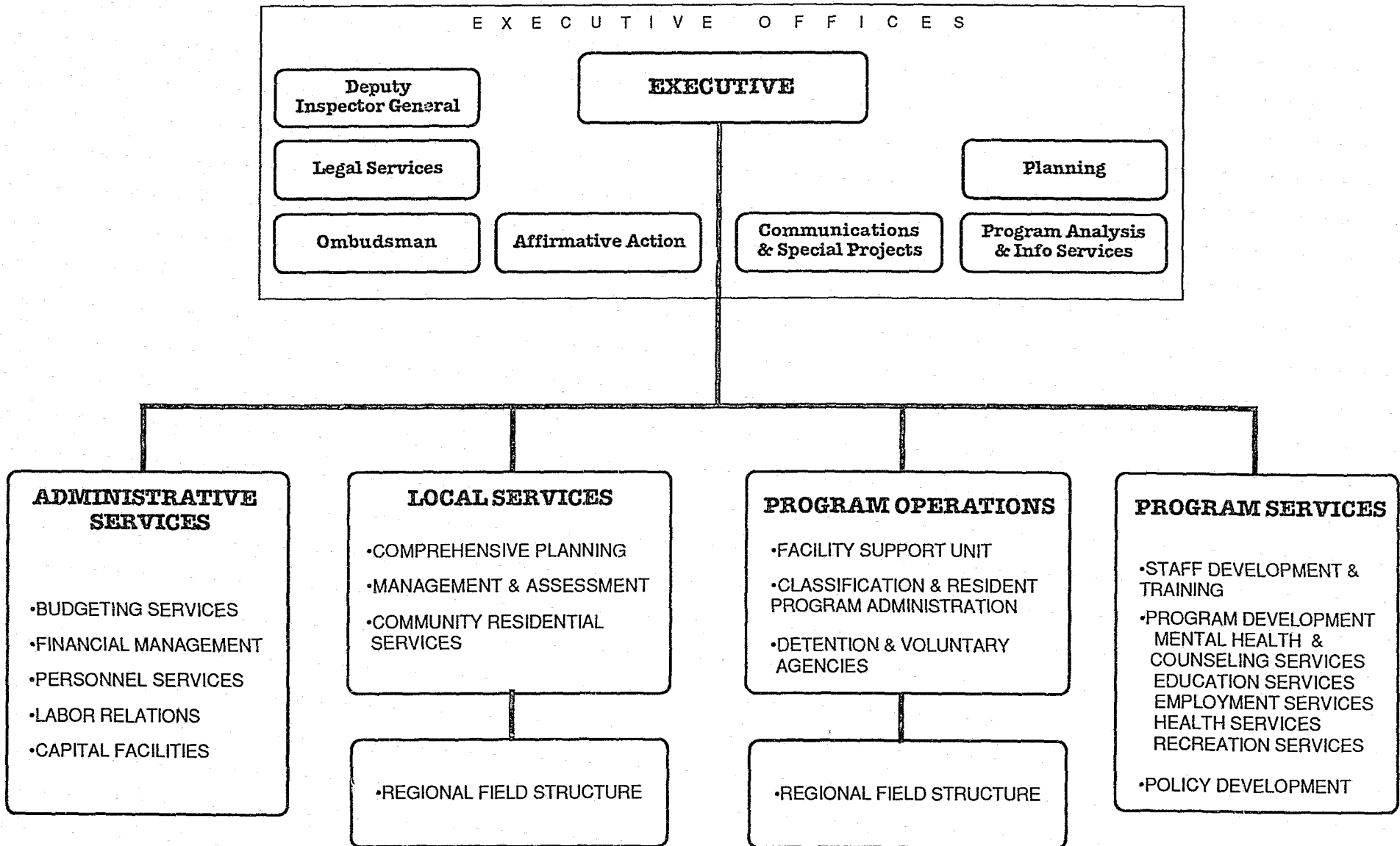
The Division was also granted the authority to maintain existing secure facilities and to establish, operate, and maintain additional secure facilities for certain juvenile delinquents (1976) and was required to maintain secure facilities for the care and confinement of juvenile offenders (1978).

In addition to these functional roles, the original alliance between the Division for Youth and the political subdivisions and municipalities of the State was strengthened by passage of Chapter 1000 of the Laws of 1974. This statute encouraged the development of County Comprehensive Planning for Youth Services, thereby enabling the Division to move toward the development of a truly comprehensive youth service delivery system. The Youth Initiatives Act (1978), the Runaway and Homeless Youth Act (1978) and as amended (1985), and the Special Delinquency Prevention Program (1978) added targeted programs which provided additional funding and focus for the Division and local municipalities.

It is through these and other developments that the Division's roles and responsibilities within the major youth service networks and systems have evolved.

Division for Youth Organization Chart

September, 1986



DESCRIPTION OF AGENCY MANAGEMENT STRUCTURE

The historical development of the Division's role in the community youth service, residential child care, and criminal justice systems has been accompanied by the development of specific management requirements and responsibilities.

The Division is organized into five major units, differentiated according to functional roles and responsibilities. These units are the Executive Office, Administrative Services, Local Services, Program Operations, and Program Services .

The Director's Executive staff, comprised of the Deputy Directors and Executive Office Unit heads, provide policy and management recommendations to the Director. The major goals of each of the organizational units are discussed at this level, ensuring consistency with agency goals and objectives. The Executive staff is, therefore, the major mechanism for intra-agency coordination and planning and constitutes the base for the strong centralized leadership necessary to maintain and improve the Division's statewide organization.

EXECUTIVE OFFICE

The function of the Executive Office is to ensure the effective and efficient pursuit of the Division for Youth's mandates. Ultimate responsibility for programs and policies resides with the Director, who in conjunction with the Executive Deputy: establishes youth service policies, priorities, and standards to ensure that the agency's resources are effectively utilized; provides the public and elected officials with appropriate/accurate information relating to the Division's activities and goals; and promotes a legal mechanism which balances youth rights with public interest. The Executive Office assures the fulfillment of these responsibilities through the administration and direction of the following central staff units:

Legal Services

The major responsibilities of this unit includes litigation, legislation, review and preparation of contracts, legal opinions, and memoranda of law, provision of assistance in formulation and promulgation of agency rules, regulations, policies and procedures, and representation of the Agency at various due process hearings mandated by statute or court stipulation. Legal Services also assists the Office of the Attorney General in Court of Claims matters and litigation affecting the Division.

Planning

The major responsibilities of this unit include the development of the agency's annual plan and control of the long-range planning process. The Planning Unit ensures that the planning activities within each of the agency's major organizational units are coordinated and consistent with agency policies and strategies, provides staff support to the Director and Deputy Directors on planning issues, and develops the necessary foundation for planning within the agency.

Affirmative Action

The major responsibilities of this unit include encouraging recruitment, hiring, retention, training, and promotion of protected class individuals; reviewing personnel practices affecting minorities, women, Vietnam veterans, and disabled workers; monitoring the agency's participation in the Minority and Women Owned Business Enterprise program; and providing technical assistance in contract compliance related to equal opportunity standards for programs funded through Local Services.

Program Analysis & Information Services (PAIS)

The major responsibilities of this unit are to provide operational and analytical support for the Division. PAIS develops and maintains the Division's information systems and performs social science, operations research and technical planning studies to assess organizational problems, measure program effectiveness and support program and construction planning. PAIS staff also secure federal and local revenues and reimbursements for cost of care of Division clients.

Communications and Special Projects

The major functions of this unit include public relations, information, community involvement, and publications development. This unit is responsible for communicating the Division's philosophy, goals, programs, and accomplishments to the general public through a variety of media and community based approaches. The unit responds to inquiries from the public and media, prepares news releases, develops public information materials pertaining to overall agency objectives, and both encourages and coordinates citizen participation in agency activities and events.

Office of Deputy Inspector General

The Office of the Deputy Inspector General has agency-wide responsibility for the auditing of direct and contractual agency programs and services to ensure compliance with established policies and procedures, financial guidelines, state law, and contractual terms. The Office is organized to conduct on-going program, management, and fiscal audits on both an exception and routine basis.

Ombudsman Program

The Ombudsman Program provides an independent monitoring system for the legal rights of youth under the jurisdiction of the Division and provides a grievance mechanism for each youth.

ADMINISTRATIVE SERVICES

The function of Administrative Services is to ensure that sound fiscal budgeting, personnel, labor relations, and capital construction and maintenance practices are developed and implemented in a comprehensive fashion to carry out the goals of the agency. This is accomplished through five major units: Budgeting Services, Financial Management, Personnel Services, Labor Relations, and Capital Facilities.

Financial Management

The Financial Management Unit provides central finance support for all Division operated and administered programs. It provides for purchasing and payment for all Division supplies and materials as well as employee travel reimbursement.

Finance Direction and Control -- Provides leadership and direction to the agency's finance system, designs computerized accounting procedures, maintains expenditure reporting systems, prepares claims for review and computes per diem rates for county operated detention facilities and Division operated residential centers.

State Aid and Contract Management -- Audits and reimburses claims for Youth Development and Delinquency Prevention, Special Delinquency Prevention Programs, Special Legislative Programs, Residential Care in Voluntary Agencies, Secure and Non-secure Detention Care. This unit also collects revenue from counties for care provided by DFY residential facilities and regional secure detention centers.

Personnel Services

The Personnel Services unit is charged with facilitating the staffing of the Agency's services with a qualified, appropriately compensated, and productive workforce. Major functions contributing to this effort are the following:

Recruitment and Selection -- Identification and solicitation of qualified employment candidates and the administration of State and agency interview and selection policies and procedures.

Merit System Administration -- Establishment of position titles and salary grades, the management of appointments, and the administration of personnel changes and employee rights in accordance with Civil Service Law.

Payroll Administration -- Management of the timely preparation of payroll documents resulting in prompt, proper, and accurate salary payments and deductions to employees.

Employee Benefits Administration -- Management of performance-based salary advance programs, health insurance claims, worker's compensation claims, retirement benefits, and similar benefits afforded employees.

Labor Relations

Contract Administration -- Provides guidance, advice, and interpretation to program management on the agreements negotiated between the State and employee units.

Grievance and Disciplinary Processes -- Provides guidance and direction to programs and agency management on matters concerning employee grievances and discipline.

Labor/Management Process -- Develops and implements the Agency's plan for the joint discussion and resolution of issues of mutual concern to labor and management.

Quality of Work Life -- Coordinates Agency involvement with matters related to the quality of working life and working conditions, including employee assistance programs and health and safety issues raised by employees.

Special Inquiries -- Conducts or participates in investigations and inquiries concerning such issues as human rights violations, leave abuse, attendance, and worker's compensation cases.

Budget Services

The office provides the Agency's management with analysis, advice and the fiscal status of the agency's programs, impact of proposed changes, and provides the primary technical support in the management of fiscal resources for the Division. The office carries out these responsibilities through the following major functional areas:

Budget Development -- Coordinates and/or directs all activities related to the preparation of the Division's annual, supplemental and deficiency budget submissions. Ensures compliance with internal and external policies and guidelines, and accomplishment of agency goals and objectives .

Budget Implementation -- Allocates and monitors agency resources in accordance with the enacted budget and modifications as approved. Reviews program and legislative proposals for fiscal impact. Provides grant budget management.

Fiscal Planning -- Develops and monitors the agency's overall fiscal plan; provides an early identification of possible fiscal problems, and recommends solutions.

Capital Facilities Services

This unit's overall responsibility is the planning and implementation of a comprehensive capital program for all residential care facilities under the Division's direct jurisdiction. Its mission is to provide efficient, healthy, and safe facility environments for resident youth and staff alike, reflecting the Division's administrative policies and operational requirements.

The function is accomplished in four major areas of responsibility:

Program Planning -- Develops short and long-term program objectives; identifies appropriate policies, standards, criteria, and systems necessary to meet these objectives; and formulates all elements of individual project programs necessary for preparation of the annual and five-year capital plans.

Capital Budget Management -- Identifies and secures necessary funding for capital construction projects through the preparation and submittal of the annual Capital Budget/Five-Year Capital Plan; and administers the allocation and control process on all approved capital appropriations.

Project Management -- Oversees and coordinates the design, contractual, and construction sequences of capital project development to ensure that the objectives of scope, quantity/quality, costs, and timely delivery of the projects are achieved.

Facility Maintenance and Safety -- Formulates and implements programs in preventive maintenance and fire safety to maximize each facility's operational life at reasonable cost, without serious disruption, while maintaining health and safety code requirements.

