

# Five Year Plan 1987 - 1991



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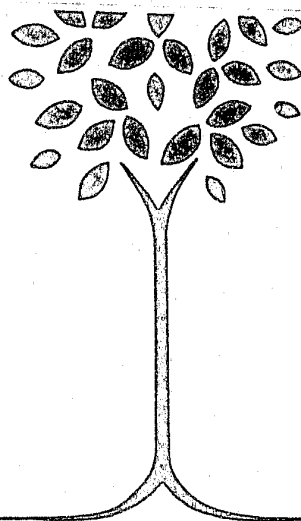
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# Missouri Division of Youth Services

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**DIVISION OF YOUTH SERVICES  
FIVE-YEAR PLAN  
1987 - 1991**

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**ACQUISITIONS**

**MISSOURI DIVISION OF YOUTH SERVICES**  
**FIVE-YEAR PLAN**  
**1987 - 1991**

**INTRODUCTION**

By requirement of RSMo 219.036, the Director of the Division of Youth Services must prepare and update a master plan covering a period of not less than five years, which outlines the structural, legislative, program, and facility changes necessary for improvement of services to children committed to the Division.

This document represents the Division's third five-year plan and will include:

- (1) the history of the agency
- (2) a review of the 1982-1986 plan
- (3) the mission statement and philosophy of the agency
- (4) goals and objectives for 1987-1991

During FY '86 the Director of the Division of Youth Services selected a committee with the assigned task of developing the next five-year plan (FY '87-'91) for the agency. Those committee members were:

Gayle Hobbs, Chair  
Bob Sneed  
Bob Kauffman  
Jim Strong  
Vicky Weimholt

The process used in the development of this document included:

- (1) the soliciting of input from other DYS staff
- (2) an assessment of both the progress and lack of progress made by the agency in the identified areas
- (3) an assessment of the Division's standing in regard to types and quality of services available to committed youth
- (4) a formulation of specific goals for the next five years

The efforts of this committee and others who were involved with this process are reflected in the following pages.

## AGENCY HISTORY SECTION

The seeds of the Division of Youth Services were planted in 1889 with the establishment of the Training School for Boys in Boonville and the Training School for Girls in Chillicothe. Much later (1926) the Training School for Negro Girls (at Tipton) was opened. Although little is known of the early operations of these programs, it is safe to assume that the primary focus was on custodial care. During the first half of the 20th century, the Training School for Boys operated with an average population of 400. Determinate sentencing resulted in lengths of stay varying from 9 months to 13 years.

With the ratification of a new state constitution in 1945, the State Board of Training Schools was established, and for the first time a statutory mandate for "rehabilitation and guidance of juvenile offenders" appears. Under this law, the training schools were considered to be educational institutions, rather than penal institutions. In 1948 additional legislation established indeterminate sentencing, age ranges (12 years through 16 years for boys and 12 years through 20 years for girls), aftercare, and merit system authority over the agency's employees. Under the state reorganization act of 1974, the Board of Training Schools became the Division of Youth Services within the Department of Social Services — where it remains to this day. Currently age ranges are 12 through 17 for both boys and girls.

Although the agency appears to be an old organization at first glance (dating from 1889), closer scrutiny reveals an agency whose oldest current program dates from 1965. Around 1970, agency administrators began an intense effort of broadening the continuum of treatment services which has carried forth to this date. Of particular importance during this expansion phase has been the commitment of the agency to a group treatment model and the commitment to smaller, more easily managed, community-based facilities.

Systematic agency planning began in the early 1970s. Early goals and objectives included the de-emphasis of large, rural institutions, the establishment of smaller treatment facilities, and the movement towards geographic regionalization whereby youth could be served within a closer proximity to their home.

The first formal five-year plan was written in 1976 by a group of six agency administrators. This plan called for a decentralized management system which would allow decision-making to occur at the lowest possible level. As a result of this plan, the agency's management structure was reorganized in 1976, and regional service delivery and management was initiated. During the time period covered by the first plan, the Training school for Girls (Chillicothe) was closed, a state-wide court diversion program was established, systemic family therapy was implemented, and five new regional residential treatment facilities were opened (Hogan Street Regional Youth Center, Delmina Woods Youth Center, Camp Pa He Tsi, Babler Lodge, and the Northwest Regional Youth Center in Lee's Summit).

The second five-year plan (1982-1986) continued the agency's direction toward regionalization, a broader continuum of treatment, and the phase-out of large rural institutions. During this period of time, the Training School for Boys (Boonville) was closed and four new residential treatment facilities were opened (Northwest Regional Youth Center in Kansas City, St. Louis Regional Youth Center, Community Learning Center, and the Northeast Regional Youth Center).

Today, the direction of the Division of Youth Services is still representative of the early beliefs in regionalization and decentralization. Whereas the original goals were most specific to residential care, as these goals were attained a natural need arose to decentralize all functions.

The agency found that with decentralized decision-making and regional programming, an improved quality of services occurred. This management philosophy also enabled central office managers to become more involved in agency planning, resource development, and lobbying. While all goals and objectives are reflective of a general direction, the scope and specificity of each goal is reflective of the level of the organization at which the goal is developed. Centralized planning involves broad agency direction, whereas local planning is more task specific.

Not only the quality of service delivery, but also the agency-wide ownership of DYS direction, philosophy, and goals is a by-product of this process.

