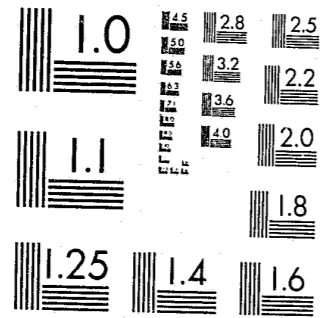


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NEW YORK STATE
DIVISION FOR YOUTH

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Masterplan 84

95585

preventing delinquency through positive youth development

CR-1-17-85

9558

NEW YORK STATE

DIVISION FOR YOUTH

Masterplan 84

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June 1, 1984

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Director's Message

It is my pleasure to provide you with this copy of "Masterplan 84." I believe anyone concerned with the future of New York State and in particular its younger citizens, the under 21 population, will find this document of vital interest. It has been designed to promote better public understanding of the State Division for Youth and to make clear the agency's agenda for the future.

"Masterplan 84" is a major landmark in the evolution of New York State's Division for Youth. It is the first time in the agency's history that a long-range plan of this kind has been created. It reflects my administration's strong commitment to comprehensive proactive planning and to broad based input into an ongoing statewide planning process. This kind of ongoing participatory planning process is essential, if the Division is to appropriately respond to the diverse needs of New York State youth and to make the best possible use of the resources available. In keeping with this commitment, input was solicited in developing this document from all levels of the Division's staff and from others outside the agency who share an interest in our mission.

A major outgrowth of this planning process has been the development of a clear unifying mission statement..... "preventing delinquency through positive youth development." This mission statement defines the Division for Youth's unique role in the family of State agencies. Whether for youth placed in our care by the courts, for other youth in troubling situations, or for youth in New York State's mainstream, our mission is the same.

Special thanks to 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 that devoted themselves to preparing this document. In addition, my appreciation is given to other State agencies who provided statistical information to place the Division for Youth in context. Finally, I would like to acknowledge the extra effort of the many other Division staff and others outside the Division that identified critical youth service issues and recommended strategies for addressing them.

Thank you for your interest in New York State's youth.

Leonard G. Dunston

"Masterplan 84" reflects the efforts of many individuals across the State. All units and offices of the Division and various outside organizations provided invaluable assistance in developing this document. The Division wishes to acknowledge the special contribution of the following individuals and organizations.

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Bureau of Program Planning
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NYS Division of Probation, Juvenile Justice Unit
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and Youth Services
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Disabilities, Bureau of User Services

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Boy's Club of America, Inc., New York
Community Resource & Information Board, Woodstock
Empire State Coalition of Youth & Family Services
Family Planning Advocates
Fortune Society
Girl's Club of America
Hispanic Advisory Committee
NYC Coalition for Juvenile Justice & Youth Svcs
NY Federation of Child Abuse and Neglect
NYS Association for the Learning Disabled
NYS Child Care Coordinating Council
NYS Council of Churches
NYS Juvenile Detention Administrators Assoc
NYS Parks and Recreation Society
NYS Urban Coalition
South Lansing Advisory Board
Syracuse Citizens for Youth

YOUTH BUREAUS

Brookhaven (Town)
Broome County
Columbia County
Erie County
Greene County
Livingston County
Nassau County
Oneida County
Oyster Bay (Town)
Schenectady County
Seneca County
St. Lawrence County
Ulster County
Warren County
Wyoming County
Yates County

OTHER PUBLIC AGENCIES

NYC Dept of Juv Justice
NYS Dept of Correction
North Hempstead Yth Svcs

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Introduction

"Masterplan 84" provides a basic description of the Division for Youth and its approach to its mission and mandates. It intends to improve public understanding of the agency and to serve as the basic blueprint for planning the agency's agenda for the future.

Chapter 973 of the Laws of 1983 requires the Division for Youth to develop a comprehensive five year plan "for the provision of services to youth placed by the court into residential care of the Division for Youth or Youth Services, Incorporated." The law requests population projections for the three major categories of residential care, an analysis of current and anticipated utilization levels, a systematic plan for responding to anticipated fluctuations, a comprehensive description of the agency's residential care system, and a cost containment plan for the residential care system. This plan includes each of these.

While the provision of residential care services absorbs the major share of the Division's resources, it does not represent the totality of the agency's responsibilities to prevent and deter delinquency. A Masterplan for the Division for Youth must offer direction for the entire agency. It must establish the directions for all functional units of the organization.

To accomplish this, the Masterplan is organized into sections which describe the entire agency and the course it plans to follow for the next five years. In Section I, an overview of the youth trends the Division seeks to address are presented. In Section II, the agency's mission statement and philosophy are described, indicating the basic purpose and intent of the Division's intervention on behalf of the State's youth population. In Section III, the major public service systems of which the agency is part and their pattern of utilization is briefly described.

Having presented the broader context, the plan then describes the major facets of the Division: organizational structure; program; and financial structure. In Section IV, the organizational structure describes the major functional units and areas of responsibility within the Division. In Section V, a description of each of the agency's continuum of programs is presented. Section VI then describes the mechanisms which provide the necessary financial resources to support the Division's programmatic efforts.

The final sections of the plan address the future. In Section VII, system projections for the agency are presented, reflecting expected utilization. In Section VIII, the agency policy directions are presented. These policy goals, developed through an intensive problem identification and priority setting process, articulate the direction of agency efforts to intervene on behalf of youth in the community and youth placed in the Division's care.

I. YOUTH IN NEW YORK STATE

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I. YOUTH IN NEW YORK STATE

The New York State Division for Youth, through its legal mandates and mission, becomes involved in a broad range of youth related issues. Its selection of priority areas for intervention is based upon a basic understanding of the youth population of the State: its composition, its needs, its problems, and the developing trends.

In this section, basic information on major trends in youth demographics and significant social issues are provided. Data are presented that profile the situation of youth up to the age of 21 in New York State. This brief overview places the Division's mission and service provision efforts in perspective and provides the broader context for setting the agency's agenda for the future.

A. Youth Demographic Trends *

1. AGE

The number of youth has decreased in recent years.

Between 1970 and 1980, while the population under 21 decreased nationally by 4%, New York State's under 21 population decreased by 16%--from 6.7 million to 5.6 million. Similarly, New York City's under 21 population decreased by 19%. In 1980, persons under 21 constituted 32% of the total New York State population; 5.6 out of 17.5 million.

Figure 1
Youth Population (in millions)

	<u>Population</u>	<u>1970</u>	<u>1980</u>	<u>Change</u>
United States	Total	203.2	226.5	+11.5%
	Under 21	81	77	- 4%
New York State	Total	18.2	17.6	- 3%
	Under 21	6.7	5.6	-16%
New York City	Total	7.9	7.1	-10%
	Under 21	2.6	2.1	-19%
Statewide (excluding NYC)	Total	10.3	10.5	+ 2%
	Under 21	4.1	3.5	-15%

* All data sources are listed at the end of the section by code number.

The general decline in the birthrate since the early 1960's is likely to result in a diminishing teenage population over the next several years. This trend is projected to reverse after the end of this decade.

Figure 2
New York State Birthrates 1960-1982^{2,4}
(Rates of Births per 1,000 women)

Years	General Fertility (15-44 years)	Teenage Fertility (15-19 years)
1960	104.8	56.8
1965	94.4	52.5
1970	82.8	52.1
1975	59.0	38.8
1980	58.5	35.5
1982	58.6	36.9

The average age of the population under 21 is increasing.

The average age of those under 21 has increased, as reflected by the higher proportion of youth in the 16-20 age category in Figure 3. Between 1970 and 1980 the average age of the under 21 population increased from 9.5 to 11.5 years.

Figure 3
New York State
Youth Population - By Age Groups (in millions)

Years	1970 ¹	1980 ¹	1990(projected)
0-4	1,487	1,136	1,233 ³
5-9	1,679	1,185	1,186 ³
10-15	2,042	1,722	1,323 ^{3,4}
16-20	1,518	1,597	1,214 ^{3,4}
Total	6,732	5,640	4,956

2. GENDER

There are approximately the same number of males and females in the under 21 population.

In 1980, there were very slightly more males under 21 (50.7%) than there were females (49.3%) in New York State. This did not represent a significant change from the 1970 census figures (males 50.5%, females 49.5%).

3. ETHNICITY

Within New York State, the majority of the population under 21 is White (68.8%). In New York City, the majority of the under 21 population is non-White (63.5%). In the balance of the State, twelve percent (12.0%) of the under 21 population is non-White. Seventy-six percent (76.0%) of the minority population under age 21 resides in New York City.

Figure 4
New York State
1980 Youth Population (Under 21)¹
by Race/Ethnicity
(in thousands)

	New York State		New York City	
	#	%	#	%
White	3,880	68.8	768	36.5
Black	907	16.1	648	30.8
Spanish Origin	698	12.4	586	27.9
Native/Asian American	116	2.0	75	3.6
Other	39	0.7	25	1.2
	5,640	100.0	2,102	100.0

The proportion of youth from minority groups has increased in both New York City and the State as a whole.