LOCAL SERVICES

The function of the Local Services Program is to provide funding, coordination, and advocacy services aimed at fostering the positive development of youth up to twenty-one years of age. The primary method for accomplishing this is by contracting with county, city, and town youth bureaus for planning, coordinating, and grant-making/contract management services. In addition, the Division can contract with non-profit agencies for local, multi-county, and statewide youth services. Through this decentralized system, Local Services seeks to implement the Agency's mission and goals and foster statewide inter-agency coordination.

The youth service system supported through Local Services is designed to benefit youth across the State, including members of the general youth population, as well as youth involved in or at risk of becoming involved in the social service, juvenile, or adult criminal justice systems.

The focal point of the decentralized management of this system is the County Comprehensive Planning process. Established by legislation in 1974, this process requires that communities conduct youth needs assessments, set priorities, goals and objectives, and

monitor and evaluate implementation. This process provides goal direction for local youth advocacy and community development efforts in accord with identified priority youth needs, thereby giving direction to the funding available to this system. The Division for Youth is responsible for ensuring the viability of the planning process and holding the system accountable for program and fiscal integrity. This is achieved by the Local Services accountability structure through which County Comprehensive Plans (identifying local accountability mechanisms) are reviewed and approved, and through which the Division's monitoring and evaluation mechanisms provide assessment of programmatic and fiscal compliance as well as the measurement of program performance. This structure, in turn, supplies the necessary information for the Division to fulfill its responsibility to provide technical assistance to this system.

The Division is a primary source of State aid funding in support of this community-based youth service system. This includes several distinct programs, each having different eligibility requirements and target populations. The Local Services office, in partnership with the youth bureau network it supports, oversees the management of the complex, decentralized, statewide system. Primary among its responsibilities is holding the Youth Boards and Youth Bureaus accountable for appropriately identifying and addressing priority youth needs. In addition, Local Services has responsibility for the programmatic and fiscal integrity of discretionary programs which are under direct contract with the Division for Youth.

To implement this system effectively, Local Services is organized into four functional units: The Comprehensive Planning Services Unit, the Management and Assessment Unit, the Community Residential Services Unit, and Regional Field Services.

Comprehensive Planning Services

The major role of this unit is to develop standards for the county comprehensive planning process; to provide technical support to Division field staff, youth bureaus and service providers and to monitor county comprehensive plans. The unit also acts as a youth service information clearinghouse and develops and publishes planning and program support materials.

Management and Assessment Services

This central support unit combines monitoring, assessment, and administrative / management functions for Local Services. One major role of this unit is to provide statewide administration resources for personnel, contract management, data processing, and for program audits of contract services. A second major role is to provide resources to guide and train field and regional staff in monitoring youth bureaus and programs, focusing on general policy compliance and fiscal and contract management.

Community Residential Services

This unit provides technical assistance, development, and oversight for community residential programs currently providing services to over 22,000 youth annually. Major tasks include the review of local runaway plans, the certification of residences for runaway youth, the development and oversight of community-based organization residential programs, developing a network of services for homeless youth ages 16-21 and services provided by communities for youth returning from residential programs to community living.

Regional Field Services

The regional field structure of Local Services is organized into five regions. Each region is headed by a Regional Director, and includes program management staff who are assigned oversight responsibilities to specific counties. The regional staff work closely with youth bureaus to stimulate the development of, or maintain the existence of cross-system

approaches to prevention and community development. Although ultimately every community must meet its own youth-related challenges and responsibilities, the Division provides leadership and support to their efforts. Toward that end, staff work in communities as enablers, coordinators, resource providers, and facilitators, helping to build bridges between and among community sub-systems for the benefit of youth. They also work to enable the youth bureaus to become the major policy voice for children and youth services within the community.

PROGRAM OPERATIONS

The function of Program Operations is to manage the network of residential and aftercare services for court placed youth. In addition, Program Operations provides oversight to locally-operated juvenile detention programs and certain privately operated residential programs.

Residential Care Services are organized according to a Level System which groups similar facilities by program and physical characteristics, permitting appropriate placement of youth. This system is divided into the following levels of care:

Level I -- Secure Centers -- characterized by physically restricting construction, hardware, and procedures including security fencing and security screens. All services are provided on-grounds. Youth admitted include juvenile offenders and Title III juvenile delinquents.

Level II -- Limited Secure Centers - highly structured programs with virtually all services provided on-grounds. Youth are closely supervised. Off-grounds activities and home visits are limited and usually accompanied by staff. These centers may admit only Title III JDs.

Level IV -- Noncommunity-Based Facilities -- moderately structured programs for youth who need to be removed from the community but are not high security risks. Supervised off-grounds activities are an integral part of these programs. These centers may admit all categories of juvenile delinquents, PINS, youth placed as a condition of probation, or youth placed pursuant to section 358a of the Social Services Law.

Level V -- Youth Development Centers -- specialized community-based programs configured and staffed to provide the entire array of services to youth within their community-based structure. These centers may admit juvenile delinquents, persons in need of supervision, youth placed as a condition of probation, and nonadjudicated youth placed pursuant to section 358a of the Social Services Law.

Level VI -- Group Homes, Special Residential Homes, and Urban Centers -- small residential units which use community resources to provide many of the needs of the residents, such as education, medical/dental, recreation, etc.. Residents are allowed frequent and unescorted access to the community. These centers may admit juvenile delinquents, persons in need of supervision, as a condition of probation or non-adjudicated youth placed pursuant to section 358a of the Social Services Law.

Level VII -- Foster Homes and Alternative Home Resource Programs -- serve youth who have been placed with the Division but who can function in an alternative home situation. These programs may admit juvenile delinquents, persons in need of supervision, youth placed as a condition of probation, and non-adjudicated youth placed pursuant to section 358a of the Social Services Law.

Aftercare services are community services provided to youth, either released from the Division's residential programs or diverted from institutionalization who remain in their own home or community. Such services include advocacy, counseling services and are accomplished through Youth Service Teams. Youth Service Teams are responsible for case management from initial placement through return to community and discharge from the Division. This responsibility is for youth placed with the Division within Division-operated facilities or with privately operated residential programs.

This system is directly operated through a Regional Field Structure which is responsible for day to day operations of the Division facility and non-residential programs. Five regions divide responsibilities along geographical lines and coordinate habilitative activities with the Division's Local Services staff involved in community delinquency prevention and youth development efforts. Each is managed by a Regional Director with the assistance of District Supervisors. These managers oversee facility and program operations, ensuring the consistent implementation of policy and provision of services to youth placed with the Division. The Deputy Director centrally manages Program Operations with the assistance of three central support units: Facilities Support, Classification and Resident Program Administration, and Detention and Voluntary Agencies.

Facilities Support Unit

This is a support unit with broad-based responsibility for technical assistance to all Division residential programs and youth service teams. It initiates and coordinates the development of policies and procedures pertinent to facility operation and program activities to ensure standard operation, program effectiveness, and quality of care. The unit also coordinates the Division's Child Abuse Reporting/Monitoring System, monitors secure detention placements, and coordinates the Division's foster care program.

Classification and Resident Program Administration

This Unit currently provides administrative support for legal and regulatory requirements associated with Juvenile Offenders, restrictive and classified case coordination, and use of room confinement and mechanical restraint. Direct responsibilities include the assignment, movement, and transfer of youth to and from secure centers (including emergency "Fenner" transfers), management of the resident disciplinary and Time Allowance Committee procedure, and the fulfillment of Youth Grievance Appeals Process requirements. Juvenile Offender responsibilities include sentence computation, Temporary Release Program oversight, interagency movement, and management of parole violator referrals. The function of this unit will be expanded to include oversight for youth placement and movement when the Agency's classification system becomes operational.

Detention and Voluntary Agency Programs

This Unit is responsible for carrying out two of the agency's principal mandates. It oversees the statewide juvenile detention system and provides technical assistance to private residential child-caring agencies serving adjudicated youth. Additionally, the Unit is responsible for implementing the Interstate Compact of Juveniles.

The fundamental responsibility of the Detention Services Unit is to carry out the Division's mandated regulatory authority with regard to locally operated, county juvenile detention facilities. In the broader context, the detention unit also provides technical assistance to local detention administrators and to state and local, public, and private agencies. In addition, the Unit is responsible for authorizing the placement of any juvenile in an adult jail. It also is responsible for conducting investigations of child abuse and maltreatment allegations involving juvenile detention facilities.

The Voluntary Agency Services Unit is responsible for providing consultation and technical assistance to private residential child care agencies and negotiating, developing, and overseeing contracts with these agencies for the provision of care for DFY youth. It also advises and assists referral agencies in the search for appropriate placements. The Voluntary Agency Services Unit shares responsibility with the State Department of Social Services for those private child-caring agencies which serve a significant number of JDs and PINS including:

- Participation in the establishment of standards and regulations for the operation of the facilities.
- Inspection and supervision of programs.
- Enforcement of promulgated standards.

Finally, the Unit is responsible for the Interstate Compact on Juveniles, since the Division is the designated State Agency responsible for overseeing the administration of this Interstate Compact. The purpose is to provide for:

- The interstate cooperative supervision of delinquent juveniles on parole (aftercare) status.
- The return, from one state to another, of delinquent juveniles who have absconded from a placement facility or from a custody authority.
- The return, from one state to another, of non-delinquent juveniles who have run away from home.

PROGRAM SERVICES

The function of Program Services is to ensure the provision of appropriately designed and accessible youth services and programs which effectively offer opportunities for positive youth development for youth in the community and in Division care. To this end, Program Services develops program models for both facility and community integrated youth programs and services; coordinates the development of agency policies and procedures; provides technical assistance in the implementation of new agency initiatives; and develops and implements a comprehensive staff development and training program.

Program Services is organized into three units, each with a clearly-defined area of responsibility. These units are Staff Development and Training, Program Development, and Policy Development.

Staff Development and Training

This unit develops and implements a comprehensive system of agency-wide staff development and training in order to ensure a competent and productive work force. This is accomplished by establishing training requirements for Division employees and by developing and providing specialized training programs in support of these identified standards. Unit staff also coordinate and maximize employee participation in external training and development opportunities, such as those provided through the Governor's Office of Employee Relations, professional conferences and seminars, and courses offered by the academic community.

Program Development

This unit develops integrated models and establishes program standards for Division residential treatment programs and youth development and delinquency prevention services. It recommends agency program policy and procedures. The unit further provides technical assistance for the implementation of program designs and the resolution of site-specific problems. Program Development includes the following offices:

Mental Health and Counseling Services -- Responsible for recommending agency mental health and counseling policies and developing appropriate program models, with special emphasis on the sexual offender, the sexually abused and the chemically dependent.

Education Services -- Responsible for recommending agency education policies; and developing model remedial, bilingual, special education, health education, library, and college-level programs for the Division.

Employment Services -- Responsible for recommending agency employment policies; developing model vocational education, work experience, vocational assessment, job readiness, skills training, on-the-job training, and job development and works with both the public and private sector in the enhancement of employment opportunities for at-risk and delinquent youth.

Health Services -- Responsible for recommending agency health policies; developing health services models and health-related curricula in the areas of medical, dental, mental health, nutrition, and health education and coordinates communication with the Office of Mental Health regarding youth services.

Recreation Services-- Responsible for recommending agency recreation policies, developing initiatives and games for recreation and leisure time activities including outward bound type experiences.

Policy Development

This unit coordinates the development of Agency policy and procedures, the implementation of nationally recognized standards of treatment for youth, and Agency accreditation.

APPENDIX B

PROGRAMS FOR YOUTH

INTRODUCTION

This section contains a description of the broad continuum of youth development services provided by the Division. The Division's major programs, the types of services provided, and the characteristics of the particular youth that each program serves are included. The range of programs is extensive, including programs designed to serve the general youth population, youth most in need, and youth who have been removed by the court from the community.

LOCAL SERVICES PROGRAMS

The Division for Youth's Local Services Program consists of a series of programmatic initiatives designed to promote positive youth development within New York's diverse communities. Through these initiatives, the Division assists local governments and community organizations to engage in a full complement of locally initiated prevention and remediation strategies. These strategies are designed to supplement, enhance, and connect the work of the community's foundation institutions--the family, the school, religious groups, civic organizations, and basic public services. As a result, the particular array of services and activities undertaken varies considerably, covering a broad range of diverse program approaches to meeting the needs of youth.