# GOALS VS ACCOMPLISHMENTS

## 1982 TO 1986

During the last five years, DYS accomplished many of the goals which were established as part of the last five-year plan (FY'82 through FY'86). During that period, several forces which were beyond the agency's control, affected the outcomes and movement toward the plan's goals and objectives.

Most long-range plans, in great part, depend upon adequate funding for staff, equipment, and physical plants. The DYS annual budget during the period in question averaged \$11.6 million. Compared with the \$14.1 million FY'81 budget, we see that this was a period of budget-reduction and belt-tightening. Attainment of the goals and objectives of the last five-year plan was attempted while funding was undergoing a reduction of 22 percent.

Several factors explain the budget reductions during that period of time. State-wide revenue short-falls resulted in widespread budget cuts. Also, DYS funding was tied to its commitment rate — which dipped in FY'84 (see chart #2). This dip in commitment rate has been attributed to a change in juvenile court behavior subsequent to the closing of the Training School for Boys. Budget requests based upon the trend of declining population proved to be inaccurate. The commitment rate returned to "normal" after FY'84. As a result of the budget reductions during this time, the number of agency staff were reduced (see chart #3). In 1985, DYS staffing level was 28 percent lower than it was in 1982.

Bed space availability also dropped by 41 percent during the five-year period (see chart #4). At the beginning of this era, when DYS population seemed to be declining, the Department of Corrections was experiencing a population boom. Pressure to find additional beds for adult inmates assisted in the already planned closing of the Training School for Girls in 1981 and the closing of the Training School for Boys in 1983. Both of those facilities were converted into adult correctional facilities. Also during this time period, the number of group homes was reduced from 14 (in 1982) to 8 (in 1986). Park camp populations were also cut back from 30 youth per camp to 20 youth per camp in an attempt to stay within budgets and to reduce overcrowding in those facilities.

As a result of a combination of circumstances during the last five years, DYS has 29 percent fewer beds, 17 percent fewer staff, and 13 percent less budget than it had five years ago. Despite these restrictions, DYS has been able to accomplish many of the goals which were established in 1982. The following represents those accomplishments.

### **GOAL #1 — REGIONALIZATION**

The concept of regionalization was one of the original goals in the first five-year plan and will continue to be a focus during the next five years. Regionalization has become much more sophisticated during the last five years. Originally, regionalization was intended for residential care, but, as the concept has evolved, there has been a tendency to branch into management, budget, and training. On the whole, regionalization has progressed during this time period.

#### **Strategy A: Continued de-emphasis of large rural institutions.**

The closing of the Training School for Boys in 1983 saw the closing of the agency's major institution. The largest institutional program now in existence is the W. E. Sears Youth Center in Poplar Bluff. The population at Sears Youth Center continues to become more regionalized as additional bed spaces are developed within the Kansas City and St. Louis regions.

**Strategy B: Development of additional regional facilities and programs, particularly in the Kansas City and St. Louis regions.**

Accomplishments in this area include the establishment of the Northwest Regional Youth Center in Kansas City, and the St. Louis Regional Youth Center. Bed space needs still exist in these two regions.

**Strategy C: Reduction in the number of youth transferring from community-based programs into the Training School for Boys.**

This issue became moot with the closing of the Training School for Boys in 1983.

## **GOAL #2 — IMPROVEMENT OF EDUCATIONAL PROGRAMS**

Over the past five years there have been many DYS educational program improvements. DYS has taken advantage of provisions in federal law 94-142 which provides funding for special education students. With completion of the compliance plan, DYS has been able to utilize approximately \$200,000 in federal funds. These funds were used to hire teachers and to purchase equipment and supplies. During FY'86, state legislation was passed (HB 707) which provides DYS access to educational funds through the Department of Elementary and Secondary Education. Even though the passage of that legislation had no effect upon the last five years, it will have a great effect upon the next five years. Even considering all the advances made recently, DYS still needs additional educational staff, additional equipment, and improved physical plants with which to support the educational programs.

**Strategy A: Development of minimum educational standards for all DYS residential programs.**

These standards are in place. They were developed as a result of the 94-142 compliance mandate.

**Strategy B: Review and standardization of the education curriculum for DYS programs.**

Much progress has been made on the development and standardization of the educational curriculum. The curriculum is still being developed and implemented.

**Strategy C: Development and implementation of a standardized evaluation for DYS education programs.**

A standardized evaluation system has been developed and implemented for the special education programs. The performance evaluation process for DYS teachers has also been standardized and is in place. A standardized evaluation system for basic education and vocational education programs has not been developed.

**Strategy D: Development and implementation of sufficient screening and diagnostic procedures for all children placed in a DYS education program.**

Screening and diagnostic procedures have been developed and implemented.

**Strategy E: Implementation of an active individual planning process for each youth placed into a DYS education program.**

The individual planning process has been developed and is in the process of being implemented.

**Strategy F: Improved communication and cooperation between DYS, public schools, Department of Mental Health, and local courts for the purpose of developing and implementing effective education programs for youth in need of services from these agencies.**

Communication and cooperation has been improved between DYS and the Department of Elementary and Secondary Education, the Department of Mental Health, and the local courts in some areas of the state. The use of prescriptive teams, which involves representatives from the Department of Mental Health, Department of Education, Division of Youth Services, Division of Family Services, private service vendors, and local juvenile courts, has been initiated in the St. Louis and Kansas City regions to develop cooperative treatment and education plans.