Figure 5
New York State Youth Population (Age 0-17)¹
Percentage of Blacks and Hispanics

	Blacks		Hispanics	
	1970	1980	1970	1980
New York State	15.8%	17.2%	9.8%	12.7%
New York City	28.5%	29.8%	23.0%	25.1%
Balance of State	8.0%	7.0%	1.7%	2.8%

4. FAMILY ENVIRONMENT

Most children in New York State are living with at least one natural, step or adoptive parent (93%). The proportion living with one parent has increased dramatically.

Figure 6
Percentage of Children under 18 Living With One Parent¹

	1970	1980	% Change
United States	13%	17%	+ 4%
New York State	13%	22%	+ 9%
New York City	21%	33%	+12%

Nationally, the population of children under 10 from one parent households is expected to rise by 48% between 1980 and 1990, from 6 million to 8.9 million.⁵ It is anticipated that New York State will continue to exceed the national average of one parent households. In New York State in 1980, over 90% of the one parent households were headed by a female.

The proportion of families with three or more children has fallen sharply. There has been a corresponding rise in the proportion of families with no children or only one child.¹

Family Employment

An increasing number of mothers with young children are in the workforce.

In New York State, as throughout the nation, the percentage of women in the labor force who are parents of children under 18 continues to significantly increase. From 1970 to 1980, the percentage increased from 36% to 51%.

Figure 7
Working Mothers in New York State (in thousands)¹

	1970	%	1980	%
Women with Children:				
<u>under 6:</u> all	1,194		959	
in labor force	275	23	380	40
<u>6-17:</u> all	1,282		1,311	
in labor force	609	48	777	59
<u>0-17:</u> all	2,476		2,270	
in labor force	883	36	1,157	51

In 1980, both spouses were employed in 54% of families with children under the age of 18.

An increasing number of children are living in poverty.

Nearly one in every five children in New York State was living below the poverty level in 1980 — 19% as compared with 13% in 1970. The poverty rate for children is the highest of all age groups: 19.5% for youth under 18 contrasted with 14.7% for all ages. It is also increasing more rapidly than for any other age group. Over half (63%) of New York State's poor children live in New York City.

Nearly half of all female-headed families with children in New York State were below the poverty level in 1980 (48%). In New York City, this percentage was over half (55%).¹

5. EDUCATION

The number of enrolled students has declined.

In 1983, slightly more than three million young people were enrolled in New York State's public and private elementary and secondary schools. Eighty two percent (82%) were enrolled in public schools; 18% in private schools. There has been a steady decline in school enrollment which exceeds the corresponding decline in the school age population.

Figure 8
New York State School Population, K-12 (1970-1980)⁶

	1970	1980	%
Youth population (5-18 yrs)	4.66M	3.87M	-17%
School Population K-12	4.28M	3.42M	-20%

The State Education Department reported in 1983 that there were over 260,000 youth under 21 with handicapping conditions. The major handicapping conditions included:

Learning disabled	132,000 ⁶
Speech impaired	36,000
Emotionally disturbed	36,000
Mentally retarded	31,000

New York State students are now testing slightly above the national average.

The level of achievement for New York State's third and sixth grade students on standard national reading and mathematics examinations improved significantly between 1973 and 1983. In 1973, New York State students were fairly typical in terms of national standards. By 1983, however, the average New York State student tested above the national average.⁷

There are declining numbers of youth completing high school each year.

The number of high school graduates in New York State has been declining a few thousand during each year since 1975.

Figure 9
New York State
Numbers of High School Graduates (1975-1982)⁶

1975	248,120
1980	235,937
1982	226,856

Most high school graduates go on to further schooling.

The percentage of New York State high school graduates going on to post-secondary education has stayed about the same, increasing only very slightly from 68% in 1973 to 70% in 1983. New York City has the highest percentage of high school graduates entering colleges about 78% (49,000 students).⁶

6. YOUTH EMPLOYMENT

One out of every five persons out of work is under the age of 21.

In 1984, young people 16-19 comprised 7% of the labor force in New York State but about 20% of the unemployed--one of every five persons out of work.

Unemployment is highest among minority youth.

As Figure 10 clearly shows, the rate of unemployment for Black and Hispanic youth aged 16-19 is substantially higher than the rate for all youth in this age category.

Figure 10
Rates of Unemployment in New York State⁸
(Per 100,000)

	1980	1981	1982	1983
Total labor force	7.5	7.6	8.6	8.6
Youth (16-19 yrs.)	19.9	21.9	22.3	24.8
Black Youth	39.6	48.0	40.1	45.8
Hispanic Youth	NA	NA	37.0	37.2

B. Social Issues

1. YOUTHFUL ALCOHOL USE

Youth are beginning to drink at an earlier age.

According to the National Institute on Alcohol Abuse and Alcoholism, American youth now begin drinking early. An estimated 34% of teenagers have had their first drink before age 14 and an estimated 62% before age 16.

Despite the wide interest in and concern about alcohol misuse, it is difficult to provide a reliable statement as to the extent of the problem. In New York State, based on a detailed analysis of the most recent research studies, the State Division of Alcoholism and Alcohol Abuse estimates that about 20% of New York State's youth population aged 14-17 is abusing alcohol. This represents between 216,000 and 240,000 youth of the total 1,260,767 youth in that age group. About 4% of this population, 50,000, are serious misusers, exhibiting alcoholic-like patterns of behavior. All of the studies reviewed indicate well over 50% of the teen population drinks alcohol occasionally.⁹

2. YOUTHFUL SUBSTANCE USE AND ABUSE

Over half of all youth in New York State have used controlled substances.

According to the N.Y.S. Division of Substance Abuse Services in 1983, at least one of every two young persons in New York State has recently abused a mind altering substance, as compared to two of every five young adults (ages 18-36) and one of every 14 older adults (ages 35 and older).

Figure 11
New York State Youth Substance Abuse (1983)¹⁰

Youth 12-17		
Total Population	1,642,700	(100%)
Ever Users	1,066,000	(64.9%)
Recent Users	931,000	(56.7%)
Regular Users	403,800	(24.6%)
Heavy Abusers	199,900	(12.2%)
Narcotic Abusers	17,300	(1.1%)
Heavy Nonnarcotic	182,600	(11.1%)

Over the past four years, it is estimated that the number of regular substance users has increased 6% in the 12-17 age group (from 380,900 to 409,000). While the 12-17 age population constitutes only 11.2% of the total population in New York State, it represents 25.3% of recent "marijuana only" users, and 35.3% of frequent "marijuana only" users.¹⁰

3. RUNAWAY AND HOMELESS YOUTH

Annually, over 100,000 New York State youth run away from home.¹¹

A national survey conducted in 1975 found that an estimated 100,000 youth run away from home annually in New York State. It is likely that the number has increased.

In 1983, Runaway and Homeless Youth programs supported in part by the Division for Youth housed over 11,000 runaway and homeless youth and provided other crisis services to another 11,000 children. About 60% of those housed were homeless (6,500). The number of runaway and homeless youth requesting service has increased in each year since the program was established by the State in 1979.¹²

Uniform Crime Reports indicate 5,400 youth were taken into custody by the police in New York State for running away in 1982.¹³

Over 20,000 New York State youth are homeless each year.

A recent Congressional report estimates that there are between 225,000 and 500,000 homeless youth in America. It is estimated that at least 20,000 youth each year find themselves homeless in New York State.¹⁴

Runaway and homeless youth come from disturbed home environments.

Recent university studies and reports from runaway and homeless youth programs indicate these characteristics of the population:^{14,15}

- one out of every three runs from a physical or sexually abusive situation;
- one out of every two runs from other severe long-term family problems;
- one out of every two has a realistic prospect of returning home;
- the vast majority come from homes with only one biological parent present;
- many have been in foster care at some time prior to running away.

4. HIGH SCHOOL DROPOUTS

The number of high school dropouts is increasing.

As figure 12 indicates, the statewide high school dropout rate increased from about 5.8% of total enrollments in 1970 to 6.7% in 1980, a growth of 12.5%.

Figure 12
New York State Public High School Dropouts⁶
(Statewide)

	1970	1980
# dropouts	57,511	65,229
% total enrollment	5.8%	6.7%

While New York City accounts for a little over a third of the public high school population of the state, it accounts for about 60% of high school dropouts. In 1970, 10.4% of New York City's high school population dropped out (34,301 of 328,990) enrolled students. In 1980, this rate increased to 12.4% (39,203 of 316,672 high school students). The rest of the state had a dropout rate of 3.5% in 1970 (23,210 of 662,383) and a rate of 4.0% in 1980 (26,026 of 652,147).