YOUTH BUREAUS

To plan and coordinate the particular community's youth development strategies, county and municipal youth bureaus have been established. Youth bureaus bring together community leaders and other members of the community concerned about youth (including youth themselves) to develop a comprehensive plan of action to address the needs of children and youth. This comprehensive planning process serves to identify priorities and provide direction for the particular prevention and remediation strategies the community chooses to carry out.

Three basic kinds of strategies are developed:

Community development and youth advocacy strategies -

- to deal with the conditions in the community that create problems;
- to build public awareness and support behind issues important to the interests of children, youth, and families.

Coordination and networking strategies -

- to link the many fragmented community services together into an integrated service delivery system.
- to plan on a cross systems basis among the various public service systems that serve children, youth and families; juvenile and criminal justice, education, health, mental health, social welfare, recreation, and others.

Provision of services strategies -

- to nurture and support service programs that effectively address the priority needs of children, youth, and their families.

The specific strategies that are carried out depend on the particular priorities chosen through the community-wide planning process. Local youth needs and available community resources are identified, programs are evaluated, possible strategies are researched and designed. The intent is to assure the best possible use of all available resources to promote the well-being of youth. The strategies chosen include a wide range of approaches that address both the developmental needs of the general youth population as well as remedial interventions with youth and families experiencing difficulties.

Vandalism, shoplifting, and other more serious acts of delinquency; drug abuse, teen alcoholism, teen pregnancy, runaways, teen suicide, child abuse, school dropouts, truancy, and the many other problems associated with growing up today are all serious public concerns involving youth. Often the community is called to action when a particular episode or situation catches the attention of the local media or a local leader. The immediate desire is often for some kind of quick remedial or punitive response to the incident. The youth bureaus serve as a community mechanism which allows the matter to be examined in more comprehensive terms. Because the comprehensive planning mechanism is in place, youth bureaus are able to provide support for this immediate outcry of concern and can develop appropriate strategies to address the issue and convert the immediate concern to longer term on-going community efforts.

Where local plans demonstrate a need, support can be provided for a variety of administrative or coordinative activities such as referral services, newsletters, and other public information tools, information clearinghouses, and others. Communities in which this type of program might be appropriate include those lacking in the fundamental mechanisms which create linkages and enhance communication among youth service providers.

Youth service programs, the most visible and prolific of the strategies used by the State's communities to address youth needs, are described in more detail below.

YOUTH SERVICE PROGRAMS

In partnership with the Division, New York State's communities operate a wide variety of youth service programs designed to promote the positive development of youth. Most have both a prevention and remediation focus. They offer some form of personal skill or self esteem building experience as well as corrective or remedial efforts related to particular needs or problems. Some are designed to serve all youth in the community; others serve a discrete age groups, particular neighborhoods, interest groups, or specific populations in need. Some are time limited or seasonal.

These programs can be divided into the following broad service categories:

a. Recreation/Leisure Time - Common examples of this category of programs include summer park and playground activities, youth clubs, recreation centers, individual and team sports, performing arts, arts and crafts, and day camps. In general, they serve the youth population at large in the community and provide opportunities for enhancing positive self concept, developing relationships with peers, physical development, teamwork, achievement, and a chance to just relax and have fun.

b. Education - Common examples of this category of programs include cultural enrichment programs, institutional field trips, tutoring, remedial education, alternative schools, and general equivalency programs. Some educational programs are for the general population but most are for populations with special needs such as school dropouts, learning disabled, emotionally disturbed, and other youth with handicapping conditions.

c. Employment - Common examples of this category of programs include job readiness training, work experience programs, apprenticeships, job banks or placement services, youth-run businesses, and job development programs. Programs are designed for both the general youth population as well as those with special needs. Many programs are targeted to assist youth who are at high risk of public system dependency (e.g. low income youth, youth in high risk neighborhoods, teen parents, and youth leaving institutional care).

d. Health - Common examples of this category of programs include: health information services, first aid instruction, nutrition, education, venereal disease screening, prenatal care, family planning services, and physical rehabilitation. Some programs are for the youth population at large; most, however, are for distinct target populations (e.g. poor families, sexually active teens, teen parents and their children, physically disabled, etc.).

e. Family Life and Youth Development- Common examples of this category of programs include: family counseling, child abuse and neglect prevention and intervention, domestic violence prevention and intervention, parenting education, latchkey services and youth participation, empowerment and council formation. Although most of these programs are targeted for specific population subgroups (e.g., single parents, latchkey children, families in crisis), a number of them are offered to the community at large.

f. Alcohol/Substance Abuse- Common examples of this category of programs include alcohol and substance abuse prevention education, alcohol and drug counseling, and alcohol and substance abuse support groups. These programs are generally targeted for those communities at greatest risk of having their youth become involved in such activities.

g. Residential Services-Programs in this category provide basic life support services such as food, clothing, shelter, and financial assistance. Programs that provide comprehensive services to youth out of their home are included in this category. Common examples of this category of programs include runaway and homeless shelters, transitional independent living groups and supported residences, domestic violence shelters, and foster care services. These groups are specifically targeted for those youth experiencing difficulties in their current living arrangements or who are unable to secure any type of appropriate shelter.

h. Juvenile/Adult Justice - Common examples of this category are police juvenile aid bureaus, peer courts, court diversion services, other alternatives to court involvement, and supports for youth leaving institutional placement. The target population is youth that are involved or at risk of being involved with the juvenile justice system.

i. Indirect Services Including Coordination and Training/Advocacy- Common examples of this category of programs include community education awareness, services coordination, fund raising and resource development, community organization, and research and evaluation. These programs generally serve all communities.

j. Others - Not all programs fit neatly into a single service category. Many provide a variety of services that cover several categories. Of particular note are comprehensive adolescent service programs which provide services in most, if not all, of the categories.

DETENTION

Detention is the temporary care and maintenance away from their homes of youth in the following situations:

- Youth held pursuant to Articles 3 and 7 of the Family Court Act.
- Youth held pending a hearing for alleged violation of the conditions of release from a school or center of the Division for Youth.
- Youth held pending return to a jurisdiction other than the one in which the youth is held; and
- Youth (under the age of 16) held pursuant to a securing order of a criminal court.

There are two categories of detention facilities: secure - a facility characterized by physically restricting construction, hardware and procedures; and non-secure - a facility characterized by the absence of physically restricting construction, hardware, and procedures.

Secure detention facilities statutorily provide temporary care to alleged or adjudicated Juvenile Delinquents (ages 10-15) and charged or sentenced Juvenile Offenders (ages 13-15). Non-Secure Detention facilities statutorily provide temporary care to youth (ages 7-15) who are alleged or adjudicated Juvenile Delinquents or who have been petitioned or adjudicated as a PINS. The secure detention system consists of seven secure detention institutions and four 48-hour holdover facilities certified by the Division. The Division directly operates one of the secure detention programs, a 14-bed co-ed facility located in the mid-Hudson area serving 17 counties along New York's eastern border.

There are four types of non-secure detention facilities:

1. Non-secure detention family boarding care facility - a family operated boarding home, certified by the Division, to provide care for one to six youth.
2. Non-secure detention agency-operated boarding care facility - a family-type home, certified by the Division, to provide care for one through six youth.
3. Non-secure detention group care facility - a facility, certified by the Division, to provide detention care for seven through twelve youth.
4. Non-secure detention institutional facility - a facility, certified by the Division, to provide care for thirteen or more youth.

Within the non-secure detention system, current program capacity consists of nine agency-operated boarding care facilities, seventeen group care facilities, one institutional facility, and 102 family boarding home facilities.

In general, the services provided in secure detention are more comprehensive and structured than similar services in non-secure detention. Secure detention facilities are more institutional in design and environment, while non-secure units provide a more "home-like" atmosphere, most often in large family residences. Secure detention facilities offer in-house recreation programs plus on-campus educational programming by certified teachers. Non-secure detention centers, in contrast, take advantage of off-campus recreational opportunities and community schools, plus offer normal family-style amenities.

For the calendar year 1985, there was a total of 5,427 admissions to secure detention. The average length of stay in secure detention was 18.5 days. Eighty-seven percent of the 1985 admissions were male; 26% were White, 53% were Black, 19% were Hispanic, and the ethnicity of 2% was unknown or other. Youth charged with juvenile offender offenses made up 13% of the admissions, juvenile delinquents charges accounted for 84% with 3% of the charges unknown or other.

For calendar year 1985, there was a total of 5,550 admissions to non-secure detention. The average length of stay for youth admitted to non-secure detention was 20 days. Fifty-six percent of the 1985 admissions were male; 61% White, 30% Black, 7% Hispanic, and the ethnicity of 295 was unknown or other. Youth charged with juvenile offender offenses made up .02% of the admissions, juvenile delinquent offenses accounted for 26%, PINS 69%, and 5% of the charges were unknown or other.

DIVISION FOR YOUTH RESIDENTIAL PLACEMENT INTAKE PROCESS

The Division for Youth only accepts youths placed or referred by the Family Court or sentenced by the Criminal Court. Youth Service Teams receive and evaluate all youth placed with the Division and arrange appropriate facility placements for these youth based on this assessment.

The main goal of assessment is to identify a youth's individual needs and provide the data necessary for discerning a placement decision. During assessment, interviews are conducted with the youth, the family, and the referral source. Relevant information is gathered (court records), school records, etc.). This information is collected as part of a standardized intake Assessment Data Collection Package and is the first phase in developing the "Problem Oriented Service Plan." Information collected includes objective data such as name, age, offense, and family composition and subjective information such as behavioral descriptions, psychological and intelligence data and attitudes toward family and school. During the initial appraisal, a short-term strategy of care may be developed to cover the time a youth is involved in the assessment process. Upon completion of the assessment, the material is reviewed, a placement plan is developed, and referrals are made. Placement referrals are made to either a DFY facility or to a private residential child care agency. The time available to conduct intake assessments is often limited by court stipulations and Division regulations which limit the time DFY placed or sentenced youth may be held in secure detention.

TABLE 5 Population Intake Profile of Admissions--1985

ADMISSION CHARACTERISTIC	#	1985 %	1984-85 %.Change
TOTAL ADMISSIONS	2,424	100.0	7.4
Type of Admission			
First Admission	2,008	82.8	9.2
Re-Adm. from Aftercare	286	11.8	0
New Placement with Prior Service	180	5.4	-2.8
Age			
10-12 Years	48	2.0	-29.4
13 Years	165	6.8	5.8
14 Years	479	19.8	2.8
15 Years	929	38.3	10.5
16 Years	573	23.6	8.9
17 Years	151	6.2	2.7
18 Years + over	79	3.3	17.9
Sex			
Male	2,013	83.0	7.8
Female	411	17.0	3.4
Ethnicity			
White	884	36.5	6.1
Black	1,145	47.2	10.5
Hispanic	380	15.7	3.0
Other	15	0.6	-16.7
Adjudication			
Juvenile Offender	264	10.9	-0.75
Juvenile Delinquent	1,634	67.4	5.6
PINS	374	15.4	9.0
Youthful Offender	70	2.9	34.6
Other	82	3.4	70.1

DIVISION FOR YOUTH RESIDENTIAL CARE SYSTEM

Program Services

The Division for Youth operates a range of program services to support its residential care system. These services provide youth placed in the Division's custody with basic life skills and promote the attitudinal and behavioral changes necessary for them to successfully return to their community as law-abiding clients. The key programmatic services used to pursue that goal are education, employment, mental health and counseling, and health services.

Educational Services - The youth placed in the Division's care have a wide variety of educational needs. The majority of Division youth are two or more years behind in academic grade level. Many are not motivated towards continuing their formal education. Many have histories of truant behavior. There is a broad diversity of academic needs ranging from non-readers to the post secondary level. This is further complicated by the length of time available to address these needs which varies from a few months to several years. As a result, a wide range of educational program approaches have been developed to meet the special needs of youth in the Division's care.

Youth receive necessary intensive basic skill services (IBS) in the areas of reading, math, and language arts. Effective reading and math lab models have been established that provide highly individualized experiences in small classes designed for successful experiences.

Youth who have mental, physical, emotional, or other learning difficulties which interfere with their success in regular education programs receive special education services such as special classes, transitional support services, resource rooms, and special teachers. Additional services are provided as recommended by appropriate Committees on the Handicapped.

The basic curriculum content of the educational program must be equivalent to that taught in the public schools. The Division modifies this to address individual student needs. An Individual Education Program (IEP) is derived from in-depth assessment of the student's educational needs and interests. The "Individual Education Program" serves as the vehicle for resolving educational needs identified in the youth's overall service plan.