**GOAL #3 — DEVELOPMENT AND COORDINATION OF COMPREHENSIVE JUVENILE DELINQUENCY PREVENTION PROGRAMS IN MISSOURI.**

This goal has not been accomplished to the extent that was originally planned. Budget restraints totally eliminated staff positions in the area of prevention, during the first half of FY'82. As a result, strategies and goals were amended. Even with prevention funds virtually non-existent during the past five years, DYS still maintained a high priority for the prevention area. During this time, DYS sustained a major effort in the areas of McGruff crime prevention, teen court, family therapy, and prescriptive teams.

**Strategy A: Development of an annual evaluation of the state's delinquency prevention programs.**

Annual statistics are compiled reflective of progress of prevention efforts. For example, during FY'85, 904 children, and during FY'86, 18,700 children participated in the DYS McGruff crime prevention programs delivered through local public schools.

**Strategy B: Development of a five-year master plan for juvenile delinquency prevention in Missouri.**

A five-year master plan has not been developed due to the elimination of DYS's prevention resources.

**Strategy C: Development of written instructional and standard-setting materials relating to state and local prevention.**

Written instructional materials are being utilized in the McGruff crime prevention programs, school consultation, and teen courts.

**Strategy D: Promotion of multi-agency approach to juvenile delinquency prevention.**

During the past five years, DYS has been involved with several agencies concerning juvenile delinquency prevention. DYS has worked with the Division of Family Services, various public schools, and various juvenile courts in cooperative training programs for staff and clients. The McGruff crime prevention program has also been utilized by DYS to work with various agencies. Teen courts and prescriptive teams are further examples of cooperative efforts between DYS and the juvenile court systems in the Kansas City and St. Louis regions.



**Strategy E: Continued request for state funding for DYS prevention programs.**

DYS is committed to prevention programs to the extent that it has, during the last five years, used existing resources to support prevention programs. DYS will continue to request prevention funding in future years. Funding has been obtained for family therapy, juvenile court diversion, and teen court. Also, special grant funding was obtained for the McGruff crime prevention effort.

**GOAL #4 — STRENGTHENING MISSOURI'S JUVENILE JUSTICE SYSTEM**

DYS has actively participated in the juvenile justice system during the last five years. Participation includes agency involvement with the Missouri Juvenile Justice Association, the Missouri Children's Services Commission, the Missouri Juvenile Justice Review Committee, and prescriptive teams. The juvenile justice system has been strengthened through closer communication between DYS and the juvenile courts and through a variety of services — for example: training of juvenile court staff, technical assistance for program development, direct services, cooperative treatment planning, and juvenile court diversion projects.

**Strategy A: Expansion of the incentive subsidy program.**

During the past five fiscal years, the incentive subsidy program has been increased (see chart #5). Along with the increase in funds, there has been an increase in the number of juvenile courts which are served by this program. There has also been an increase in the number of youth diverted from DYS commitment. The incentive subsidy program, now known as the Juvenile Court Diversion Program, remains a high priority.

**Strategy B: Increase the level of communication with agencies in the juvenile justice system.**

During the last five years, the level of communication between DYS and other agencies has been increased. Cooperative training and the sharing of resources illustrate the improved communications with the court system. Chart #7 illustrates the number of people trained by DYS staff. As can be seen, the amount of training has increased dramatically over the years.

**GOAL #5 — RE-INTEGRATION**

During the past five years, DYS has placed a great emphasis upon the process of successfully returning youth to their home communities.

**Strategy A: Increased emphasis on the families of youth committed to DYS.**

Emphasis has been increased greatly on the families of DYS youth. This emphasis is evident in the changing treatment philosophy, aftercare re-structuring, the increase in the number of family therapists, and the implementation of primary care services. As is noted in chart #6, the number of families served in family therapy has increased approximately 2½ times between July 1, 1984 and June 30, 1986.

**Strategy B: Increased emphasis on developing cooperative relations with local school districts with increased accountability of the districts who are serving handicapped and non-handicapped DYS youth.**

There has been great progress in this area, as many local school districts are working closely with DYS staff.

**Strategy C: Closer working relations with local courts to coordinate community treatment programs that could involve DYS returning youth.**

When the situation was appropriate, there were times when DYS and the local courts were involved in community treatment programs. During this time period, philosophies changed somewhat and more emphasis was placed on family therapy, when appropriate, as opposed to residential care or contractual services.

## EXTRAORDINARY ACCOMPLISHMENTS

The accomplishments of DYS during the last five years were not limited to just the planned goals and objectives. Several major accomplishments are also noted:

- (1) The development of specialty programs have not only improved the quality of treatment, but have also opened doors for other program areas that would not have been considered several years ago. Examples of these specialty programs include: the Community Learning Center in Springfield (residential treatment for learning disabled youngsters), primary care, family therapy units, and the Special Treatment Unit in Fulton (residential treatment for the emotionally-disturbed delinquent).
- (2) Training has been decentralized and trainers have been placed in each of the regions. This process has allowed the agency to greatly increase the number of people involved in DYS training effort. (see chart #8).
- (3) A child care training package and a management training package for DYS staff were developed during this time period. With these training requirements in place, the division now has standards which will ensure a basic level of training for all DYS treatment and management staff.
- (4) The Division initiated a coordinated effort with Electronic Data Processing to develop accurate statistical information to facilitate improved management decision-making.
- (5) Individualized treatment planning and individual educational planning processes were developed which facilitate the delivery of higher-quality treatment and educational services to committed youth.
- (6) Using funds generated through a state-wide capital improvements bond issue, the Division has initiated wide-ranging renovation and building projects. Also using these funds, DYS purchased Delmina Woods Youth Center, W. E. Sears Youth Center, and a permanent site for the Pa He Tsi program. In 1983, the Northwest Regional Youth Center was purchased. Owning these facilities increases the stability and long-term security of DYS residential treatment programs.