5. TEEN PREGNANCY/TEEN MOTHERS

The number of teen pregnancies has been increasing.

The number of teenage pregnancies increased moderately between 1972 and 1982. The number of pregnancies among females aged 10 through 19 increased by 11.0% in New York State - from 60,025 teenage pregnancies in 1972 to 66,399 in 1982.

Teenage pregnancy rates increased by 18% over the last 10 years, from 75 pregnancies per 1,000 females aged 15-19 to 85 pregnancies per 1,000 females. During this period of time, pregnancy rates increased by a larger percentage in New York City (25%) than in the balance of the state (14%). In 1982, there were 121 pregnancies per 1,000 adolescent females aged 15-19 in New York City, compared with 65 per 1,000 in the balance of the state.

Teen pregnancies in New York State are most prevalent among minorities.

In 1980, the only year from which pregnancy rates by ethnicity can be computed, non-white teenage pregnancy rates in New York State were over two and a half times the level of white pregnancy rates (150 pregnancies per 1,000 non-white females aged 15-19 compared with 60 pregnancies per 1,000 white females).²

An increasing percentage of teen pregnancies terminate in abortion.

In 1982, 42% of all teenage pregnancies resulted in live births and 56% were terminated by induced abortions. This was the reverse of the distribution of pregnancy outcomes ten years earlier, when 57% of all teenage pregnancies resulted in live births and 41% were terminated by induced abortions. In 1982, New York State teenagers had 28,018 live births, 36,919 induced abortions, and 1,462 spontaneous fetal deaths.

Pregnancies are more likely to result in live births among older adolescents than among younger ones.

In 1982, 44% of the pregnancies among those aged 18 and 19 resulted in live births, compared with 30 percent of the pregnancies among those under age 15.

Non-white adolescents were somewhat more likely to carry their pregnancies to term than white adolescents. In 1982, 41% of the pregnancies among white adolescents resulted in live births compared with 45% among non-whites.²

6. CHILD ABUSE/NEGLECT

Nearly half a million children in New York State may be victims of child abuse or neglect each year.

The actual number of children who are abused or neglected each year is not known. Because of the Statewide Central Register of Child Abuse and Maltreatment, operated by the State Department of Social Services, the number of reports of suspected child abuse and neglect made each year is recorded. On an average day, New York's special "hotline" receives 203 reports of child abuse or neglect. The annual total of reports has increased steadily, more than doubling from 1974 to 1983. In 1983 reports were made involving more than 125,000 children. The number of actual incidents is estimated to be four times greater.

The inadequate provision of food, clothing, shelter and medical care; the lack of supervision or emotional care; the use of excessive corporal punishment; and abandonment all qualify as neglect. "Abuse" is defined as serious physical injury or sexual abuse. Allegations of sexual abuse increased 11.4% in 1983; over 4,300 reports were made. In 1983, about 90% of all reports were for neglect. Child maltreatment crosses all ethnic, social, and economic lines.

Those responsible may be a parent, guardian, relative or friend. The ethnicity of persons reported parallels that of the children abused or maltreated.

In 1983, the adult subjects involved in such reports were predominately parents (80%), female (62%), and between the ages of 20 and 34 (59%). One-half were white, almost one-third (32%) were Black, and 16% were Hispanic.¹⁶

As Figure 13 indicates, the youth involved in the reported cases of abuse or neglect were predominantly under the age of 10.

Figure 13
New York State
Reported Abuse/Neglect Cases by Age (1983)¹⁶

<u>Age</u>	<u>Reported Cases</u>
0-4	31%
5-9	29%
10-14	26%
15-18	14%

During 1983, there were 191 deaths suspected of resulting from child abuse or neglect.

7. LATCH KEY CHILDREN

Over 100,000 children are left to care for themselves before or after school

No solid statistics are available regarding the number of children in New York State who are left to care for themselves before or after school. Based on nationally developed guidelines, the Council on Children and Families recently reported, as a conservative estimate, that 100,000 to 300,000 youngsters 5-13 years old fell into this category.¹⁷

8. SEXUAL EXPLOITATION OF CHILDREN

Sexual exploitation is prevalent in the runaway population.

Because it is a multifaceted, underground private industry, information on the magnitude of child pornography and prostitution can only be estimated. The U.S. General Accounting Office conducted a nationwide study in 1982 on the Sexual Exploitation of Children. Based on this study, it was estimated that nationally from 300,000 to 2.4 million children under age 17 are used annually in commercial sex (prostitution and pornography).

The largest shelter for runaway and homeless youth in New York City indicates that of the 5,000 youth served annually, over 2,000 are involved in pornography and/or prostitution. The New York City Police Department has estimated that 90% of the runaways apprehended by the Department's Runaway Unit have been involved in prostitution.¹⁸

9. VENEREAL DISEASE

Reported cases of venereal disease are increasing.

The number of reported cases of gonorrhea and syphilis among New York State's under 21 population has significantly increased.

Figure 14
New York State Reported Cases of Gonorrhea and Syphilis²
(Population Under 21)

	1977	1982	Change
# cases gonorrhea	14,480	24,905	+ 72%
# cases syphilis	404	513	+ 27%

10. LEADING CAUSES OF TEENAGE DEATH

Accidents are the leading cause of teenage deaths.

From 1970 to 1980 the number of teenage deaths (10-19 years old) in New York State decreased by 24% from 2,187 to 1,658. This is significantly more than the population decline experienced by this age group during this period of time.

In 1980, accidents were the leading cause of death (743), followed by homicides (268), and then suicides (109). Motor vehicle accidents (535) account for 72% of all accidents and 32% of all teen deaths.

New York City differs greatly from the rest of the state with the leading cause of death being homicide (221) followed by accidents (146) and then suicide (33). Statewide homicides for this age group have increased from 136 to 268, a 97% increase. New York City accounts for most of this change, increasing from 105 to 241. During this decade, teen suicides in New York State increased from 77 to 109, a 42% increase.²

11. YOUTH CRIME

In New York State during 1982, approximately 5% of all arrests involving youth 10-20 years of age were for serious, violent crimes.

The Uniform Crime Reports indicate that during 1982 there were 445,000 arrests recorded in New York State which involved youth 10-20 years of age. As Figure 15 indicates, approximately 19% (85,000) involved juveniles.

Of those 445,000 arrests, approximately 20% (88,000) 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% (24,000) of the total arrests involved serious violent offenses.

Figure 15
1982 New York State Arrests Age 10-15 and 16-20¹³
by Major Crime Category

<u>Arrests Aged 10-15</u>		
	#	%
UCR Part I Serious Violent Offenses	6,000	7%
UCR Part I Major Property Offenses	24,000	28%
UCR Part II Offenses	55,000	65%
TOTAL	85,000	100%

<u>Arrests Aged 16-20</u>		
	#	%
UCR Part I Serious Violent Offenses	18,000	5%
UCR Part I Major Property Offenses	40,000	11%
UCR Part II Offenses	301,000	84%
TOTAL	359,000	100%

The 88,000 Part I arrests recorded for this age group (10-20 years of age) represents 24% of the total number of Part I arrests for 1982 (360,000). Separating juvenile arrests from young adult arrests, the data indicate that youth age 10-15 accounted for 11% (6,000) of all arrests statewide for serious violent crimes and 19% (24,000) of all arrests statewide for major property crimes. Youth 16-20 years of age accounted for 33% (18,000) and 32% (40,000) of all serious violent and major property crimes, respectively.

The arrest rate for youth aged 10-20 increased between 1978 and 1982.

As figure 16 indicates, the overall arrest rate in New York State increased from 58.3 per thousand to 71.3 per thousand over the 1978-1982 period. The table also reveals, however, that this increase is the result of two distinct trends. Whereas the index arrest rate declined, the total arrest rates increased. These trends hold generally for both New York City and the State as a whole.

When the population is broken down into 10-15 and 16-20 age categories, and the statistics for New York City are examined, the information indicates the arrest rates for index offenses has actually increased for the 16-20 year olds, while declining for the 10-15 age group.

Figure 16
New York State Arrest Rates¹³
(Number of Arrests per 1,000 Population)

	New York State			New York City		
	Year 78	80	82	Year 78	80	82
<u>All ages</u>						
all	58.3	54.1	71.3	94.4	78.1	121.0
index*	12.0	11.8	11.7	16.4	15.2	15.5
violent**	3.4	3.3	3.6	6.5	6.0	6.6
<u>10-15 year olds</u>						
all	51.8	50	53.3	77.4	68	84.3
index*	22.8	20.6	18.9	31.8	25.7	23.3
violent**	4.2	4	3.7	10.0	8.8	8.2
property	18.6	16.6	15.2	21.8	16.9	15.2
<u>16-20 year olds</u>						
all	148.0	159.0	234.0	90.5	254.4	463.3
index*	44.3	38.8	37.6	30.9	52.8	51.9
violent**	9.6	10.4	11.5	19.5	21.1	24.1
property	28.6	28.4	26.1	31.4	31.2	27.8

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

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

New York City accounts for 57% of all arrests of 10-15 year olds and 71% of 16-20 year olds. Seventy-nine (79%) of the arrests of 10-15 year olds for serious violent crimes were made in New York City; 76% of the serious violent arrests of 16-20 year olds were made in New York City.