In addition to core courses, the curriculum offers electives and special programs to address particular needs and interests of its clientele. The Division offers high school equivalency programs for older youth. Several Division for Youth facilities are certified as General Equivalency Diploma test centers. Eight Division for Youth facilities offer post-secondary courses through affiliation with both private and State-operated college programs. The Division operates four bilingual education programs to address the special educational needs of the Spanish-speaking youth population.

Given the high percentage of handicapped youth, continuous year round admissions, diverse educational levels, and the need for a stable facility summer program, the Division provides 12-month educational services.

Employment Services - The Division recognizes that if youth placed in its care are to be successfully reintegrated into the community, they need to have marketable attitudes, behaviors, and skills and access to opportunities to put those skills into practice. The Division has developed a comprehensive employment services program to accomplish this goal. It seeks to prepare youth to be successful in the labor market by helping them develop the competence needed to contend with the varied demands of the workplace. These competencies fall broadly in three areas: pre-employment/work maturity, basic education, and specific occupational skills. The following program stages have been designed to develop these competencies:

- Vocational Assessment--Each youth is initially assessed using a brief, simple "Employment Skills Assessment Battery.." This battery identifies the youth's strengths, weaknesses, and needs, measures work related attitudes; job-seeking and job-keeping skills and vocational interests. When used in combination with information on educational assessment, the battery provides a comprehensive picture of each youth's employability. This serves as the basis for prescribing a combination of occupational and educational activities tailored to each youth's particular needs. An "Employability Development Plan" is developed to translate the assessment findings into a plan of action to resolve the identified needs and problems.

- Preparation for Employment Instruction--A job readiness/career awareness curriculum is used to provide information on the world of work and future work options and on the skills necessary to find and hold a job.

- Vocational Counseling--This service is provided to assist youth in learning about themselves, occupations, and occupational decision-making. Youth are assisted in identifying problems and establishing plans to overcome these difficulties. The Employability Development Plan provides a structure for the youth to appraise themselves in this process.

- Occupational Exploration--This service is provided to acquaint youth with a variety of occupations and to experiment with a range of work environments. These exploratory experiences improve youth's work related attitudes and behaviors and provide a broad base of basic transferable occupational skills, relevant to today's labor market.

- Occupational Skills Training--Job-specific skills development is provided through both classroom and on-the-job type training programs designed to simulate as closely as possible the individual/business workplace in the real world of workers. Work experiences are provided to allow youth to put the skills learned in training to practical use. In addition, structured work experiences are under development to provide further refinement of skills for youth who have advanced through skills training.

- Job Development and Placement--For youth re-entering the community, job development and placement translates general work preparedness and prior vocational programming into employment. Youth are assisted in their job search, including assistance in convincing employers to abandon arbitrary racial, age, education qualifications and other criteria which screen out the hiring of youth, particularly those leaving the Division's residential care system. Job development and placement activities are designed to begin prior to facility release to ensure a smooth transition from Division vocational programming to community work or training experiences.

These six stages create a comprehensive employment services program for youth placed in the Division's care.

Mental Health and Counseling Services--A variety of mental health and counseling approaches are used in the Division's residential programs. The approaches address the social and psychological development of each youth. Currently, the Division is emphasizing three counseling models. Guided Group Interaction, Reality Therapy, and Behavior Modification.

Each model is being used in specifically selected facilities. The Division has also recently increased the amount of time devoted to formal counseling in scheduled individual and group counseling sessions.

Division facilities provide individual and group counseling services scheduled on a regular basis. Informal and crisis intervention counseling also occurs to accommodate spontaneous situations as well as routine circumstances. Given staff differences and intensiveness of programs, the various models of both individual and group counseling conducted for youth depend upon the composition of the group, the specific needs of the youth themselves, and skills of staff team members.

The Mobile Mental Health Team, available through special arrangements between Division for Youth and the Office of Mental Health, provides facilities with professional services on a supplementary basis including case consultations, staff training, crisis intervention, access to community mental health services, assessment and treatment.

Health Services--Youth in the Division's care receive assessment and treatment services related to their medical, dental, and mental health needs. Many youth placed with the Division have health problems that have not been adequately diagnosed or treated and which, if left untreated, would hinder the ability of the youth to function adequately.

In addition, health education is a vital service for promoting a youth's positive development. Many of the youth placed with the Division have serious drug and/or alcohol problems, most have poor nutrition habits, and one-third of the females have been pregnant. Health education is critical to helping these youth learn to make good health and mental health decisions.

Health services are delivered to youth in the Division's care and custody in three basic ways: First, on-site health services are provided by staff Physician's Assistants and Registered Nurses at 27 facilities covering 1500 beds. Dental services are provided on-site for 40 percent of youth in Division care. Services are also provided through community-based health care providers, such as private physicians, emergency rooms, or clinics. In addition, services are provided through contracts with organized health providers for comprehensive medical, dental, and mental health services to youth.

Recreation - Most youth placed with the Division have only limited skills in the use of leisure time and have a narrow concept of recreation activities. The Division believes that learning specific skills and developing an increased awareness of the use of leisure time enhances the possibility that a youth will be successfully integrated into the community.

Recreation is utilized in Division facilities as an integral part of residential programming. Division facilities integrate the various forms of recreation such as physical activities, art and crafts, and cultural activities as part of the total facility program. The Division believes recreation is an important aid for youth learning to cope, learning to use time productively, developing social and physical skills, and for general life skills training. All Division facilities provide recreation services and develop comprehensive recreation programs designed to meet youth needs on an individual and group basis.

RESIDENTIAL FACILITIES

The Division for Youth operates a residential care system as one part of an overall State residential child care system. Five other State agencies are also responsible for youth who are currently not living with their parents or legal guardians; the Department of Social Services, the Office of Mental Retardation and Developmental Disabilities, the State Education Department, the Office of Mental Health, and the Department of Health. Over 45,000 youth are served through this State system. The Division has responsibility for approximately 5 percent of the total population in out-of-home care.

The Division's residential care system is designed to serve court placed youth. The majority of Division for Youth clients are placed by the family court as a result of a Juvenile Delinquency (JD) adjudication. Youth are also placed by the family court as a result of an adjudication as a Person In Need of Supervision (PINS). Other youth are placed in the Division by the adult court system as a result of a Juvenile Offender conviction, a Youthful Offender adjudication, or as a condition of probation. The Division for Youth's residential care system has undergone a number of significant changes in recent years. The average daily population of youth placed in the Division's care and custody has increased by 26 percent from 1980 to 1985. Much of this increase is reflected in two major trends, the rapid expansion of secure facility programming and increased contracting with private residential child care agencies.

The number of youth placed in secure facilities increased rapidly following the passage of the Juvenile Offender Law in 1978, which mandated secure programming. Recent data indicate that this growth has ceased and that the placement of youth to the secure program is on the decline.

Rather than further expand State-operated facilities for the care of PINS or Juvenile Delinquents, the Division has increasingly contracted with private residential child care agencies to provide these services. From 1978 to 1984, the average daily population of youth placed with these voluntary child care agencies has increased about five times. This trend has stabilized.

In addition to the rapid growth in youth sentenced as Juvenile Offenders since the passage of the 1978 law, there have been other changes in the adjudication status of youth placed in the Division's care and custody. The average daily population of Juvenile Delinquents has increased by 26%. The population of PINS has been reduced by 11 percent. Voluntary placements and Youthful Offender placements have been reduced by 57 percent.

TABLE 6 Average Daily Population by Type of Facility and Year

	<u>1978</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Level I (Secure)	131	174	294	475	537	462	437
Levels II and IV (Limited Secure/ Non-Community-based)	709	772	805	837	868	840	876
Levels V and VI (Community-Based)	441	417	422	390	408	416	401
Level VII (Foster Care)	374	298	306	270	227	188	157
Private Agencies	<u>152</u>	<u>287</u>	<u>287</u>	<u>502</u>	<u>667</u>	<u>811</u>	<u>747</u>
	1807	1948	2114	2474	2707	2717	2618

TABLE 7 Average Daily Population by Type of Adjudication and Year

	<u>1978</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Juvenile Offenders	N/A	98	233	418	479	408	377
Juvenile Delinquents	924	1213	1317	1582	1795	1851	1777
PINS	433	409	366	320	312	356	366
Youthful Offender & Others	<u>450</u>	<u>228</u>	<u>198</u>	<u>154</u>	<u>121</u>	<u>102</u>	<u>98</u>
Total	1807	1948	2114	2474	2707	2717	2618

Level I - Secure Facilities

Secure Facilities provide the most controlled and restrictive of the residential programs operated by the Division for Youth. Secure facilities range in size from 10 to 100 beds. These facilities provide intensive programming for youth requiring a highly controlled and restrictive environment.

Access to and from secure facilities is controlled by staff and hardware. The facility is either a single building or a small cluster of buildings in close proximity to each other, surrounded by a security fence. Most secure centers have single rooms which are locked at night, are located in non-urban areas, and virtually all services are provided on-grounds.

Youth admitted to secure facilities are adjudicated either as Juvenile Offenders by the adult courts or placed as Title III Juvenile Delinquents or Restrictive Juvenile Delinquents by the Family Courts. Youth in secure centers generally have an extensive history of delinquent behavior and involvement with the juvenile justice system, including prior institutionalizations. Many exhibit serious psychological and emotional problems.

Certain residents at secure facilities are given the privilege of temporary release from facility grounds for carefully regulated periods of time for special reasons e.g. death in family, medical or dental treatment, community services program, industrial training, education, leave, or work release.

TABLE 8 **Level I Facilities**
Population Profile of Admissions -1985

Age (yrs.)	#	%	Sex	#	%
10-12	0	0	Male	284	95.9
13	1	.3	Female	12	4.1
14	18	6.1			
15	88	29.7	Ethnicity		
16	90	30.4	White	28	9.5
17	33	11.1	Black	197	66.6
18+	66	22.3	Hispanic	69	23.3
			Other	2	0.7
Adjudication			Offense		
JO	264	89.2	Felony A	19	6.4
RJD	7	2.4	Felony B	159	53.9
JD	24	8.1	Felony C	92	31.2
PINS	0	0	Felony D	7	2.4
YO	1	0.3	Felony E	6	2.0
Other	0	0	Misd. A	12	4.1
			Misd. B	0	0

Level II - Limited Secure Facilities

Limited secure facilities use less restrictive measures than the secure facilities. These facilities range in size from 36 bed centers to 120 bed training schools.

First admissions to these facilities are limited to Title III JDs who require intensive services. They are frequently transferred to less secure settings before returning to their home community. Limited secure facilities are also used for certain youth previously placed in secure facilities as a first step in their transition back to the community. Most limited secure facilities are located in rural areas and since virtually all services must be provided on-grounds, staffing includes education, child care, employment, recreational, counseling, medical, and mental health personnel.

TABLE 9

**Level II Facilities
Population Profile of Admissions - 1985**

Age (yrs.)	#	%	Sex	#	%
10-12	14	3.1	Male	431	95.6
13	34	7.5	Female	20	4.4
14	111	24.6			
15	201	44.6	Ethnicity		
16	85	18.8	White	119	26.4
17	6	1.3	Black	231	51.2
18+	0	0	Hispanic	99	22.0
			Other	2	0.4
Adjudication			Offense		
JO	0	0	Felony A	3	0.7
RJD	0	0	Felony B	24	5.3
JD	451	100	Felony C	66	14.6
PINS	0	0	Felony D	90	20.0
YO	0	0	Felony E	64	14.2
Other	0	0	Misd. A	172	38.1
			Misd. B	30	6.7

Level IV -- Noncommunity-Based Facilities

Noncommunity-based facilities consist of a variety of residential centers. Youth admitted to these centers may be adjudicated Juvenile Delinquents, PINS, placed as a condition of probation by either a family court or an adult court, or as a nonadjudicated youth placed pursuant to section 358a of the Social Services Law. These youth require removal from the community but do not pose a constant security risk. Limited trips for community activities, under close staff supervision, are an integral component of these programs. Noncommunity-based centers are most often located in rural areas.

Some of these youth have been previously placed in secure and limited secure facilities and are transferred to Noncommunity-Based facilities as part of the transition back to their own communities. In other cases, youth who have been initially placed in community-based programs and have been unable to function there are transferred to these residential centers. An important characteristic of these facilities is that they provide the most structured and the only noncommunity-based placements for PINS and youth placed by adult court as a condition of probation. These facilities occupy a pivotal, transitional position at the middle of the Division's continuum of residential services.