Over the five-year period, DYS has seen many changes which improve the quality of treatment services. Many of the original goals and objectives have been attained as they were originally stated, and some have been attained in modified form. The past five years have shown a need for flexibility in our long-range planning process.

# **MISSION AND PHILOSOPHIES OF THE DIVISION OF YOUTH SERVICES**

The goals and objectives developed for the next five years were derived from both the mission statement and the management and treatment philosophies of the agency.

The mission statement and philosophies of this agency are as follows:

## **DYS MISSION**

The mission of the Division of Youth Services is to enable youth to fulfill their needs in a responsible and socially acceptable manner.

## **DYS MANAGEMENT PHILOSOPHIES**

### **Organizational Commitment**

A common belief and mission is shared by all employees within the Division of Youth Services. The basic management and treatment philosophy is represented through training, program development, agency direction, and employee orientation. Channels of communication exist between the network of central office, regional office and the field in conveying organizational goals and rewards.

### **Decentralization**

The Division operates with a decentralization model of organization. General broad organizational goals and guidelines are developed in a central office location and shared with units in the field. Decisions in regard to implementation, evaluation, and overall administration of these goals are done at a local level. Feedback, questions, and results are shared back up through the lines of administration.

### **Situational Leadership**

Situational leadership is the model used by the Division of Youth Services in assessing, developing and leading the organization. Staff development and program development are considered important. Styles of leadership and interventions used in implementing programs and guiding staff are based upon the ability, willingness, education and experience of the follower. Management has a responsibility to accurately assess, train, and intervene in developing personnel and programs.

### **Training**

Training within the Division of Youth Services is considered the lifeline to the attainment of organizational goals and objectives. It is managers' means to manage and convey the philosophy, beliefs and expectations of the Division of Youth Services. Training is delivered in a variety of ways based upon the actual training need. The basic style of training is the "train the trainer" model using "learning by doing" techniques and questions as the primary teaching tools.

## **Vision**

The Division of Youth Services concentrates on constantly increasing its productivity and meeting present-day goals as well as long-range needs. Planning is essential and anticipation of youth, community, and cultural needs are considered in developing goals and objectives for the agency. Part of the staff development plan for all managers is to develop vision and the ability to see beyond present-day goals and objectives.

## **Combined Perspective**

Ideas of management staff are valued in the Division of Youth Services. Conformity is not an expectation and the combination of a variety of perspectives in decision-making and agency direction is considered healthy and productive. With a varied combination of perspectives and input being shared through lines of administration, management moves encompass the best of all worlds in the agency.

## **Balance of Growth and Stability**

Growth and change are considered the norm within the Division of Youth Services. Change has always occurred at a rate which will not negatively impact the accomplishments which have already been made. Management interventions are always made in light of their impact upon other functions and overall agency stability. Creative ways are found to combine innovation and growth with the maintenance of goals already accomplished.

## **Flexibility**

The Division of Youth Services believes in adjusting organization and program goals to meet the needs of the youth population and the needs of the community. This philosophy carries down into treatment programs where the programming is also flexible enough to adjust to a variety of situations and treatment needs.

## **Systems Theory**

The agency is looked upon as a system and decisions are made in the broad context of that system. It is evident that what will impact one program or one area will also impact another. The systems perspective makes problem-solving and assessment much easier and explainable. It also assists in the prediction of the outcomes of management decisions.

## **Integrity**

The Division of Youth Services believes that management with integrity is essential. A strong and firm management style based upon the skills and abilities of the followers, and a sensitivity to both personnel and organizational goals is required. High expectations require quality training. Long-term planning requires the sharing of perceptions. Organizational commitment requires managers who display a concern for both the task and agency personnel.

# DYS TREATMENT PHILOSOPHIES

## Least Restrictive Environment

The Division believes that the least restrictive environment should be provided to all youth. Organizationally, the movement of a child from his/her home to a more restrictive program is considered serious and such movement is evaluated through administrative checks and balances. In ensuring that all youth are treated within the least restrictive environment, indeterminate length of stay is included as an agency mandate. Youth in residential treatment facilities move at their own pace and are released from those facilities when such release is to the child's best advantage. The targeted average length of stay in a Division of Youth Services' residential treatment program is six months.

## Humane Environment

Youth are seen as the best resources in the program. It is the responsibility of the agency to go beyond control and provide a therapeutic, non-judgmental, environment within which change may take place. The uniqueness of each individual is emphasized and basic rights to food, shelter, education, recreation, health care, and counseling are recognized.

## Systems Approach

Group treatment programs are operated within the Division of Youth Services and viewed as a system. Behavior is seen as a symptom, rather than the actual problem, and resistance to change is considered, at times, a healthy response to an unhealthy situation. It is believed that youth choose certain behaviors for particular reasons, and the determination of the purpose of the behavior is the beginning of a therapeutic intervention.