C. Summary

The preceding sections have provided an overview of selected demographic data on the youth population of New York State. The trends presented highlight or reflect some of the difficult circumstances confronted by youth growing up in New York State. They roughly describe some of the basic issues the Division for Youth seeks to address. It is within this framework that the Division formulates its mission and philosophy; implements its programs; and develops its agenda for the future.

Data Sources *

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- 2 NYS Dept. of Health, Bureau of Health Statistics
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- 4 Compiled by NYS Council on Children and Families, Bureau of Research and Information Services
- 5 US House of Representatives, Select Committee on Children, Youth and Families, US Children and their Families: Current Conditions and Recent Trends, May 1983
- 6 NYS Education Dept., Information Center on Education
- 7 NYS Education Dept., Student Achievement in NY, 1982-83, January 1984
- 8 NYS Dept. of Labor, Bureau of Labor Statistics
- 9 NYS Division of Alcoholism and Alcohol Abuse, Five-Year Comprehensive Plan for Alcoholism Services in New York State: 1984-89, December 1983
- 10 NYS Division of Substance Abuse Services, Statewide Comprehensive Five-Year Plan for 1984-85 through 1988-89, December 1983
- 11 Opinion Research Corporation, National Statistical Survey on Runaway Youth, under contract DHEW, Office of Youth Development, 1976
- 12 NYS Division for Youth, Runaway and Homeless Youth Program, Service Provider Surveys, 1981, 1984
- 13 NYS Division of Criminal Justice Services, Uniform Crime Reports, 1983
- 14 US House of Representatives, Oversight Hearing on Runaway and Homeless Youth Program, May 1982
- 15 Shaffer, D. and Caton, C., NYS Psychiatric Institute, Runaway and Homeless Youth in New York City, January 1984
Governor's Taskforce on the Homeless, Summaries of Statewide Hearings on the Homeless, Albany, New York
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- 18 US General Accounting Office, Sexual Exploitation of Children, 1982

* Special thanks for the extensive assistance of the Council on Children and Families, Bureau of Research and Information Services in providing information for this Section.

II. MISSION AND PHILOSOPHY

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II. MISSION AND PHILOSOPHY

A. Mission

PREVENTING DELINQUENCY THROUGH POSITIVE YOUTH DEVELOPMENT

B. Philosophy

The Division for Youth's mission describes its unique role as part of New York State government's system of youth serving agencies. Other State agencies are involved in the positive development of youth; however, the Division for Youth is the only State agency whose central objective is preventing delinquency. While the Division has this as its unique mission, it recognizes that it cannot accomplish this broad objective alone. It must work in close partnership with many other organizations and individuals in the public and private sector and at all levels of government.

The Division is itself an integral part of the juvenile and adult justice systems. It nevertheless is committed to a goal of preventing and deterring the involvement of young people with these systems to whatever extent possible. Even in the best of times, under the most optimal of circumstances, total success in this regard is unlikely. The Division is committed to the habilitation of delinquent youth in such a way as to minimize their potential for recidivism and to make possible their re-entry and reintegration into their communities as law abiding, productive citizens.

The Division's first priority in dealing with the problems of delinquency is to prevent delinquent acts from occurring. To further this prevention concept, the Division actively supports programs which seek to foster the positive involvement and attachment of youth to family, school, and positive peer groups, recognizing that positive commitments on the part of youth reduce the likelihood of the occurrence of delinquent behavior. Families are the fundamental source of care, support, and guidance. Schools and other community based services, both informal and formal, are the most appropriate and effective supplement to this foundation. The Division's role is to nurture and strengthen the capacity of these basic institutions to provide positive youth development.

Within the Division, every effort is also made to prevent youth from formally entering the justice systems. Youthful acts of incorrigibility, defiance, and lack of control, are precursors of delinquent behavior. Problems such as these in the home and the community are best addressed and most successfully resolved without the formal involvement of the court system. Services to youth and their families should be provided, whenever possible, through resources which are community based and able to provide appropriate educational, employment, counseling, and health services.

For those youth who have already been identified as delinquent, efforts are extended toward preventing additional delinquent acts and further penetration into the juvenile justice system. The Division believes that the first effort at correcting the youth's behavior should be within a community setting utilizing alternatives to incarceration and institutionalization. These efforts are supported by youth employment services, educational and vocational programs, homeless and runaway programs, and intergenerational services.

For those youth committed to its care and custody, the Division provides positive youth development through effective habilitation programs. The Division provides an environment and services organized to promote their positive development. Both residential and aftercare services are designed to provide the skills and motivation necessary for these youth to return and remain in their communities as law abiding, productive members of society. The Division reaffirms its commitment to preventing delinquency, in this case, through prevention of the youth's entry into the adult criminal justice system.

When the community, for its protection, decides to remove youth to institutionalized care, the Division uses this opportunity to stabilize these youth so that the goal of habilitative treatment can be realized. While in the Division's care and custody, every youth is guaranteed basic youth rights — among which are the right to due process, the right of equal access to services, the right to participate in effecting their own treatment. These are essential and undeniable elements of every program.

In summary, the Division's mission in preventing delinquency emphasizes as its method, positive youth development. This is characterized by a youth's sense of belonging, usefulness, recognition and competence; the youth's access to positive role models in the family and community, and their ability to influence or make decisions affecting their life.

Youth develop to be contributing members of their community when they are given meaningful opportunities and receive the support, guidance, and encouragement to be successful. Preventing delinquency requires the strategic promotion of change in the social and economic environment and in the attitudes and behaviors of people (both youth and adults) which can enable or inhibit positive youth development.

C. Mandates

While there are many statutory requirements, the principal mandates of the Division for Youth are:

- planning, coordination, and funding a statewide system of community youth services for the under 21 population.
- providing for the care, treatment, and security of youth placed by the courts in the Division's care and custody.
- encouraging the development of alternative services for court-involved youth.
- overseeing and providing fiscal support for the statewide juvenile detention system.
- providing fiscal support and technical assistance for adjudicated youth served in voluntary child caring agencies.

III. MAJOR YOUTH SERVICE SYSTEMS

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III. MAJOR YOUTH SERVICE SYSTEMS

The mandates and mission of the Division for Youth are pursued as part of a state government system which provides a range of public services to the residents of New York State. Many segments of this system are involved in activities which foster positive youth development. The State Education Department, Department of Labor, and Department of Social Services, among others, oversee or direct multi-level public efforts to provide services affecting youth and their families. The Division's efforts to prevent delinquency through positive youth development provide a common bond between these agencies. This establishes the Division's role within the context of this coordinated system which strives to promote common public policy relating to youth.

The Division's roles as youth advocate and service provider enable it to collaborate on all interagency, intergovernmental, and public levels to promote positive youth development policies and programs. The agency's efforts to provide or ensure the provision of appropriate youth development opportunities have traditionally tied the Division operationally to three major networks or sub-systems which are incorporated within this statewide public service system. Those three entities can be generically defined as: the community-based service network, the residential child care network, and the criminal justice system.

Each of these service delivery systems operates within the context of a loosely connected network of federal, state, and local governmental agencies working in partnership with private voluntary organizations, informal neighborhood groups, and families. Each system or network has a distinct role in serving the public interest; each includes youth as a significant part of its service population. As described in this section, the Division for Youth has a major role in each.

A. Community Based Service Network

New York's communities provide their citizens with a wide variety of diverse public services designed to maintain and enhance the quality of community life. Human services for specific populations in need, such as the aged, the sick, the poor, and the young are a major part of this loosely connected system of formal and informal services. Community services to improve the quality of life for youth and families are supported through the Division for Youth and its local counterpart, the network of community youth bureaus and youth boards. This network of over 100 county, city, town, and village youth bureaus and boards supplements and connects the efforts of each community's primary youth development institutions - the family; the school; and religious, civic, and other private community associations. Through the County Comprehensive Planning process, youth bureaus seek to plan and coordinate the efforts of governmental agencies to develop common strategies and to maximize the use of public funds available from the federal, state, county, and municipal levels to address community youth needs. It connects these efforts with private sector funding from the United Way, corporations, foundations, and others to avoid unnecessary duplication and to strengthen priority initiatives.

Youth Bureaus link the many informal and ad hoc efforts of public and private youth serving organizations into a coordinated service delivery system for the youth of a community. They advocate for changes in community conditions which inhibit positive youth development. This is done within the context of their role among the many community-oriented systems which provide youth development opportunities.