TABLE 10

**Level IV Facilities
Population Profile of Admissions - 1985**

Age (yrs.)	#	%	Sex	#	%
10-12	6	1.4	Male	379	90.0
13	23	5.5	Female	42	10.0
14	74	17.6			
15	199	47.3	Ethnicity		
16	101	24.0	White	154	36.6
17	18	4.3	Black	202	48.0
18+	0	0	Hispanic	62	14.7
			Other	3	0.7
Adjudication			Offense		
JO	0	0	Felony A	0	0
RJD	0	0	Felony B	9	2.4
JD	370	87.9	Felony C	40	10.8
PINS	28	6.7	Felony D	71	19.2
YO	21	5.0	Felony E	48	13.0
Other	2	0.5	Misd. A	164	44.3
			Misd. B	35	9.5

Levels V, VI, and VII -- Community-Based Facilities

Community-based facilities are composed of Youth Development Centers (Level V), Group Homes (Level VI), and Foster Care (Level VII). All of these facilities make extensive use of community resources to provide the range of services youth placed with them require.

Youth admitted to these facilities may be adjudicated Juvenile Delinquents, PINS, or as a condition of probation placed by the adult courts, or as nonadjudicated youth placed pursuant to section 358a of the Social Services Law. Community-Based facilities are also used to transition youth from more restrictive placement settings toward re-entry into the community.

Youth Development Centers -- Level V

Initially conceived as an alternative intervention for youth with drug-related problems, the youth development centers (YDCs) have evolved to serve a more varied clientele. The adjudication status of youth in the YDCs has changed significantly over the years from one of predominantly nonadjudicated youth (voluntary placements) to a current population of predominantly adjudicated Juvenile Delinquents.

Youth development centers are configured and staffed to provide the entire array of services to youth within their community-based structure. As youth progress to more responsible levels, they are placed in satellite units within the YDC complex with regular houseparent coverage. One such unit, located in Syracuse, serves pregnant adolescent girls who have been placed with the Division.

The staffing of youth development centers is the most varied of the Division's residential facilities. In the residential component, staffing ranges from houseparents in the seven-bed units to shift coverage in the larger units.

Group Homes and Special Residential Homes - Level VI

These homes are seven to ten bed units located in residential neighborhoods across the State. Youth in these homes require removal from their own homes, cannot function effectively in unsupervised alternative settings, need professional guidance and support, and can benefit from the atmosphere available in a group setting. One special center in this level, Buffalo's Elmwood Center, provides more structure and varied staffing than is normally found in a group residence.

Foster Care Services - Level VII

Foster care services include both direct admissions and youth who have been in other Division for Youth facilities and cannot or should not return to their own homes. Most youth placed in foster care programs are in the programs on a voluntary basis (they want to be there). No physical or structural security elements exist within the settings.

A small independent living program is maintained to provide youth between the ages of 16-18 who have been released from a Division residential program, with short term assistance while they complete an educational or vocational program.

TABLE 11

Levels V, VI, and VII Facilities Population Profile of Admissions - 1985

Age (yrs.)	#	%	Sex	#	%
10-12	6	.9	Male	426	65.9
13	43	6.7	Female	220	34.1
14	116	18.0			
15	186	28.8	Ethnicity		
16	201	31.1	White	325	50.3
17	81	12.5	Black	257	39.8
18+	13	2.0	Hispanic	57	8.8
			Other	7	1.1
Adjudication			Offense		
JO	0	0	Felony A	1	0.3
RJD	1	0.2	Felony B	4	1.2
JD	343	53.1	Felony C	33	9.6
PINS	182	28.2	Felony D	45	13.1
YO	43	6.7	Felony E	35	10.2
Other	77	11.9	Misd. A	192	55.8
			Misd. B	31	9.0

Placement with Private Residential Child Care Agencies

Another program option available to Division youth is placement in an authorized private residential child care agency. These residential services are purchased through contracts maintained between the authorized agency and the Division for Youth or through utilizing the responsible county's contract between the agency and the local department of social services.

These placements are primarily one of two types--cooperative placement and placement for replacement. The cooperative placement is one where the only name that appears on the placement order is that of the Division for Youth and where the DFY youth service worker has the responsibility for assessment and referral to the private residential child care program. With the placement for replacement cases, the names of both the Division and the voluntary agency appear on the placement order. The family court and its associated services accomplished the assessment and referral to the private residential child care agency who has accepted the youth prior to the dispositional hearing at which the Division is assigned custody.

**TABLE 12 Division-Placed Youth in Private Residential Child Care Agencies
Population Profile of Admissions - 1985**

Age (yrs.)	#	%	Sex	#	%
10-12	22	3.6	Male	493	86.8
13	64	10.5	Female	117	19.2
14	160	26.2			
15	255	41.8	Ethnicity		
16	96	15.7	White	258	42.3
17	13	2.1	Black	258	42.3
18+	0	0	Hispanic	93	15.2
			Other	1	0.2
Adjudication			Offense		
JO	0	0	Felony A	0	0
RJD	0	0	Felony B	4	6.9
JD	438	71.8	Felony C	54	12.3
PINS	164	26.9	Felony D	78	17.8
YO	5	0.8	Felony E	62	14.2
Other	3	0.5	Misd. A	201	45.9
			Misd. B	28	8.7

Case Management and Aftercare Services

Once a youth is in placement at either a Division for Youth or private child care agency, a Youth Service Team counselor monitors his/her progress and serves as a liaison between the facility, the family, and the community. The counselor assists facility staff efforts to meet a youth's service needs as defined in the service plans and to modify such plans to meet developing needs. This ensures that the multi-dimensional needs of youth are recognized and addressed in a synchronized fashion.

The Aftercare Services include a variety of counseling and brokering services for youth who have been released from facilities and are living at home. Individual counseling is directed toward helping a youth reintegrate successfully into his/her community and to maintain law-abiding behavior.

Individual advocacy is provided by the aftercare staff to help youth obtain services for which they are eligible, such as schooling or medical help, and to help them take advantage of opportunities for which they must apply, such as jobs or scholarships. This frequently involves intervening directly on a youth's behalf to try to reduce the reluctance of some to accept or serve youth with delinquent backgrounds.

APPENDIX C

FINANCIAL STRUCTURE

LOCAL SERVICE PROGRAMS

Youth Development and Delinquency Prevention (YDDP)

Municipalities in New York State are eligible for specific amounts of State aid reimbursement for recreation and other youth service programs. The amount of eligibility is determined by a legislatively identified per capita formula. This per capita formula, in turn, is based upon the number of youth under 21 recorded in the most recently published Federal Census plus a "hold harmless" clause which guarantees that the total eligibility of any county will not fall below its 1982 State aid allocation level.

The legislative language creating the "Youth Development/Delinquency Prevention" program encourages a county's participation in comprehensive planning through an enriched funding eligibility. In addition, it allows local decisions to emphasize the funding of specific youth service programs while keeping the funding for recreation programs in perspective. The current eligibility levels for YDDP funding include:

*Counties/cities/towns/villages which choose to contract for youth services on an independent basis are restricted to a maximum eligibility allocation of \$2.75 per youth in their jurisdiction. Only \$1.45 of this amount may be spent on recreation programs, the rest being available for the funding of other youth development programs.

*Counties participating in comprehensive planning are offered an enriched formula of \$5.50 per youth including a maximum of \$2.90 for recreation. In addition, those counties which use their maximum allocation, while engaged in comprehensive planning, may also be eligible for an additional \$1.00 per youth allocation under the Youth Initiatives program, to encourage specific services which address serious youth problems.

The YDDP program also contains eligibility for the funding of youth bureaus at the county, city, town, or village level. Any county is eligible for State aid reimbursement of 50 percent of the expenditures related to the operation of a youth bureau--up to \$75,000 per year. Cities, towns, and villages with a total population of at least 20,000 are eligible for the same reimbursement--up to \$50,000 per year. Youth bureaus that have used their full eligibility for two or more years are eligible for an additional \$25,000 in State aid reimbursement.

The State aid reimbursement for these expenditures is based upon an approved County Comprehensive Plan for Youth Services, an approved program application, or contract and approved claims for municipal expenditures. The County Comprehensive Plan for Youth Services drives this and related Local Services funding programs (Runaway and Homeless Youth, Special Delinquency Prevention). The Division holds counties responsible for the adequacy of the plans through its approval process. Program applications received as part of a county's Resource Allocation Plan are approved on the basis of their focus on priorities identified in the plan, program design, and the organizational capabilities of the applicant agency.

Claims are submitted on a quarterly basis. Their approval is based upon approved program budget compliance and the allowability of involved expenditures. State aid for such reimbursement is provided through annual budget appropriations.

Special Delinquency Prevention (SDPP)

The Special Delinquency Prevention program provides up to 100 percent State funding for community-based youth services targeted at youth at risk of unnecessary or further involvement with the justice system. Program proposals are generally submitted to county youth bureaus for initial approval and to ensure consistency with the priorities of the County Comprehensive Plan. An exception exists for New York City and statewide discretionary efforts where proposals are submitted directly to the Division. Through an agreement with the State Comptroller, DFY is able to advance a substantial portion of each grant award to community organizations which would otherwise be unable to "front-end" their expenditures. This translates into cash advances of one-third for grants up to \$50,000 and one-quarter for grants over \$50,000. Since its start-up in 1978, the annual appropriation for SDPP has increased from five million dollars to a current 1986-87 appropriation of \$14,550,000 which funds over 400 youth programs.

Runaway and Homeless Youth (RHYA)

The Runaway and Homeless Youth program provides emergency shelter and crisis counseling for youth most vulnerable to victimization. The Division provides 60 percent funding for emergency assistance efforts currently in force in twelve counties (with an additional five programs anticipated in the coming fiscal year). This shared funding program requires that at least one-half of the local share for program funding consist of tax levy dollar matching funds.

Counties are eligible to apply for RHYA funds only after incorporating strategies focused specifically on the needs of this population as part of the County Comprehensive Planning process. An approved County Comprehensive Plan for Youth Services must include specific material and identify priorities related to this population before program applications may be approved. Since the inception of this program, the annual appropriation has grown from \$750,000 to \$2,409,000 in FY 1986-1987. Since RHYA funds are limited by the amount appropriated, program expansion is constrained by this set amount as opposed to per capita formula eligibility. Approval of program expansion therefore necessitates an increase in the appropriation level and must await consideration as part of the annual budgetary process. Claims submitted for reimbursement must conform with approved budgets and include only allowable expenditures.

In response to the Governor's Interagency Task Force on the Homeless in New York State, the Division's 1985-86 Budget provided \$2.2 million funding for new legislation amending the Runaway and Homeless Youth Act to provide transitional independent living support services consisting of cooperative apartments, group residences, and case management services for youth aged 16 to 21. This program is also based on 60% reimbursement but the local share need not consist of tax levy funds. The 1986-87 Budget appropriation of \$2.2 million provides for continuation of programming in the current year.

Special Projects

The Division administers a category of special projects which provide funding at up to 100 percent for specifically targeted youth programs. Unlike any other DFY funding program, the participating youth serving agency and the funding amount are specified by the legislature. The Division provides contract management functions for these grants. Annual appropriations since this program's 1979 inception have grown from \$1.4 million to the \$6.5 million which was appropriated in FY86-87 for a total of 369 special projects.

RESIDENTIAL CARE PROGRAMS

As with Local Services programs, residential care and maintenance for youth placed by the courts is a joint state-local responsibility. Generally, residential care and maintenance is

a 50/50 cost-sharing arrangement between State and County governments, however, a number of special cases exist based on types of service and type of court adjudication. Residential care is either provided directly by the State or through contract to authorized child care agencies. The following explains the cost structures for different types of services and adjudications.

DFY Operated Facilities

One hundred percent of the cost of operating group homes is absorbed by the Division. For all other Division programs, the costs are shared on a 50/50 basis between the State and county of placement. For youth placed in community-based facilities (Levels V, VI, and VII), federal funding of 50 percent may be received for youth eligible for Aid-to-Dependent Children/Foster Care (ADC/FC). In such instances, the remainder of the costs are shared either totally by the State or shared equally by the State and county of placement as described above.

Privately Operated Residential Child Care

The cost of care for all Juvenile Delinquents or Persons In Need of Supervision who are residents of authorized private residential child care facilities, regardless of the custody agency, is paid by the county department of social services responsible for the placement to this program. The county then claims 50 percent reimbursement of its charges for the state's share from the Division for Youth. The maximum allowable maintenance and medical per diem rates for each program/facility are established yearly by the State Department of Social Services and the educational per diem by the State Education Department.