## Family Perspective

The agency believes in viewing the family unit as a system and intervening in ways which keep the system intact, and which reinforce the power of the parent(s). All services are coordinated with and cognizant of the family role and importance.

## Treatment Planning

Treatment planning is seen as a key to the development of a road map for youth while they are with the Division of Youth Services. Whether involving the family or the individual youth, treatment planning provides overall assessment of strengths and needs, determination of core issues, and strategies designed to assist the client in dealing with these issues.

## Prevention

Delinquency prevention is seen as one of the responsibilities of the Division of Youth Services. A variety of prevention programs are being developed in an attempt to divert youth, and their families, from the juvenile justice system.

## Common Perspective

The following are common points which serve as a basis for treatment programming within the Division of Youth Services:

1. **Youth need structure and discipline** — youth need to know that child-care workers care enough about them to expect them to succeed. Part of this is illustrated by high expectations and staffs' willingness to enforce structure and expect the best from youth.
2. **Each youth is special and unique** — youth within DYS spend special time in evaluating their own unique qualities. Activities are structured in order to enhance this evaluation, and youth learn to see their own value as well as the value of others.
3. **It is difficult for youth to change** — all youth are naturally resistant to change and even resist positive and healthy alternatives, at times. Youth must be guided to try out new behaviors and experience success.
4. **All youth truly want to do well and succeed** — even the most resistant youth hunger for approval and acceptance. In particular, the youth within the Division of Youth Services have spent a number of years camouflaging this desire. Programs and services are structured in a manner which will tap into this universal need.
5. **All youth have needs of attention, belonging, and safety** — even the most delinquent youth has fears, insecurity and basic needs. Programs and services are expected to meet these and assist the youth in learning to meet these needs on his/her own.
6. **All youth need others** — therapeutic groups are run in a manner so as to illustrate this to the youth as well as have him experience the success of helping others — and being helped by them.
7. **Youths' emotions are not to be judged** — feelings are not right or wrong. Youth coming into the agency usually have poor communication skills and are unable to distinguish between their thoughts and emotions. They often feel very little control over their behavior and see feelings as controlling factors in their lives. Programs and services teach youth that emotions are a very important part of them — but not a controlling agent.
8. **Youth are a combination of their past and their present** — youth have learned through a wide variety of experiences before they are brought into the agency. Oftentimes their perceived negative behavior could have been a very healthy response to their particular situation or family. It is only through investigation of the past, as well as the present, that youth begin to learn and re-learn coping strategies.
9. **All youths' behavior has a purpose** — each individual youth has a variety of perceptions and reactions to certain behavior. Services of the Division of Youth Services attempt to assist the youth in investigating his/her own perceptual base, and to understand the goals of his/her behavior.
10. **Behaviors are symptoms** — the Division of Youth Services has seen that most delinquent behavior is a symptom of another, much more deep-seated problem. Services are offered to assist the youth in experiencing the feelings, or false perceptions, created in the past and then to choose alternative behaviors, which are based upon more realistic and less-distorted perceptions.

11. **Youth have a right to their different perceptions** — the combination of a variety of perceptions strengthens programming in the Division of Youth Services. All youth see things differently and benefit from beginning to understand and experience each other's perceptions.
12. **Youth must experiment and try new behaviors, succeed and fail, before actual change occurs** — much practice and support is required before integration of new behaviors can occur.
13. **Youths' perceptions are often based upon false perceptions or misunderstandings of events which occurred in the past** — very often a youth's reactions to a given situation is based upon the decision he had made in a much earlier stage of his life. Oftentimes these decisions were made with little information and a very young perceptual base. Whether it be a general belief of inadequacy, perception that the world is a dangerous place, or feelings of powerlessness, youth must experience these feelings in an attempt to evaluate their present validity before an attitudinal change can occur.
14. **Youth have actually been doing the best they can with the resources available to them** — this is a basic philosophical belief of the Division of Youth Services. Youth have very often come to our programs with very limited behavioral and emotional options. In situations they have experienced in the past, often their behavior has been very logical and understandable. Division programming attempts to assist each youth in accepting himself/herself, and then in re-evaluating his/her behavioral options.



## DYS PLAN: FY'87 THROUGH FY'91

During the process of reviewing past five-year plans, and in keeping the mission and philosophies of the agency as the guide for the current planning process, several points were made in regard to the overall direction and agency should continue to follow during the next five years.

These points, summarized, are as follows:

DYS should:

- A. provide for both the containment of youth and treatment services to youth in custody of DYS. These responsibilities should continue to be carried out in the least restrictive environment.
- B. apply increasing attention and effort to strengthening/stabilizing the core operations of the agency.
- C. build flexible programming capabilities into all expansion initiatives.
- D. as budget allows, continue to place more emphasis on prevention efforts, thereby serving a higher number of non-committed youth.
- E. engage in activities designed to educate the public concerning the agency's role in the Missouri youth services system.
- F. remain aware of current trends in the juvenile justice system and adjust plans accordingly.
- G. incorporate planning as an ongoing process within the agency.