A cumulative summary of youth needs, as identified in a youth bureau's County Comprehensive Youth Service Plan, establishes the following service areas as the major youth service priorities for this network:

- Youth Employment
- Juvenile Justice
- Health
- Mental Health
- Family Support
- Education
- Basic Needs

The Division for Youth assists in this community effort through technical assistance in planning and program development, as well as financial aid for community youth service programs. In addition to assisting over 100 youth bureaus and youth boards, the Division for Youth's state aid to localities helps support over 4,500 youth service programs in 1500 municipalities totalling well over 80 million dollars from public and private sources. These programs are described in more detail in Section V, Programs for Youth.

B. Residential Child Care System*

In New York State, six state agencies are responsible for youth who are not currently living with their parents or legal guardian. They are:

- Department of Social Services (DSS)
- Office of Mental Retardation and Developmental Disabilities (OMRDD)
- Division for Youth (DFY)
- State Education Department (SED)
- Office of Mental Health (OMH)
- Department of Health (DOH)

While each agency has distinct responsibilities, many overlap, making it difficult to get an accurate overall picture of these systems. Through the "Out of Home Project" conducted by the Council on Children and Families over the past few years, a base of comparative information was developed which gives a profile of this population. In 1980, when the survey was undertaken, there were slightly more than 45,000 youth living in out of home care.

Figure 17
New York State Youth in Out of Home Care¹⁹
Average Daily Population by Agency (1980)

	#	%
DSS	38,159	83.8
OMRDD	2,453	5.4
DFY	2,095	4.6
SED	1,806	4.0
OMH	719	1.6
DOH	276	.6
	45,508	100.0

This out of home population was distributed among three settings:

- 61% in foster families (27,949)
- 9% in group homes (4,176)
- 30% in institutional settings (13,383)

When compared with the general youth population:

- more were males (60%)
- more were from racial and ethnic minorities (61%), particularly in the Department of Social Services and Division for Youth
- more were from New York City (54%)
- more came from families where parents were typically unemployed (54%)
- more were reading well below grade level

* All data sources are listed at the end of the Section by code number.

System Overview

The following is a brief overview of each state agency's residential care system for youth.

1. DEPARTMENT OF SOCIAL SERVICES

The State Department of Social Services (DSS) supervises an extensive network of foster care services for children. While State DSS licenses these facilities and provides the regulatory framework for the provision of foster care services, the placement and supervision of children in foster care is the responsibility of local social service districts (New York City and the 57 non-New York City counties). Local Social Services districts delegate many of these functions to private voluntary child caring agencies, which operate many of the facilities; recruit, train, and supervise foster family homes; and assume much of the day to day case management responsibility for the children. There are six types of facilities that provide out of home care in this system: foster family homes, agency operated boarding homes, group homes, group residences, institutions, and diagnostic reception centers.

Children are placed in the foster care system through one of three main mechanisms: (1) voluntarily, by their parent(s); (2) as the result of an abuse or neglect adjudication by the Family Court; and, (3) as the result of an adjudication in Family Court that the child is a Person In Need of Supervision (PINS) or a Juvenile Delinquent (JD).

The number of children in foster care in the NYS Department of Social Services has changed significantly--from about 38,000 youth in 1978 to 29,000 youth in 1983, a 23.7% decrease. Of the 38,000 youth in foster care in 1978, over 12,000 (31.6%) were in some kind of group care program. This group care population has decreased by over 30% to less than 9,000 youth in 1983. The largest decrease has occurred in institutional programs with a reduction of over 2,000 or about 33%.

In 1983, the beds available in DSS group foster care programs numbered about 8,700 (not including placements in private residential schools)--a reduction of 2,200 (31%) of its bed capacity. The characteristics of the children in DSS group care have also significantly changed. The majority have handicapping conditions, behavioral difficulties and many have severe psychiatric disabilities. About 30% were placed by the court system as adjudicated Juvenile Delinquents or Persons in Need of Supervision.²⁰

2. OFFICE OF MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES

The Office of Mental Retardation and Developmental Disabilities (OMRDD) both directly operates and contracts with private voluntary agencies to provide a range of residential services for people of all ages with developmental disabilities. Although OMRDD provides services to individuals with all types of developmental disabilities (mental retardation, cerebral palsy, epilepsy, neurological impairment, and autism), the overwhelming majority of its clients are mentally retarded. OMRDD has five levels of residential services: family care, community residences, intermediate care facilities, developmental centers, and speciality hospitals.

The number of youth under 18 in the residential care system administered by the Office of Mental Retardation and Developmental Disabilities has steadily declined in recent years. From 1978 to 1983 the number in care decreased from approximately 3,300 to 1,500, a 55% decrease. The largest reductions have been in institutional care. In 1978, 68% of youth in care were in institutional care (2,243). In 1983, 52% were in institutional care (769).

Figure 18
Youth Under 18 in OMRDD Residential Care²¹

	<u>Institutional Care</u>	<u>Community Care</u>	<u>Family Care</u>	<u>Total</u>
1978	2243			
1980	1535	375	671	3289
1981	1219	390	584	2509
1983	769	404	506	2129
		344	368	1481

3. STATE EDUCATION DEPARTMENT

Although most children with special educational needs are educated in public or private day programs, some children who are educationally handicapped require a residential placement for educational reasons. There are two types of residential schools: schools for the blind and deaf, and private schools licensed by the State Education Department.

The population of children and youth cared for in these residential care programs has remained fairly stable. In the Fiscal Year 1979-80, 2,339 youth were in this level of care. This population numbered 2,386 in FY 1983-84. The population served has changed somewhat with more emotionally disturbed youth being served in these schools and fewer physically handicapped (visually, hearing, speech, or orthopedic impaired, multi-handicapped).⁶

Figure 19
State Education Department⁶
Youth in Residential Care
1979-80 and 1983-84

	<u>79-80</u>	<u>83-84</u>
Emotionally Disturbed	837	1,071
Mentally Retarded	374	386
Physically Handicapped	1,117	837
Other (autistic, learning disabled)	<u>11</u>	<u>92</u>
Total	2,339	2,386

4. OFFICE OF MENTAL HEALTH

The Office of Mental Health (OMH) is responsible for providing service to emotionally disturbed children. This is carried out through programs which are state operated as well as programs which are privately operated but licensed by OMH. There are four levels of care for children in the OMH continuum of residential services ranging from family homes to psychiatric centers.

There are four mechanisms for admitting children and adolescents to psychiatric centers: (1) Minor voluntary admissions, which are most common; (2) Involuntary (civil) commitment for individuals who are considered to be a danger to themselves or to others as a result of mental illness and who refuse to be voluntarily admitted; (3) A child or youth admitted to a psychiatric center for a court-ordered 30 day evaluation or ongoing treatment; (4) Youth in the custody of the Division for Youth can be transferred to the custody of OMH and placed in a psychiatric center, if it appears that the child is in need of inpatient psychiatric care.

The predominant residential care programs operated by the Office of Mental Health for children and youth are children's psychiatric centers and children and youth units of general psychiatric centers. In the early 70's, massive reductions occurred in the number of children and youth placed for extended periods in these centers. From 1978 to 1983, the number of admissions for the under 18 population has remained fairly constant, fluctuating by less than a few hundred admissions each year. In 1983, 1,462 children and youth were admitted, resulting in a total of 2,199 in care during the year.

While the number of admissions have remained relatively constant, the number of older youth (16-17) has increased and the length of stay has been decreasing, with most youth staying less than 90 days. A few stay many years. The number of younger children (under 13 years) admitted has dropped.

The bed capacity of OMH's residential child care program is now growing with the addition of the Residential Treatment Facilities (RTFs) Program started in October of 1983. Two hundred sixty-six new beds were expected by April of 1984 with a total of 600 new beds anticipated in the next few years.²²

5. DEPARTMENT OF HEALTH

The Department of Health (DOH) licenses and regulates an extensive set of facilities for persons with health impairments. Although certain individual facilities may serve children primarily, there is no distinguishable residential services program for children within DOH. DOH operates three types of service programs: health related facilities, skilled nursing facilities, and acute care hospitals.

6. DIVISION FOR YOUTH

The Division for Youth administers a system of residential programs to serve court referred 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 directly operates residential programs organized in seven levels, according to the degree of security and the intensity of supervision provided. This is described in more detail in Section V.

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 54% from 1978 to 1983. Much of this increase is reflected in two major trends, the rapid expansion of secure facility programming and increased contracting with private voluntary 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. As a result, the daily population of youth in secure facilities has increased by over 300% between 1978 and 1983. Recently this growth has leveled off and declined. More details on this problem are described in the projection in Section VII.

Rather than further expand state-operated facilities for the care of status offenders (PINS) or Juvenile Delinquents, the Division has increasingly contracted with private voluntary child care agencies to provide these services. From 1978 to 1983, the average daily population of youth placed with voluntary child care agencies has increased about three and a half times. This trend is continuing. From 1983 to the first quarter of 1984, it has already increased by 22%.