When the resident is determined to be ADC/FC eligible, 50 percent of the program costs may be federally reimbursed, with the remainder of the costs shared equally by the State and the responsible county.

Detention Services

The cost of care provided for youth in either secure or non-secure detention facilities is shared by the State and county on a 50/50 basis. These facilities are not eligible for federal ADC/FC reimbursement.

There are six county operated secure detention facilities (under contract/certification with the Division), and one secure detention facility operated by the Division. The Division bills using counties for 50 percent of the cost-of-care for its Highland Regional Detention facility and also reimburses using counties 50 percent of the cost of care provided in the locally operated secure detention facilities. By cooperative agreement, the six county providers of secure detention may also offer secure detention care to neighboring counties and then bill the Division 100 percent of that cost-of-care, 50 percent of which is then recouped from the responsible county.

For non-secure detention, each county bears 100 percent of the cost of non-secure detention care and bills the Division for 50 percent. In those cases where a youth from another county is cared for, the service provider bills the responsible county 100 percent of such cost. That county may then submit a claim to the Division for 50 percent reimbursement.

Page D-2, Table 13, should read:

<u>10-15 year olds</u>						
all	50.0	53.3	50.3	68.0	84.3	73.3
index*	20.6	18.9	17.7	25.7	22.2	18.2
violent**	4.0	3.7	3.5	8.8	7.8	6.7
property	16.6	15.2	14.2	16.9	14.4	11.5
<u>16-20 year olds</u>						
all	159.0	234.0	208.0	254.4	463.3	395.2
index*	38.8	37.6	36.6	52.8	51.9	47.9
violent**	10.4	11.5	11.3	21.6	24.1	23.4
property	28.4	26.1	25.3	31.2	27.8	24.5

Page D-5, paragraph 2, line 1, should read: "In 1984, approximately **306,000** adult arrests were recorded in New York State which involved youth 16 through 20 years of age. In 1984, approximately **14,235** youth 16 through 20..."

Page D-5, paragraph 2 should read: More than **73%** of those sentenced young adult offenders were sentenced to serve time in a county jail or penitentiary. **Seventeen percent** were placed with the Department of Correctional Services. Another **9%** were placed with the Division of Substance Abuse Services.....

Page D-5, Table 17 should read:

	<u>Persons In Need of Supervision</u>	<u>Juvenile Delinquent</u>	<u>Juvenile Offender</u>	<u>Young Adult Offenders</u>
#arrests/complaints	17,089 ²	27,882 ²	1266 ⁶	305,367 ¹
#detained				
detention/jail	3,761 ³	5,352 ³	1107 ³	45,000 ^{7,8}
#placed on probation	2,711 ⁴	2,596 ⁴	36 ⁶	
#admissions/sentences				
to DSS	1,110 ²	393 ²		
to DFY	343 ⁵	1,547 ⁵	266 ⁵	85 ⁵
to County Jails/ Penitentiaries			58 ⁶	10,413 ^{7,8}
to Dept. of Corrections			105 ⁶	2,412 ⁹
to Dept. of Substance Abuse Services				1,325 ¹⁰

ERRATA

Please make the following corrections (displayed below in **bold** print) in this copy of Plan '86:

Page D-1, paragraph 2, should read "The Uniform Crime Reports indicate that during 1984 there were **382,000** arrests recorded in New York State which involved youth 10-20 years of age. As Figure 1 indicates, approximately 20% (**76,000**) involved juveniles."

Page D-1, paragraph 3, line1, should read: "Of those **382,000** arrests, approximately 20% (**77,000**) were for more serious violent or..."

Page D-1, paragraph 3, line 3, should read: "...assault, burglary, larceny, motor vehicle theft and arson. Only **5.8%** (22,000) of the total..."

Page D-1, Table 12 should read:

<u>Arrests Ages 10-15</u>	<u>#</u>	<u>10-15</u>	<u>all ages</u>
UCR Part I Serious Violent Offenses	5,000	7	9
UCR Part I Major Property Offenses	21,000	27	18
UCR Part II Offenses	50,000	66	5
TOTAL	76,000	100	7

Page D-2, paragraph 1, line 3, should read: "...adult arrests, the data indicate that youth age 10-15 accounted for **15%** of the total number of..."

Page D-2, paragraph 1, line 6, should read: "... (**50,000**) of the arrests for these young offenders were for the less serious Part 1 crimes, Youth...."

APPENDIX D

**NEW YORK STATE'S
JUVENILE JUSTICE SYSTEM**

YOUTH ARRESTS

In New York State during 1984, approximately 5% of all arrests involving youth 10-20 years of age were for serious, violent crimes.

The Uniform Crime Reports indicate that during 1984 there were 384,000 arrests recorded in New York State which involved youth 10-20 years of age. As Figure 1 indicates, approximately 20% (78,000) involved juveniles.

Of those 380,000 arrests, approximately 20% (76,000) were for more serious violent or property crimes. Those "Index" or Part I crimes include: homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson. Only 5.5% (22,000) of the total youth arrests involved serious violent offenses.

Table 12 1984 New York State Arrests by Age and Major Crime Category

<u>Arrests Ages 10-15</u>	<u>#</u>	<u>% 10-15</u>	<u>% all ages</u>
UCR Part I Serious Violent Offenses	5,000	7	8
UCR Part I Major Property Offenses	21,000	27	18
UCR Part II Offenses	52,000	66	5
TOTAL	76,000	100	7
<u>Arrests Ages 16-20</u>	<u>#</u>	<u>% 16-20</u>	<u>% all ages</u>
UCR Part I Serious Violent Offenses	17,000	5	30
UCR Part I Major Property Offenses	34,000	11	30
UCR Part II Offenses	255,000	84	28
TOTAL	306,000	100	28
<u>Arrests Ages 20 & over</u>	<u>#</u>	<u>% 20+</u>	<u>% all ages</u>
UCR Part I Serious Violent Offenses	35,000	5	61
UCR Part I Major Property Offenses	60,000	8	53
UCR Part II Offenses	618,000	87	67
TOTAL	713,000	100	65
<u>Total Arrests</u>	<u>#</u>	<u>% all ages</u>	<u>% all ages</u>
UCR Part I Serious Violent Offenses	57,000	5	100
UCR Part I Major Property Offenses	114,000	10	100
UCR Part II Offenses	922,000	85	100
TOTAL	1,093,000	100	100

The 77,000 Part I arrests recorded for this age group (10-20 years of age) represent 45% of the total number of Part I arrests for 1984 (171,000). Separating juvenile arrests from young adult arrests, the data indicate that youth age 10-15 accounted for 18% of the total number of Part I arrests for 1984. Youth in this age range accounted for 8% (5,000) of the arrests for serious violent crime, and 18% (21,000) of the arrests for major property offenses. Two-thirds (52,000) of the arrests for these young offenders were for the less serious Part II crimes. Youth 16-20 years of age accounted for 30% of the statewide arrests for Part I offenses (51,000), serious violent offenses (17,000), and major property offenses (34,000). More than four-fifths (255,000) of the arrests of youth aged 16-20 were for Part II offenses.

Table 13 Arrest Rates (Number of Arrests per 1,000 Population)

YEAR	NEW YORK STATE			NEW YORK CITY		
	<u>80</u>	<u>82</u>	<u>84</u>	<u>80</u>	<u>82</u>	<u>84</u>
<u>All ages</u>						
all	54.1	71.3	61.6	78.1	121.0	104.7
index*	11.8	11.7	9.7	15.2	15.5	13.4
violent**	3.3	3.6	3.2	6.0	6.6	6.1
<u>10-15 year olds</u>						
all	50.0	53.3	50.3	68.0	84.3	73.3
index*	20.6	18.9	17.7	25.7	23.3	18.2
violent**	4.0	3.7	3.5	8.8	8.2	7.1
property	16.6	15.2	14.2	16.9	15.2	11.2
<u>16-20 year olds</u>						
all	159.0	234.0	208.0	254.4	463.3	395.2
index*	38.8	37.6	36.6	52.8	51.9	47.9
violent**	10.4	11.5	11.3	21.1	24.1	23.4
property	28.4	26.1	25.3	31.2	27.8	24.5

*index crimes include: homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.

**violent index crimes include: homicide, rape, robbery, and aggravated assault.

The overall arrest rate in 1984 of 61.6 per thousand was 14% higher than the 58.3 per thousand rate of 1980, but represents a substantial (14%) decrease from the 71.3 rate of 1982. By 1984 arrest rates for index and violent offenses for all ages, all categories of crime for 10-15 year olds, and index and property offenses for 16-20 year olds had dropped below 1980 levels.

Arrest rates for all ages in all categories of crime decreased between 1982 and 1984. This trend is evidenced both statewide and in New York City. The arrest rate for 16-20 year olds decreased 11% statewide and 15% in New York City.

PERSONS IN NEED OF SUPERVISION

In 1984, slightly more than 17,000 PINS complaints were filed in New York State. Sixty-five percent (11,000) resulted in referrals for petition. The percentage of referrals has increased steadily from 52% in 1980.

The number of PINS youth admitted to Detention increased about 35% between 1980 and 1984. Admissions to secure detention have been eliminated, in accordance with state policy prohibiting the placement of PINS youth in secure facilities. More than 900 PINS were admitted to secure detention in 1979. The overall number of dispositions declined in 1984, despite an increase in complaints and referrals. Of the PINS adjudicated, 65% were placed on probation, 26% were placed with local Departments of Social Services and 7% were placed with the Division for Youth.

Table 14

Persons in Need of Supervision 1980-1984

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
<u>Court Intake</u>²					
#complaints initiated	15,955	15,881	16,931	15,791	17,089
#diverted	7,413	6,931	6,634	6,046	4,594
#referred for petition	8,338	9,131	10,017	9,840	11,078
<u>Detention Admissions</u>³					
#secure	43	5	3	0	0
#non-secure	2,726	3,094	3,340	3,428	3,761
Total	2,769	3,099	3,343	3,428	3,761
<u>Dispositions</u>²					
#not adjudicated	5,291	5,687	6,057	5,996	5,226
#discharged with warning/ suspended judgement	402	386	292	273	215
#adjudicated	3,684	3,866	3,631	3,735	2,605
<u>Probation Supervision</u>⁴					
#new	2,877	2,590	2,608	2,681	2,711
#carryovers/transfers	3,125	2,374	2,830	2,706	2,679
Total	6,002	4,964	5,438	5,387	5,390
<u>Placements with DSS</u>²					
#admissions	891	1,137	1,247	1,251	1,110
<u>Placements with DFY</u>⁵					
#new admissions	322	282	267	300	302
#prior service	49	29	18	20	17
#readmissions from aftercare	69	120	57	40	24
Total # admissions	440	431	342	360	343

JUVENILE DELINQUENTS

Data indicate that over one-half of the 28,000 JD complaints resulted in formal petitions during 1984. The number of alleged and adjudicated JDs admitted to secure detention increased slightly from 1983 to 1984 (4%), while remaining well below 1980 levels (-24%). Admissions to non-secure detention declined 7%, continuing a downward trend since 1981. In the Family Court process, both the number (3156) and percentage (31%) adjudicated has decreased since 1983, while increasing slightly (1%) since 1980. Of the JDs adjudicated by Family Court 60% were placed on probation, 9% were placed with the Department of Social Services, and 30% were placed with the Division for Youth. Placements with the Department of Social Services declined in number and percentage since 1982.

Table 15

Juvenile Delinquents 1980-1984

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
<u>Court Intake</u> ²					
#complaints initiated	34,589	32,266	38,002	25,331	27,882
#diverted	16,835	14,665	13,256	10,332	11,025
#referred for petition	18,400	17,466	15,057	14,935	16,214
<u>Detention Admissions</u> ³					
#secure	5,103	4,683	4,151	3,745	3,895
#non-secure	1,962	1,991	1,836	1,556	1,457
Total	7,065	6,674	5,987	5,301	5,352
<u>Dispositions</u> ²					
#not adjudicated	11,481	10,486	9,824	9,098	6,545
#discharged with warning/ suspended judgement	639	725	626	685	374
#adjudicated	5,220	5,431	5,760	5,143	3,156
<u>Probation Supervision</u> ⁴					
#new	3,330	3,096	3,145	2,926	2,596
#carryovers/transfers	4,569	3,895	3,851	3,701	3,547
Total	7,899	6,991	6,996	6,627	6,143
<u>Placements with DSS</u> ²					
#admissions	603	740	733	529	393
<u>Placements with DFY</u> ⁵					
#new admissions	1,112	1,163	1,303	1,260	1,292
#prior service	131	122	122	125	78
#readmissions from aftercare	142	146	187	168	177
Total # admissions	1,385	1,431	1,612	1,553	1,547

JUVENILE OFFENDERS

In 1984, the number of JO arrests recorded was 1,266, a slight (1%) increase over 1983 but not as high as prior years. The percentage of those arrested which resulted in an indictment has declined to 40% in 1983 (the last year for which data was available) from its highest point of 49% in 1982. The number of admissions to Secure Detention decreased by 2% from 1983 to 1984.