# **DYS FIVE YEAR GOALS: 1987 THROUGH 1991**

## **I. Integrate Continuum of Care**

- A. Develop regional resources to appropriately receive and treat all youth committed — inclusive but not limited to reception services; female bed spaces; and low, moderate, and highly structured residential facilities.
- B. Define and integrate classification, education, family therapy and aftercare functions to provide interrelated treatment services, planning, and delivery.
- C. Develop goal-oriented health and recreation components in treatment services delivery system.
- D. Develop prevention program plan to aid in the expansion of prevention services and the attainment of needed resources.

## **II. Strengthen and Broaden Treatment Services**

- A. Expand treatment planning to encompass a more specialized therapeutic treatment approach.
- B. Define and establish treatment teams to ensure more integrated treatment service planning.
- C. Define and integrate multi-cultural issues into program and treatment planning.

## **III. Strengthen Public Awareness**

- A. Increase communication with state and area officials.
- B. Develop and implement an agency and regional media relation plan.
- C. Increase agency networking — nationally and statewide.

## **IV. Stabilize and Consolidate Management Services**

- A. Establish a minimum level of managerial resources — both quality and type.
- B. Develop regional and statewide data collection systems to assist in planning and evaluation of agency and regional goals.
- C. Increase management skills and standards.

## **V. Establish a Plan for DYS's Physical Plant**

- A. Purchase or negotiate long-term leases for all DYS facilities.
- B. Develop and implement physical plant standards.
- C. Develop a comprehensive, long-term plan for physical plant maintenance and expansion which addresses agency and regional goals and objectives.

## CONTINUUM OF CARE

The concept of continuum of care was first adopted in the original five-year plan. At that time, the inequitable distribution of agency services was considered the most pressing problem. Regionalization was seen as a means to better serve youth as closely as possible to their homes by committing sufficient money and resources to each of the five regions — sufficient to serve all clients committed from that area. At that time the three goals of regionalization were: a) de-emphasize the large institutions; b) develop a continuum of care designed to meet the needs of all youth within a given region; and c) develop co-educational residential treatment facilities in each region.

The 1987 through 1991 goals for regionalization deal with both the development of regional services as well as the integration of these services into a smooth service delivery system which meets the needs of youth committed, as well as being structurally interrelated in a logical and efficient treatment planning process. Continuum of care in 1987-1991 requires either the development, restructuring, or integration of all treatment functions.

The goals under continuum of care are also developed to emphasize the need for flexible program planning. Emphasis should be placed unequivocally on meeting the treatment needs of the client, and program structure and development must be reflective of this premise.

The development of a variety of treatment services within one institution, alternative uses for some facilities, and co-ed programming will be emphasized. In a time of diminishing resources, flexibility in program planning is seen as essential if we are to avoid unnecessary expansion or expenditure.

Continued emphasis on stabilization of program quality will also be emphasized. The attention to multi-cultural, health, and therapeutic issues of treatment programs will be of high priority.

In addition to continuum of care, the 1987-1991 plan again focuses upon regional prevention programs. While developed under previous plans, the introduction of regional, integrated, prevention programs will be pursued. Comprehensive regional prevention plans will be expected.

## TREATMENT SERVICES

During the next five years, treatment services will broaden to involve all areas of treatment planning into one continuum of care. Treatment teams will be further established to ensure this by defining the team as all those involved in a particular treatment case. Aftercare, education, family therapy, and others will be involved in coordinating treatment planning and the monitoring of these cases.

Treatment approach will also expand. As the agency has continued to progress from a simple behavioral approach more in depth, specialized treatment techniques have been developed. A person-focused treatment direction is necessary and beyond the problem-focused approach originally implemented in the Division of Youth Services. As the treatment sophistication of agency personnel increases, more emphasis will be placed on family roles, patterns, goals of behavior, systems, and specialized treatment issues. Treatment planning will include all necessary agency personnel while providing specialized plans reflective of clients' overall needs. Treatment planning and counseling will adjust to the needs of the client as opposed to adapting client needs to the treatment approach.

As this growth in treatment continues, new investigation and emphasis will also be placed on multi-cultural issues affecting the client. These issues will be a portion of the treatment plan and guide staff to assist clients in every aspect of their development.

The Division of Youth Services has historically been a treatment-focused agency. It is this focus that has enabled Youth Services to grow and expand with little detriment to service delivery. This focus will continue in intensity, but differ in expectation. More in depth, comprehensive and therapeutic treatment planning and techniques will be developed. Group treatment will be viewed as a means to meet individual treatment needs, however unique.

## **PUBLIC AWARENESS**

Although public awareness has been historically viewed as an important part of DYS's functioning, this plan raises this aspect to a much higher agency priority. DYS has traditionally concentrated upon the improvement of existing services and the development of additional services at the expense of political and public awareness needs.

As the emphasis of DYS has broadened beyond the traditional role of the institutional treatment of delinquent youth, and as all elements of the public have brought the use of public funds under greater scrutiny, this area has become critical.

The 1987-1991 plan focuses upon the need for planning for public awareness activities. Increased exposure in the political community and national arenas is stressed. Also, the establishment of an ongoing relationship with statewide news media is seen as being essential to further educate the public concerning DYS's function and effectiveness.

## MANAGEMENT SERVICES

Similar to past emphasis placed upon public awareness, management services in the Division of Youth Services have been highly concentrated upon maintaining and improving the quality of treatment services. The need for continued attention to these needs is recognized in the 1987-1991 plan, yet, as with public awareness, this emphasis must broaden to include other areas.