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 doubled. The population of PINS has been reduced by 20%. Voluntary placements and Youthful Offender placements have been reduced by 66%.

Figure 20
Division for Youth
Average Daily Population
by Type of Facility and Year²³

	1978	1979	1980	1981	1982	1983	1984(1st Qtr)
Secure	131	142	174	294	475	537	470
Limited Secure	708	774	772	805	837	868	862
Community-Based	430	413	417	422	390	408	397
Foster Care	372	307	298	306	270	227	202
Voluntary Agencies	146	154	287	287	502	667	821

Figure 21
Division for Youth
Average Daily Population
by Type of Adjudication and Year²³

	1978	1979	1980	1981	1982	1983	1984(1st Qtr)
Juvenile Offenders			98	233	418	479	414
Juvenile Delinquents	924	1061	1213	1317	1582	1795	1869
PINS	433	400	409	366	320	312	344
Youthful Offenders & Others	450	329	228	198	154	121	125
TOTAL	1807	1790	1948	2114	2474	2707	2752

Summary

The Division for Youth's role in this network goes beyond its residential care system. Through the community-based youth service network it supports, the Division also funds programs or program components which provide supplemental or auxiliary youth development services to youth placed in this out of home care system.

C. The Justice Systems

One of the legal mandates under which the Division for Youth operates has defined its population as youth under the age of 21. Other legal mandates have specifically identified those whom it is to serve as youth processed through the juvenile justice and youth processed through the adult criminal justice system. When combined with the agency's mission, it becomes obvious that the Division has a vital role in both the juvenile and adult justice systems. The justice system in New York State is a complex network of state and local agencies attempting to balance the often conflicting functions of social control and service provision.

The system in its entirety involves the police, the courts, probation departments, detention, residential placement programs (institutional or correctional), parole, and related community based services. Both the juvenile and adult subsystems are primarily county-based but various state agencies (including the Division) provide funding, oversight, and other administrative functions in addition to direct service provision. One major difference between the two subsystems is the age of the person processed. The juvenile justice system focuses on youth 7-15 years of age. The adult criminal justice system focuses on persons 16 years or older - the one exception being Juvenile Offenders, which is explained later.

1. YOUTH CATEGORIES

The Division for Youth's involvement in both subsystems focuses on five categories of youth:

.Persons In Need of Supervision (PINS) - a status given by the Family Court to a person under 16 who is habitually truant; or is incorrigible, ungovernable or habitually disobedient and beyond the lawful control of his parents, guardian, or lawful custodian; or who violate the law prohibiting possession of marijuana. "PINS" are often referred to as status offenders.

.Juvenile Delinquents (JDs) - a status given by the Family Court to a person over 7 but under 16 who is found to have committed one or more acts that, if committed by an adult, would constitute a crime.

.Juvenile Offender (JOs) - A Juvenile Offender is a person, 14 or 15 years old, charged and convicted by the adult criminal court of one or more of 15 specified offenses, as well as 13 year olds charged with second degree murder. Under certain conditions, some Juvenile Offender cases can be transferred to Family Court for processing as Juvenile Delinquents.

.Young Adult Offenders - A young adult offender is operationally defined as a youth age 16 through 20 who has been arrested and processed through the adult criminal justice system. If necessary, when arrested they are detained in a jail, not a juvenile detention

facility; if convicted they are sentenced, not placed. Although only certain young adult offenders may be placed with the Division (primarily as a condition of probation), the Division focuses on other young adult offenders through its support of community based programs.

.At Risk Youth - Youth age 7 through 20 years of age who for a variety of reasons are in danger of becoming formally involved in the legal processing associated with either the juvenile or adult criminal justice system.

2. PROCESS OVERVIEW

Although the formal adjudication processes involved in the two criminal justice subsystems differ, they can be organized into four generic functions:

.system contact/intake - a youth is introduced to this justice system through the filing of a formal complaint and the physical taking into custody or arrest of the involved youth.

.detention - the out-of-home placement of selected youth to ensure either appearance in court or protection of the community between initial intake and court hearings. Juveniles falling into this category are remanded to secure or non-secure detention facilities. Young adult offenders are remanded to county jail.

.court hearings/processing - formal hearings which determine the validity of the complaints or charges, the appropriate adjudication, the needs of the youth and community in light of the adjudication, and the actual disposition or sentence.

.disposition/sentencing - the disposition of a court case results in a court order which may include dismissal, adjournment in contemplation of dismissal, probation supervision, institutional placement or incarceration, etc.

Youth, either juvenile or young adults, upon entering either of the justice subsystems, embark upon this four phase process. Given the numerous decision-making points in this process, the vast majority of youth who enter the system do not complete the circuit. The reasons for this range from the lack of validity of the original complaint, to mitigating circumstances, to intervention efforts on the behalf of a youth to divert him or her from further unnecessary involvement with the system when other remedial strategies are equally as or more effective.

It is not necessary to describe the myriad services provided by the involved state, municipal, and community based agencies in the youth service system in each of these four process components. While the Division's role in this process on behalf of the four categories of involved youth will be described later, a rough empirical sense of the scope of the involvement of these four types of youth in these systems will put the Division's role in perspective.

3. PERSONS IN NEED OF SUPERVISION

In 1982, almost 17,000 PINS complaints were filed in New York State. Sixty percent (10,000) resulted in referral for petitions.

The number of PINS youth admitted to Detention has stayed about the same. The number admitted to secure detention, however, has significantly changed. With the implementation of state policy prohibiting the placement of PINS youth in secure facilities, the number of PINS youth in secure detention has declined from 943 in 1979 to none in 1983. In 1982, 60% of PINS on whom petitions were filed were not adjudicated, about the same as in preceding years. In 1982, of the PINS adjudicated by the Family Court, about 63% were placed on Probation, 30% were placed with local Departments of Social Services, and 7% were placed with the Division for Youth. There has been a slight trend to place more PINS youth with DSS and fewer with Probation or the Division for Youth.

Figure 22
Persons in Need of Supervision
1979-83

	1979	1980	1981	1982	1983
<u>Court Intake</u> ²⁴					
# complaints initiated	16,217	15,955	15,881	16,931	15,791
# diverted	7,436	7,413	6,931	6,634	6,046
# referred for petition	8,662	8,338	9,131	10,017	9,840
<u>Detention Admissions</u> ²⁵					
# secure	943	43	5	3	0
# non-secure	2,549	2,726	3,094	3,340	3,428
Total	3,492	2,769	3,099	3,343	3,428
<u>Dispositions</u> ²⁴					
# not adjudicated	5,964	5,291	5,687	6,057	NA
# discharged with warning/ suspended judgment	337	402	386	292	NA
# adjudicated	3,715	3,684	3,866	3,631	NA
<u>Probation Supervision</u> ²⁶					
# new	3,089	2,877	2,590	2,608	2,681
# carryovers/transfers	2,930	3,125	2,374	2,830	2,706
Total	6,019	6,002	4,964	5,438	5,387
<u>Placements with DSS</u> ²⁴					
# admissions	876	891	1,137	1,247	NA
<u>Placements with DFY</u> ²⁷					
# new admissions	336	322	282	267	300
# prior service	30	49	29	18	20
# readmissions from aftercare	135	69	120	57	40
Total # admissions	501	440	431	342	360

4. JUVENILE DELINQUENTS

Data indicate that over one-half of the 28,000 JD complaints resulted in formal petitions during 1982. The number of alleged and adjudicated Juvenile Delinquents admitted to Detention has been decreasing. In the Family Court process, both the number and percentage adjudicated has been increasing. In 1979, 30% were adjudicated; in 1982, 35% were adjudicated. In 1982, of the JD's adjudicated by the Family Court, 60% were placed on probation, 14% were placed with the Department of Social Services, and 27% were placed with the Division for Youth.

Figure 23
Juvenile Delinquents
1979-83

	1979	1980	1981	1982	1983
<u>Court Intake</u> ²⁴					
# complaints initiated	36,930	34,589	32,266	38,002	25,331
# diverted	17,963	16,835	14,665	13,256	10,332
# referred for petition	17,827	18,400	17,466	15,057	14,935
<u>Detention Admissions</u> ²⁵					
# secure	5,514	5,103	4,683	4,151	3,745
# non-secure	1,281	1,962	1,991	1,836	1,556
Total	6,795	7,065	6,674	5,987	5,301
<u>Dispositions</u> ²⁴					
# not adjudicated	11,854	11,481	10,486	9,824	NA
# discharged with warning/ suspended judgment	744	639	725	626	NA
# adjudicated	5,281	5,220	5,431	5,760	NA
<u>Probation Supervision</u> ²⁶					
# new	4,359	3,330	3,096	3,145	2,926
# carryovers/transfers	4,547	4,569	3,895	3,851	3,701
Total	8,906	7,899	6,991	6,996	6,627
<u>Placements with DSS</u> ²⁴					
# admissions	670	603	740	733	NA
<u>Placements with DFY</u> ²⁷					
# new admissions	877	1,112	1,163	1,303	1,260
# prior service	85	131	122	122	125
# readmissions from aftercare	169	142	146	187	168
Total # admissions	1,131	1,385	1,431	1,612	1,553

5. JUVENILE OFFENDERS

The Juvenile Offender Law, which was enacted in 1978, created this category of youth. In 1983, the number of JO arrests recorded was 1,250, the lowest since the law took effect. This was a 14% decrease from 1982. The percentage of those arrested which resulted in an indictment (the document formally charging the youth with a crime) has been steadily climbing to nearly half (49%) in 1982, the last year for which data was available. The number of admissions to Secure Detention decreased by 19% from 1982 to 1983.