Table 16

Juvenile Offenders 1980-1984

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
<u>#Arrests</u> ⁶					
New York State	1,530	1,650	1,450	1,250	1,266
New York City	1,323	1,451	1,283	1,116	1,071
Rest of State	207	199	167	134	195
<u>#Admissions to Detention</u>	1,220	1,319	1,375	1,106	1,085
<u>#Admissions to DFY</u>	87	225	347	280	266

YOUNG ADULT OFFENDERS

In 1984, approximately 380,000 adult arrests were recorded in New York State which involved youth 16 through 20 years of age. In 1984, approximately 11,031 youth 16 through 20 years of age were convicted and sentenced to one of four incarcerative institutional settings (county jails or penitentiaries, Department of Correctional Services, Division of Substance Abuse Services, or Division for Youth).

More than 85% of those sentenced young adult offenders were sentenced to serve time in a county jail or penitentiary. Just over 21% were placed with the Department of Correctional Services. Another 12% were placed with the Division of Substance Abuse Services. Only 1% of this young adult offender population was placed with the Division for Youth.

When data concerning the involvement of young adult offenders in the justice system are placed in proximity with data representing the involvement of the other three categories of youth processed through the justice system, it is possible to have an overview of their total impact on the system. Table 17 presents this overview, not for correlational analysis but to enhance the perception of the breadth of the Division's opportunities for involvement on behalf of youth under the age of 21 who are involved in the state's justice system.

Table 17

New York State Youth in Juvenile/Adult Justice System-1984

	<u>Persons In Need of Supervision</u>	<u>Juvenile Delinquent</u>	<u>Juvenile Offender</u>	<u>Young Adult Offenders</u>
#arrests/complaints	17,089 ²	27,882 ²	1266 ⁶	379,935 ¹
#detained				
detention/jail	3,761 ³	5,350 ³	1107 ³	45,000 ^{7,8}
#placed on probation	2,806 ⁴	2,596 ⁴	3 ⁶	
#admissions/sentences				
to DSS	1,110 ²	393 ²		
to DFY	343 ⁵	3,080 ⁵	266 ⁵	85 ⁵
to County Jails/ Penitentiaries			58 ⁶	10,413 ^{7,8}
to Dept. of Corrections			105 ⁶	2,412 ⁹
to Dept. of Substance Abuse Services				1,325 ¹⁰

NEW YORK STATE JUVENILE JUSTICE SYSTEM DEFINITIONS

Person in Need of Supervision (PINS)--person under 16 who is habitually truant; or incorrigible, ungovernable or habitually disobedient and beyond the lawful control of his parents or legal guardian; or who violates the law prohibiting the possession of marijuana. PINS are often referred to as status offenders.

Juvenile Delinquent (JD)--person over 7 but under 16 who has committed an act which would be a crime if committed by an adult.

Designated Felony Act--any of the following acts, which if committed by an adult would constitute a crime:

<u>Ages affected</u>	<u>Offenses covered</u>
13, 14, 15	Murder 1 ^o , Murder 2 ^o , Kidnapping 1 ^o , Arson 1 ^o , Assault 1 ^o , Manslaughter 1 ^o , Rape 1 ^o , Aggravated Sexual Abuse, Sodomy 1 ^o , Kidnapping 2 ^o (involving the use or threat of deadly force), Arson 2 ^o , Robbery 1 ^o , Attempted Murder 1 ^o or 2 ^o , Attempted Kidnapping 1 ^o
14 or 15	Burglary 1 ^o , Burglary 2 ^o , subdivision (1) or Robbery 2 ^o subdivision (2) [when there is physical injury or display of a firearm] Assault 2 ^o or Robbery 2 ^o [only where there has been a prior finding by the court that such person committed Assault 2 ^o , Robbery 2 ^o , or any of the above designated felony acts]
7-15	An act other than a misdemeanor where there have been 2 prior findings by the court that such a person committed a felony act.

Juvenile Offender (JO)--a person 13 years old charged with murder 2^o (except felony murder) or a 14 or 15 year old charged with any of the following crimes for which he may be held criminally responsible:

Murder 2^o (including felony murder if the underlying crime is a JO offense), Kidnapping 1^o, Arson 1^o or 2^o, Manslaughter 1^o, Rape 1^o, Sodomy 1^o, Aggravated Sexual Abuse, Burglary 1^o or 2^o, Robbery 1^o or 2^o, Attempted Murder 2^o, Attempted Kidnapping 1^o

Youthful Offender (YO)--status available to a young adult offender aged 16-19 or a Juvenile Offender who is convicted of any crime except an A-I or A-II felony (1)², and except any armed felony unless mitigating factors or demonstrated; where there is no previous felony conviction and sentence, no previous YO felony adjudication, and no previous JD finding based on a designated felony. A YO adjudication allows ameliorative alternate dispositions (for details see JO sentencing), and is not considered a conviction.

Presentment Agency--the agency or authority which presents the case in support of a petition. The County Attorney, or the Corporation Counsel in New York City presents PINS and JD petitions, except where the District Attorney may present delinquency petitions charging the commission of a designated felony act. The District Attorney prosecutes JO cases in the adult court system.

Detention--the temporary care and maintenance of a youth away from their own home, in either a secure detention facility, characterized by physically restricting construction, hardware and procedures, or a non-secure facility. Youth under 10 years of age cannot be held in a secure detention, nor can PINS if the county has non-secure facilities available. Juveniles under 16 years of age cannot be held in adult jails.

FOOTNOTES

1. NYS Division of Criminal Justice Services, Annual Report, 1984
2. NYS Office of Court Administration, Annual Reports of the Chief Administrator of the Courts, 1980-85
3. NYS Division for Youth, Detention/Voluntary Services, Annual Reports, 1980-85
4. NYS Division of Probation, Juvenile Justice Unit
5. NYS Division for Youth, Program Analysis and Information Services, Annual Statistical Reports, 1980-85
6. NYS Division of Criminal Justice Services, Data Systems Bureau
7. NYS, Commission of Corrections, Dept. of Research
8. NYC Dept of Corrections, Dept. of Research
9. NYS Dept. of Correctional Services, Bureau of Records and Statistical Analysis
10. NYS Dept. of Substance Abuse Services, Bureau of Program Planning

NOTES:

1. Although the definition of designated felony act includes murder 1^o and attempted murder 1^o (Family Court Act section 301.2), the definition of murder 1^o (Penal Law section 125.27) excludes persons under 18 years of age from being charged with this offense, and therefore is technically not available as a charge against a juvenile.
2. Legislation enacted in 1986 (Chapter 416) excludes the crimes of rape 1^o, sodomy 1^o, and aggravated sexual abuse from those offenses for which youthful offender status is available.

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REGION IV, DISTRICT I 53 Highland Avenue Middletown, NY 10940	Horace Belton District Supervisor	(914)343-7647
REGION IV, DISTRICT II Parker Residential Ctr. R.D. No. 3, Box 130 Red Hook, NY 12571	Hal Miller District Supervisor	(914)758-6851

YOUTH SERVICE TEAMS

NEWBURGH YST 321 South Street Newburgh, NY 12550	Barbara Simmons	(914)561-5620
POUGHKEEPSIE YST 82 Washington Street 1st Floor Poughkeepsie, NY 12601	Thomas Cross	(914)471-7113

FOSTER CARE

53 Highland Avenue Middletown, NY 10940	Horace Belton	(914)343-7647
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REGION IV COUNTIES: Dutchess, Orange, Sullivan, Ulster

REGION V

REGIONAL OFFICES

REGION V Adam Clayton Powell, Jr. State Office Bldg., 14 Flr 163 West 125 Street New York, NY 10027	Josephus Nickerson Regional Director	(212)870-4117
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ORGANIZATIONAL DIRECTORY

<p>REGION V, DISTRICT 1 Adam Clayton Powell, Jr. State Office Building 14th Floor 163 West 125 Street New York, NY 10027</p>	<p>Gaspar Santiago District Supervisor</p>	<p>(212)870-4116</p>
<p>REGION V, DISTRICT 2 Adam Clayton Powell, Jr. State Office Building 14th Floor 163 West 125 Street New York, NY 10027</p>	<p>Rudolph LaMarr</p>	<p>(212)870-4116</p>
<p>REGION V, DISTRICT 3 100 Main Street Hempstead, NY 11550</p>	<p>Gwen Jones District Supervisor</p>	<p>516-485-2064</p>
<p>163 West 125 Street 14th Floor New York, NY 10027</p>	<p>Gwen Jones</p>	<p>(212)870-4116</p>
<p>SPOFFORD PLACEMENT UNIT 1221 Spofford Avenue Bronx, NY 10474</p>	<p>Timothy Walther</p>	<p>(212)991-9300</p>
<p>AWOL & TRANSPORTATION UNIT 470 East 161 Street Bronx, NY 10451</p>	<p>Henry Acosta (AWOL) Adam Battles (Trans)</p>	<p>(212)993-5350 (212)993-5350</p>
<p>DETENTION LIAISON 30 South Broadway Yonkers, NY 10701</p>	<p>John Clancy</p>	<p>(914)963-6377</p>

YOUTH SERVICE TEAMS

<p>DISTRICT I INTAKE TEAM Adam Clayton Powell State Office Bldg. 163 West 125 Street Seventh Floor New York, NY 10027</p>	<p>Peter Fairchild</p>	<p>(212)870-4381</p>
<p>BRONX YST 349 East 149 Street New York, NY 10451</p>	<p>Maureen Downs</p>	<p>(212)665-5500</p>
<p>HARLEM YST Adam Clayton Powell State Office Bldg. 163 West 125 Street Seventh Floor New York, NY 10027</p>	<p>Loretta Napier</p>	<p>(212)447-1268</p>

STATEN ISLAND YST 111 Canal Street Staten Island, NY 10304	Loretta Napier	(718)447-1268
DIST. 1, SPECIAL SERVICES 270 Broadway New York, NY 10007	Al Robinson	(212)587-5231
DISTRICT 2 INTAKE TEAM 186 Joraleman Street 5th Floor Brooklyn, NY 11201	Martha Lomax	(718)855-7500
BROOKLYN YST 1406 Fulton Street Room 201 Brooklyn, NY 11216	William Miller	(718)638-6661
QUEENS YST 89-02 Sutphin Boulevard Jamaica, NY 11435	Robert Barnek	(718)291-8420
PLACEMENT FOR REPLACEMENT 186 Joraleman Street 5th Floor Brooklyn, NY 11201	Vera Jenkins	(718)638-6500
DIST.2, SPECIAL SERVICES 1406 Fulton Street Room 201 Brooklyn, NY 11216	Eileen Graham	(718)638-6500
L.I. EAST YST State Office Bldg. 4th Floor Veterans Highway Hauppauge, NY 11788	Roger Coyne	(516)360-6294
L.I. WEST YST 100 Main Street Hempstead, NY 10701	Ed Smith	(516)485-2064
YONKERS YST 30 So. Broadway Yonkers, NY 10701	Kamel Sukon	(914)963-6377

COURT LIAISONS

Brooklyn Family Court
283 Adams Street
Brooklyn, NY 11201

JoAnn DeFrancesco

(718)855-3384

Bronx Family Court
Room 613-18
900 Sheridan Avenue
Bronx, NY 10451

Carol Smith

(212)992-3600

Queens Family Court
153-30 89 Avenue
Room 156
Jamaica, NY 11432

Brenda Branch

(718)990-5645

Adult Courts
270 Broadway
New York, NY 10007

Alphonso Robinson

(212)587-5231

Manhattan Family Courts
60 LaFayette Street
New York, NY 10013

Timothy Bohan

(212)488-6317

Nassau & Suffolk Courts
1200 Old Country Road
Room B-17
Westbury, NY 11590

Saulius Navasaitis

(516)333-3066

FOSTER CARE

Adam Clayton Powell, Jr. State
Office Building
163 West 125th Street
New York, N.Y. 10027