During the past five-year period, an increasing number of management systems have been developed within the executive and legislative branches of state government. These systems, encompassing the areas of personnel, budget and planning, accounting, electronic data processing, and purchasing have increased management pressure within the Division. Improvement in DYS management efficiency and effectiveness will be required to meet the challenges presented by these additional systems.

With the philosophical groundwork of regionalization and decentralization, the Division of Youth Services will continue to be, first and foremost, a treatment service organization. As emphasis on treatment continues, it must also be focused upon the agency's management functions — with a priority placed upon standards and quality.

## PHYSICAL PLANT

Until recently, long-term, comprehensive planning was not applied to the Division's physical plant. Now, with the appropriation of \$5.5 million for capital improvements, as well as the continuing need for flexible programming and consolidation and stabilization of management services, long-range planning in this area is essential.

The integration of the physical plant planning process with all other planning must occur. As agency, regional, and programmatic goals are established, the impact and requirement on physical plant must be considered. The 1987-1991 physical plant goals revolve around such planning — which addresses both agency and regional needs.

**CHART #1  
BUDGET BY FISCAL YEAR**

FY'82	\$11,985,698
FY'83	\$12,145,316
FY'84	\$11,041,542
FY'85	\$10,578,790
FY'86	\$12,303,262

**CHART #2  
YOUTH COMMITTED BY FISCAL YEAR**

FISCAL YEAR	NUMBER YOUTH COMMITTED
'82	757
'83	723
'84	664
'85	741
'86	785

**CHART #3  
NUMBER OF DYS STAFF BY FISCAL YEAR**

FISCAL YEAR	NUMBER OF STAFF
'82	532.28
'83	568.40
'84	512.75
'85	456.75
'86	481

**CHART #4  
BED SPACES BY FISCAL YEAR**

FISCAL YEAR	NUMBER OF BEDS
'82	501
'83	462
'84	396
'85	354
'86	356



**CHART #5  
JUVENILE COURT DIVERSION PROGRAM**

FISCAL YEAR	EXPENDITURES	NUMBER OF CIRCUITS INVOLVED	NUMBER OF DIVERSIONS
'82	\$224,976	19	53
'83	\$439,556	23	224
'84	\$460,750	24	378
'85	\$548,050	25	353
'86	\$548,050	26	623

**CHART #6  
FAMILY THERAPY**

FISCAL YEAR	YOUTH SERVED	NUMBER OF THERAPISTS
'82	*	*
'83	139	5
'84	241	8
'85	271	10
'86	336	10

\*Program implemented in 1983.

**CHART #7  
TRAINING BY DYS STAFF FOR OUTSIDE AGENCIES**

FISCAL YEAR	NUMBER OF PARTICIPANTS
'82	101
'83	185
'84	258
'85	1,124*
'86	747

\*First year for family therapy training

**CHART #8**  
**TRAINING HOURS PRESENTED BY DYS EMPLOYEES**

FISCAL YEAR	HOURS
'82	17,617
'83	22,022
'84	27,439
'85	38,999
'86	48,298

**NOTE GOAL #3**

FISCAL YEAR 1982	PREVENTION FUNDS
	*\$116,000 IN PERSONAL SERVICES
	*\$ 2,300 IN OPERATIONS

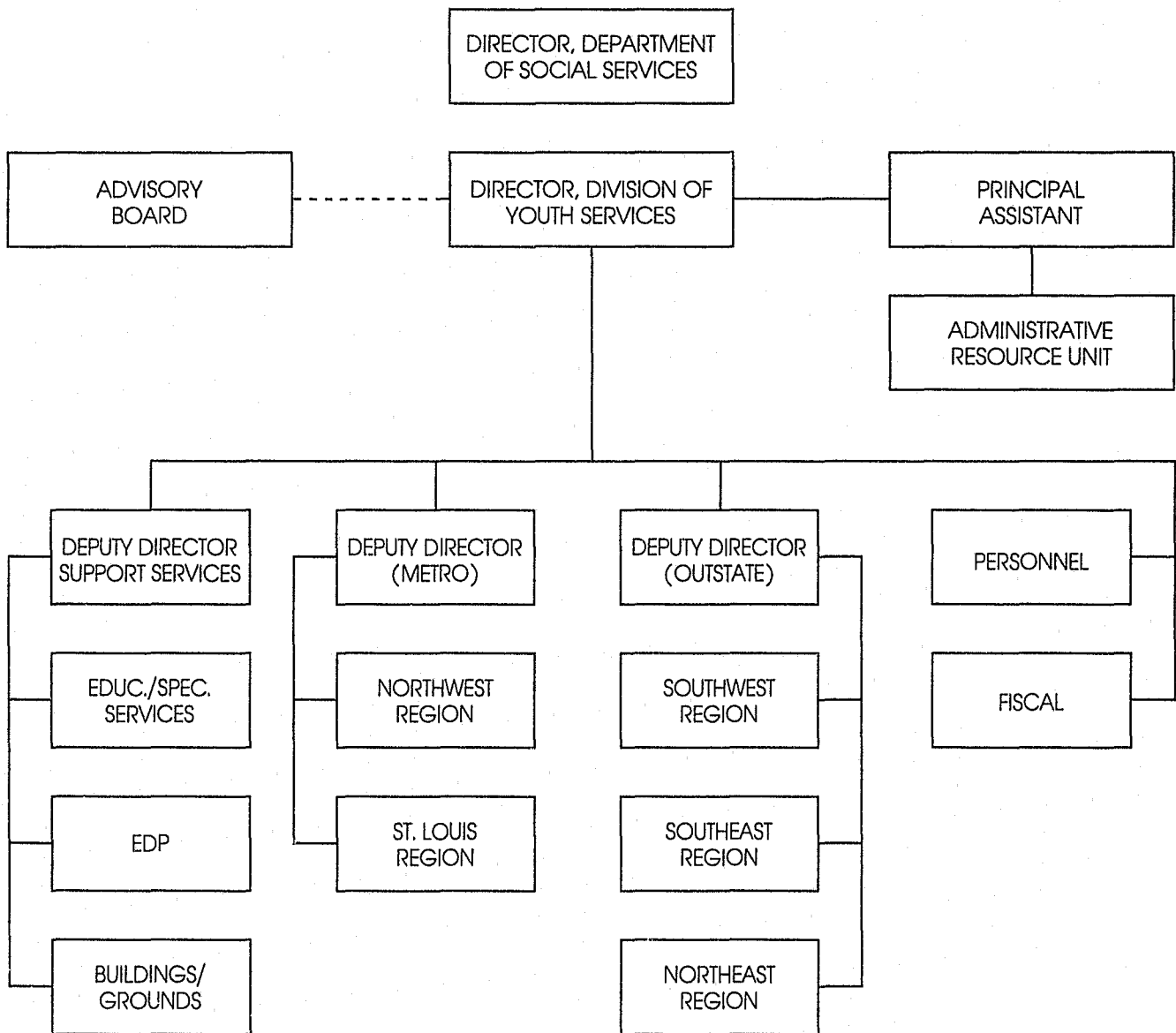
\*Due to budget cuts, prevention staff were laid off in October of 1981.