Figure 24
Juvenile Offenders
1979-83

	1979	1980	1981	1982	1983
# Arrests ²⁸					
New York State	1,593	1,530	1,650	1,450	1,250
New York City	1,359	1,323	1,451	1,283	1,116
Rest of State	234	207	199	167	134
# Admissions to Detention ²⁵	1,236	1,220	1,319	1,375	1,106
# Admissions to DFY ²⁷	79	87	225	347	280

6. YOUNG ADULT OFFENDERS

In 1982, approximately 360,000 adult arrests were recorded in New York State which involved youth 16 through 20 years of age. In 1982, approximately 15,100 youth 16 through 20 years of age were convicted and sentenced to one of four incarcerative or institutional settings (county jails or penitentiaries, Department of Correctional Services, Division of Substance Abuse Services, or Division for Youth).

Almost 60% of those sentenced young adult offenders were sentenced to serve time in a county jail or penitentiary. Almost 25% were placed with the Division of Substance Abuse Services. Another 16% were sentenced to the Department of Correctional Services. Slightly more than 3% 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. Figure 25 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.

Figure 25
New York State
Youth in Juvenile/Adult Justice System - 1982

	Persons In Need of Supervision	Juvenile Delinquent	Juvenile Offender	Young Adult Offenders
# arrests/complaints	16,931 ²⁴	28,002 ²⁴	1,450 ²⁸	360,000 ¹³
# detained				
detention/jail	1,839 ²⁵	5,987 ²⁵	1,375 ²⁵	47,843 ^{29,30}
# placed on probation	2,608 ²⁶	3,154 ²⁶	-	-
# admissions/sentences				
to DSS	1,247 ²⁴	733 ²⁴	-	-
to DFY	285 ²⁷	1,425 ²⁷	347 ²⁷	53 ²⁷
to County Jails/ Penitentiaries	-	-	-	8,911 ^{29,30}
to Dept. of Corrections	-	-	-	2,488 ³¹
to Dept. of Substance Abuse Services	-	-	-	3,634 ³²

It should be additionally noted that, while the two parts of the justice system delineate between the two involved age groups (10-15, 16-20), these lines of demarcation quickly become lost as the youth move through the system.

The number of youth 16 through 20 years old who are in institutional or incarcerative settings has remained relatively stable in recent years. In 1982, the average daily population of 16 through 20 year olds in such settings was about 9500 - 46% in county jails and penitentiaries, 38% in state prisons, and 16% in Division for Youth facilities. Review of the age distribution for the total population in each institutional or incarcerative setting indicates that, in 1982, the 16 through 20 year old population represented 28% of those persons in county jails and penitentiaries; 25% of those persons in New York City Corrections; 18% of those in the Department of Corrections; and 52% of those persons in Division for Youth facilities.

7. SUMMARY

The Division for Youth operates within both the juvenile and adult justice systems and primarily focuses on three of the four process components of this system. The Division impacts on the intake process through its support of community efforts to prevent at risk youth from becoming involved in either system or to divert them from unnecessary further involvement in either system. The Division impacts on detention through its oversight of the county-based juvenile detention system. The Division also impacts on the disposition or sentencing component of this system. In cases where court disposition requires out-of-home placement, the Division supports community efforts to provide alternatives to incarceration or institutionalization or to provide supplemental services to youth in placement. In addition, the Division directly and through support of community based programs, seeks to facilitate a youth's return from such placement or incarceration to the community.

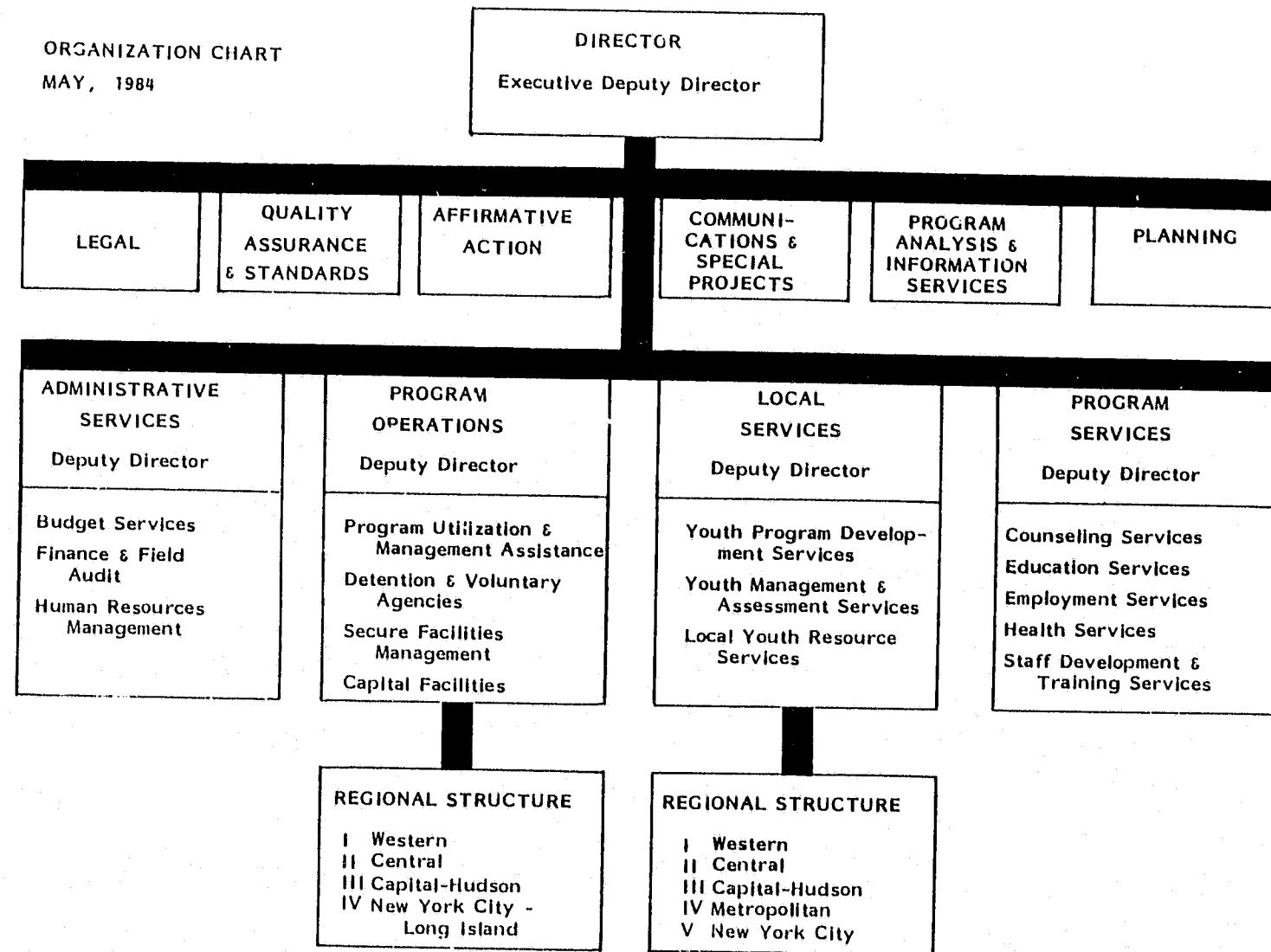
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IV. ORGANIZATIONAL STRUCTURE

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ORGANIZATION CHART
MAY, 1984



IV. ORGANIZATIONAL STRUCTURE

A. 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 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.

B. 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, Program Services, Program Operations, and Local Services.

The Director's Executive staff, comprised of the Deputy Directors and Executive Office Unit heads, provides policy and management recommendations to the Director. The major strategic and operational goals of each of the semi-autonomous vertical organizational units are discussed at this level, ensuring consistency with agency-wide goals and priorities. Because of this function, this staff is the major mechanism for intra-agency coordination and planning. This group constitutes the base for the strong centralized leadership and management necessary to maintain and improve the Division's complex organization of statewide facilities, field offices, and support services.