Thalia Paige

(212)678-2345

REGION V COUNTIES: Nassau, Putnam, Rockland, Suffolk, Westchester, New York City, Bronx, Kings, Queens, Richmond

LEGAL OFFICES

REGION I 109 South Union Street Suite 302 Rochester, NY 14607	Catherine Schuth Sr. Attorney	(716)263-4343
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REGION V Adam Clayton Powell, Jr. 163 West 125 Street New York, NY 10027	Douglas Carter Sr. Attorney	(212)870-4108
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OMBUDSMAN FIELD OFFICES

REGION I 109 South Union Street suite 302 Rochester, N.Y. 14607	Roger Billyard	(716)263-4343
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REGION II 62 1/2 N. Main Street Cortland, N.Y. 13045	John A. Gee III	(607)753-7523
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REGIONS II, III 30 Watervliet Avenue Albany, N.Y. 12206	Vince O'Brien	(518)457-9383
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REGION IV 53 Highland Avenue Middletown, N.Y. 10940	Cira Martinez	(518)343-7647
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REGION V Adam Clayton Powell, Jr. State Office Building 163 West 125th Street New York, N.Y. 10027	Marian Beeler	(212)870-4108
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DIVISION FOR YOUTH FACILITIES - BY REGION**LEVEL I - SECURE FACILITIES****REGION I**

MASTEN PARK SECURE CTR 485 Best Street Buffalo, NY 14208 (Erie County)	Ruth Noriega	(716)881-7555
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REGION II

MAC CORMICK SECURE CTR R.D. No. 2 - South Road Brooktondale, NY 14817 (Tompkins County)	Warren Albrecht	(607)539-7121
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TRYON BOYS SECURE CTR P.O. Box 605 Johnstown, NY 12095 (Fulton County)	Marilyn Watkins	(518)762-2320
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TRYON GIRLS SECURE CTR Perth-Johnstown Road Johnstown, NY 12095 (Fulton County)	Jesse W. Doyle	(518)762-4681
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REGION III

BROOKWOOD SECURE CTR Box 265 Claverack, NY 12513 (Columbia County)	Thomas Pottenburgh	(518)851-3211
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REGION IV

HARLEM VALLEY SECURE CTR Station A P.O. Box 320 Wingdale, NY 12594-0320 (Dutchess County)	Robert Wiley	(914)832-6480
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GOSHEN SECURE CENTER Drawer 90 Goshen, NY 10924 (Orange County)	Joseph Bertholf	(914)294-6158
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STEVENS TEMP RELEASE CTR 128 East 112 Street New York, NY 10029 (New York County)	Tom Wills	(212)369-3500
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SECURE DETENTION

HIGHLAND REGIONAL SECURE
Detention Facility
Box 970
No. Chodikee Lake Road
Highland, NY 12528
(Ulster County)

Joseph Feniello

(914)691-7256

LEVEL II-LIMITED SECURE

REGION I

INDUSTRY SCHOOL
Industry, NY 14474
(Monroe County)

Carl W. Jutzin

(716)533-1700

OATKA SECURE CENTER
Ryder Hill Road
P.O. Box C
Industry, NY 14474-0175
(Monroe County)

Morris Bickweat

(716)533-1249

REGION II

BRACE RESIDENTIAL CENTER
Route 8
Masonville, NY 13804
(Delaware County)

Monroe Hale

(607)265-3291

LANSING RESIDENTIAL CTR
Box A
Lansing, NY 14882
(Tompkins County)

Linda Albrecht

(607)533-4262

TRYON SCHOOL
Perth-Johnstown Road
Johnstown, NY 12095
(Fulton County)

Jesse W. Doyle

(518)762-4681

REGION IV

HIGHLAND-CHODIKEE RES CTR
R.D. 1, Box 390C
Highland, NY 12528
(Ulster County)

George Harrison

(914)691-7223

PARKER RESIDENTIAL CTR
R.D. No. 3, Box 130
Red Hook, NY 12571
(Dutchess County)

Maureen Gary

(914)758-6851

REGION V

ELLA MCQUEEN RES CTR
41 Howard Avenue
Brooklyn, NY 11221
(Kings County)

William Taylor

(718)574-2911

PYRAMID RES CTR
470 East 161 Street
Bronx, NY 10451
(Bronx County)

Vacant

(212)993-5350

LEVEL IV-RURAL RESIDENTIAL CENTERS**REGION I**

GREAT VALLEY RESIDENT CTR
Great Valley, NY 14741
(Cattaraugus County)

Edward Ausborn

(716)945-3420

REGION II

ADIRONDACK RES CTR
P.O. Box 101
Schuyler Falls, NY 12985
(Clinton County)

Stephen L. Farkas

(518)643-9444

ANNSVILLE RES CTR
Rural Route 1
Taberg, NY 13417
(Oneida County)

Thomas Coultry

(315)245-1720

AUBURN RES CTR
R.D. No. 4
Pine Ridge Road
Auburn, NY 13201
(Cayuga County)

Patricia Morris

(315)253-2789

NUEVA VISTA RES CTR
P.O. Box 278
Johnstown, NY 12095
(Fulton County)

James Conkling

(518)762-0046

REGION III

CASS RESIDENTIAL CTR
Rensselaerville, NY 12147
(Albany County)

Georgette E. Furey

(518)474-2493

(518)797-3781

ALLEN RESIDENTIAL CTR
Box 18
So. Kortright, NY 13842
(Delaware County)

James O'Leary

(607)538-9121

REGION IV

MIDDLETOWN CENTER Lee Mack (914)342-3936
Box 866
Middletown, NY 10940
(Orange County)

SOJOURNER TRUTH CENTER Christine Dinsmore (914)691-7217
R.D. No. 1
Box 390B
Highland, NY 12528
(Ulster County)

REGION V

BRENTWOOD CENTER Vacant (516)667-1188
P.O. Box 1024
West Brentwood, NY 11717
(Suffolk County)

WILLOWBROOK CENTER Deborah Cuffie (718)761-6033
1133 Forest Hill Road
Staten Island, NY 10314
(Richmond County)

LEVEL V- YOUTH DEVELOPMENT CENTERS**REGION I**

BUFFALO YDC Louis C. Benton (716)882-6931
-567 Richmond Avenue
Buffalo, NY 14222

-2238 Main Street (716)834-2330
Buffalo, NY 14214

-689 Kensington Avenue (716)836-1826
Buffalo, NY 14215

-967 Jefferson Avenue (716)882-4212
Buffalo, NY 14214

-Outreach (716)881-0165
967 Jefferson Avenue
Buffalo, NY 14211

-1003 Genesee Street (716)893-6441
Buffalo, NY 14211
(Erie County)

REGION II**SYRACUSE YOUTH DEV CTR**

-3737 East Genesee Street
Syracuse, NY 13214

Charles Jones

(315)445-1454

-102 Lincoln Park Drive
Syracuse, NY 13203

(315)472-5411

-1441 So. Salina Street
Syracuse, NY 13205

(315)474-3320

-School Program
2223 E. Genesee Street
Syracuse, NY 13214
(Onondaga County)

(315)472-0921

REGION V**BRONX YOUTH DEV CTR**

170 East 210 Street
Bronx, NY 10457
(Bronx County)

Liz Giordano

(212)798-6660

**BEDFORD-STUYVESANT
YOUTH DEV CTR**

-1125 Carroll Street
Brooklyn, NY 11225

Thomas McGregor

(718)773-2041

-140 Martense Street
Brooklyn, NY 11226

(718)287-0145

-272 Jefferson Avenue
Brooklyn, NY 11216
(Kings County)

(718)638-2525

BROOKLYN HOME

-160 Lenox Road
Brooklyn, NY 11226

Cursie Alexander

(718)284-3400

-96 East 43 Street
Brooklyn, NY 11203

(718)467-3332

-198 Linden Boulevard
Brooklyn, NY 11226
(Kings County)

(718)282-4343

LEVEL VI - COMMUNITY-BASED FACILITIES

REGION I

ELMWOOD URBAN CENTER Thomas Overfield (716)885-5652
389 Elmwood Avenue
Buffalo, NY 14222
(Erie County)

ROCHESTER HOME Seabron Johnson (716)288-1400
-50 Browncroft Boulevard
Rochester, NY 14609

-2325 Elmwood Avenue
Rochester, NY 14609

-156-158 Vermont Street
Rochester, NY 14609

-373 West Avenue
Rochester, NY 14611
(Monroe County)

BUFFALO HOME William Burroughs (716)883-4446
-254 Brunswick Boulevard
Buffalo, NY 14215

-311 Minnesota Avenue (716)836-3231
Buffalo, NY 14215

-6 Cortland Avenue (716)892-9010
Buffalo, NY 14215
(Erie County)

ELMIRA HOME Nancy Crandall (607)733-0287
-612 Maple Avenue
Elmira, NY 14904
(Chemung County)

JAMESTOWN HOME Nancy Studd (716)664-6787
628 Prendergast Avenue
Jamestown, NY 14701
(Chautauqua County)

BINGHAMTON HOME
-43 Park Avenue
Binghamton, NY 13903

Walter Roscello

(607)772-9610

-61 Kneeland Avenue
Binghamton, NY 13904

-1 Ardsley Road
Binghamton, NY 13904
(Broome County)

UTICA HOME
-21 Faxon Street
Utica, NY 13501

Carol Real

(315)797-7930

-1514 Kemble Street
Utica, NY 13501
(Oneida County)

FULTON HOME
171 So. Main Street
Gloversville, NY 12078
(Fulton County)

William Perry

(518)725-2313

REGION III

ALBANY HOME
-79 Ryckman Avenue
Albany, NY 12208

Frank Winoski

(518)438-0546

-35 Taft Avenue
Albany, NY 12203
(Albany County)

RENSSELAER HOME
-26 Pawling Avenue
Troy, NY 12180

Lee Suggs

(518)272-4581

-867 Second Avenue
Troy, NY 12182
(Rensselaer County)

SCHENECTADY HOME
-150 No. Brandywine Ave.
Schenectady, NY 12307

John Charton

(518)370-7131

-360-362 Michigan Ave.
Schenectady, NY 12303
(Schenectady County)

GLENS FALLS HOME
134 Maple Street
Glens Falls, NY 12801
(Warren County)

Richard Sheridan

(518)793-9733

REGION IV

POUGHKEEPSIE HOME
-135 Academy Street
Poughkeepsie, NY 12601

Michael Thies

(914)495-8130

-69 Hooker Avenue
Poughkeepsie, NY 12601
(Dutchess County)

DUTCHESS HOME
-79 South Avenue
Wappingers Falls, NY 12590

Thomas Mitchell

(914)297-1444

-254 New Hackensack Road
Poughkeepsie, NY 12603
(Dutchess County)

ULSTER HOME
79 Andrew Street
Kingston, NY 12401
(Ulster County)

William Widholm

(914)331-6668

REGION V

BROOKLYN HOME
-657 East 98 Street
Brooklyn, NY 11236

Carla A. Ford

(718)272-3112

-663 East 98 Street
Brooklyn, NY 11236
(Kings County)

(718)272-8940

BRONX HOME
-1610 Givan Avenue
Bronx, NY 10469

Gene Brown

(212)653-1601

-3919 Wilder Avenue
Bronx, NY 10466

(212)325-5050

-1260 Commonwealth Avenue
Bronx, NY 10472
(Bronx County)

(212)931-7820

HEMPSTEAD HOME
-392 Holly Place
W. Hempstead, NY 11552

Gwen Bampfield

(516)536-2142
(516)536-2155

-73 Lafayette Avenue
Hempstead, NY 11550
(Nassau County)

(516)538-3533

ORGANIZATIONAL DIRECTORY

STATEN ISLAND HOME
 -599 Richmond Avenue
 Staten Island, NY 10302 (Boys)

Joseph Behson

(718)442-8810

-211 Holden Blvd.
 Staten Island, NY 10314 (Girls)
 (Richmond County)

WESTCHESTER HOME
 -442 Warburton Avenue
 Yonkers, NY 10701

James J. Casey

(914)476-5412

-535 South 9th Avenue
 Mount Vernon, NY 10550
 (Westchester County)

(914)668-4791

SUFFOLK HOME
 -121 North 18 Street
 Wyandanch, NY 11798

Willie Stewart

(516)643-5455

-3 Hazelwood Place
 Huntington, NY 11743
 (Suffolk County)

(516)423-4720

HARLEM HOME
 419 West 145 Street
 New York, NY 10031
 (New York County)

Joseph Dennison

(212)862-6969