# CUMULATIVE EXECUTIVE LIST

It is the recommendation of the planning committee that agency administrators:

- I. **Agency Planning Process**  
Develop an agency planning process to include agency, regional, and programmatic direction. This plan would include budget, capital improvements, operations, personnel, and all other functions needed to facilitate smooth and directed management decision-making.
- II. **Treatment Focus**  
Direct planning toward first, stressing the rapid and immediate improvement of quality in agency treatment services and, secondly, to the development of a highly secure facility for serious offenders — who are not able to be treated effectively in other facilities.
- III. **Five-Year Plan Annual Review**  
Annually review the five-year plan, including reassessment and alterations, as well as develop another year's plan.
- IV. **Annual Report**  
Reflect the status of the five-year plan in the agency's annual report.
- V. **Employee Orientation**  
Include the five-year plan in all employee orientation presentations and the hiring packet.
- VI. **Continuum of Care Defined**  
Note that the continuum of care, previously termed regionalization, still is reflective of the agency's philosophical position that large institutions should be de-emphasized. It is essential that this tenet be maintained.
- VII. **Service Focus**  
Reflect the needs of field services while engaging in organizational planning. Consider patterns, common trends and concerns of the field in the planning process. The committee considers the current quality of DYS services to be a result of past attention to field needs.
- VIII. **Flexible Programming**  
Plan and develop programs in a fashion which allows flexibility to meet future population and client needs. State statisticians might look at overall trends for youth serving agencies in Missouri, as well as plan services so that they may be easily converted to other uses.
- IX. **Budgeting**  
Make decisions in regard to budget requests which are reflective of the five year plan.
- X. **Grant Room**  
Increase the amount of grant room (appropriations ceiling) in order to encourage the expanded use of grant monies.

# DIVISION OF YOUTH SERVICES



9/15/86

# MISSOURI DIVISION OF YOUTH SERVICES

## REGIONAL ADMINISTRATOR/FACILITY/MANAGER

### LISTING

Region: Northwest  
Regional Administrator: Gayle Hobbs

**Facility**

Northwest Regional Youth Center  
Watkins Mill Park Camp  
Group Home 1  
Group Home 2

**Manager**

Tim Decker  
Phillip DeLong  
Marcelyn Morrow  
John Robertson

Region: St. Louis  
Regional Administrator: Jane Belanger

**Facility**

Hogan Street  
St. Louis Regional Youth Center  
Babler Lodge  
Group Home 7

**Manager**

Sally Wicks  
Ron Batz  
Richard Laux  
Art Thames

Region: Southwest  
Regional Administrator: Bill Bailey

**Facility**

Delmina Woods  
Community Learning Center  
Group Home 5  
Group Home 6

**Manager**

J.D. Barton  
Tom Breedlove  
Bill Dobbs  
John Creson

Region: Southeast  
Regional Administrator: Bill Vaughn

**Facility**

W. E. Sears  
Group Home 16  
Group Home 17  
Rolla Aftercare

**Manager**

Steve Prejean  
Billy Humphries  
James Davis  
Jim Cobb

Region: Northeast  
Regional Administrator: Bob Kauffman

**Facility**

Northeast Regional Youth Center  
Camp Avery  
Camp Pa-He-Tsi  
Group Home 14  
Special Treatment Unit

**Manager**

Lawrence Strecker  
Sam Turner  
Dave O'Dell  
Greg Ezell  
Steve Short

# DIVISION OF YOUTH SERVICES OFFICES AND FACILITIES