1. EXECUTIVE OFFICE

The mission of the Executive Office is to ensure that the agency effectively and efficiently pursues its mandates in the services provided to youth in New York. Ultimate responsibility for Division programs and policies resides in its Director, who establishes youth service policies, priorities and standards, ensuring the effective organization of agency resources. Providing the public and elected officials with appropriate and accurate information concerning the Division's activities and goals, while promoting a legal mechanism to balance youth rights with public interest are also direct responsibilities of the Executive Office. These responsibilities are met through the administration and direction of six central staff units:

a. Office of Quality Assurance & Standards - This office coordinates development of agency policies and procedures and implements nationally recognized standards of treatment for youth. Additionally, the office monitors rights of youth in facilities through ombudsmen located throughout the State and through its staff responsibilities to the Independent Review Board, an oversight board of private citizens.

b. Legal Services - This unit has a broad range of responsibilities including: 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 Division Court of Claims matters and litigation.

c. Communications & Special Projects - This 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 through a Community Involvement Program.

d. Affirmative Action Programs - The major responsibilities of this unit include encouraging recruitment, hiring, retention, and promotion of protected class individuals; monitoring personnel practices affecting minorities, women, veterans, and disabled workers, and overseeing the agency's participation in the Minority and Women Owned Business Enterprise program and providing technical assistance in contract compliance related to affirmative action for programs funded through Local Services.

e. Program Analysis & Information Services (PAIS) - The Unit provides operational and analytical support in administration for the Division. PAIS develops and maintains the Division's information systems which provide 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.

f. Planning - This Unit is responsible for 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.

2. ADMINISTRATIVE SERVICES

The mission of Administrative Services is to ensure that sound personnel and fiscal practices are developed and implemented in a comprehensive fashion to carry out the goals of the agency. This is accomplished through two major bureaus: Budgeting and Finance and Human Resources Management.

a. Budgeting & Finance - Through the Budgeting and Finance Units, the Division encourages effective fiscal management. This is achieved through the allocation of resources, audit of expenditures, timely reimbursement of service providers, cost containment monitoring, and the annual budget request process. Fiscal management involves agency-operated programs, and also contracted delinquency prevention and youth development community efforts plus coordination of Youth Support, Inc., which administers thirty community-based facilities. Computation of per diem costs for locally-operated detention facilities and Division-operated residential centers is also developed by the bureau.

b. Human Resources Management - The Human Resources Management Bureau is comprised of a Personnel Unit and a Labor Relations Unit. Primary responsibility for the recruitment and retention of a qualified and productive work force rests with the Personnel Unit. Technical assistance is provided to line management concerning staffing problems. This Unit also

plans for examinations and develops classification of positions in consultation with the Department of Civil Service. It reviews personnel/payroll transactions; coordinates labor relations and employee benefits activities and monitors employee performance evaluations. The Labor Relations Unit within this bureau specializes in employee discipline, grievance actions, human rights and labor union activities, special investigations of leave abuses and workers' compensation cases.

3. PROGRAM SERVICES

The mission of Program Services is to ensure a comprehensive system of treatment services which furthers the goals and objectives of the agency. To this end, Program Services designs treatment systems, develops program service models, provides technical assistance in program service areas to both Local Services and Operations staff, and develops program service policies and procedures.

Program Services is organized into five units, each with a clearly-defined area of responsibility. These units are: Youth Employment, Education, Health, Counseling, and Staff Development and Training.

a. Office of Youth Employment Services - Focusing on community as well as facility youth, this office, in cooperation with community and other agency staff, designs, develops, and implements employment programs which allow youth to reach their full employment potential. Employment services are based on demonstrated models of excellence and are offered to facility and community service providers, along with the necessary technical assistance and training, to ensure smooth and effective program operations. The office also promotes viable employment program offerings through its involvement in legislative, policy, and program analysis on the federal, state, and local level. It also disseminates policy-related information to practitioners in the youth employment field.

b. Office of Education Services - This office aims to ensure the effective delivery of education programs at Division residential facilities, with major emphasis on remedial and special education. This requires liaison with state and federal agencies to ensure consistency with these agencies' standards. The office also develops/implements standardized screening and evaluation tools to monitor programs, provides technical assistance, develops education policies and procedures, and advocates for appropriate education services for youth.

c. Office of Health Services - The major emphasis of this office is on the effective and timely delivery of health services to youth in DFY care. Health Services provides direction, technical assistance, and oversight to the agency regarding medical, dental, psychiatric, nutritional care and education. It also coordinates out-patient and hospital care for emergency or routine medical care required by youth in agency facilities. It negotiates with health and mental health care providers to ensure timely treatment within the State's cost schedule for health services.

d. Office of Counseling Services - Counseling Services provides technical assistance, consultation, and specialized training to staff

responsible for individual and/or group counseling services. Program effectiveness is based on consistent, professional quality, coordinated delivery of counseling services to delinquent and high-risk youth and their families, and implementation of appropriate counseling models.

e. Office of Staff Development & Training Services - Specialized training to Division staff is designed to increase their effectiveness in dealing with troubled youth, to improve their overall job performance, and enhance career development. This office is responsible for providing or ensuring the provision of training programs designed to meet priority staff needs. Curricula development and training in basic child care, administrative and management skills, and coordination of interagency training opportunities are some of the services provided by this office.

4. PROGRAM OPERATIONS

Management, supervision, and administration of the Division's network of residential facilities, fostercare, and aftercare efforts for court placed youth are the direct responsibility of Program Operations. Specialized central staff units and a regional field structure attend to safety, security, and rehabilitative needs of youth in Division operated programs, while providing oversight to ensure appropriate management of locally-operated juvenile detention programs and certain voluntary agency programs.

Division for Youth Operated Programs

The Deputy Director of Program Operations directs three central staff groups and a four-region field structure which focuses primarily on the provision of services to youth placed with the Division. This organizational structure is designed to maximize management capabilities and ensure the efficient provision of appropriate treatment services to these youth. Major management strategies related to the delivery of these treatment services revolve around a client centered management information system (the Juvenile Contact System - JCS), a client centered service plan (Problem Oriented Service Plan - POSP), the provision of technical assistance related to facility and program operation, and a structured review and assessment of program performance. Through these management strategies, Program Operations seeks to provide services to placed youth which are in accordance with legal mandates and professional standards of care.

The effective operation of the Division's residential programs requires the effective management of a number of areas of functional responsibility. Among the critical responsibilities is the implementation of program services policy designed in conjunction with the Program Services staff. The involved program components are described in Section V. This provision of services is accomplished within an environment which stabilizes the youth and allows agency staff to provide opportunities for a youth's positive development. The establishment and maintenance of such an environment depends upon three other areas of functional responsibility: facility direction, central facility services, and facility maintenance.

Facility direction includes the overall planning, organization, development and direction of a facility. This involves the coordination and supervision of a rehabilitation program including daily care, counseling, social casework, vocational and academic education, psychological and medical services, recreation, and resident evaluation. It also includes the implementation and maintenance of security procedures, monitoring of fiscal operations, and representing the agency and facility in the community. Central services involves the planning, coordination, and operation of facility food services, business office operations, and in the larger facilities, central security. Facility maintenance involves the operation and maintenance of facility heating plants, water filtration systems, and sewage treatment plants as well as preventive maintenance programs for the facility, grounds, and equipment.

a. System Organization - The comprehensive administration of the Division's array of residential treatment programs is facilitated by a Level System, which groups similar facilities by program and physical characteristics, permitting appropriate youth treatment planning by Youth Service Team workers--from initial placement through ultimate transition back to the community. Intake Assessment and a Problem Oriented Service Plan guide case managers in determining the appropriate mix of services provided by eight levels of care:

.Level I - Secure facilities serve Juvenile Offenders and Juvenile Delinquents. They provide long-term care under highly supervised conditions for Juvenile Offenders, plus crisis or initial placement of a limited number of Juvenile Delinquents who pose a danger to themselves or others, plus care for Juvenile Delinquents placed as designated felons.

.Level II - Limited Secure facilities serve adjudicated Juvenile Delinquents requiring removal from the community and structured on-campus treatment and supervision. This level may accept only youth placed under provisions of Title III of the Executive Law.

.Level III - Special Residential Centers serve youth with special educational or mental health needs that cannot be served by existing community programs or agencies. From this level on, residential care may be provided to youth placed or referred under provision of Title II or III of the Executive Law.

.Level IV - Non-Community Based facilities serve youth deemed to require removal from community, but who do not require the structure of a Level I or II program. These facilities primarily serve Juvenile Delinquents, plus a limited number of Persons-In-Need-Of-Supervision.

.Level V - Youth Development Centers serve youth who can be treated in the community, but require continuous staff support and limited access to the community but require continuous staff support and limited access to community resources. Youth Development Centers provide in-house educational programming, plus access to community educational, recreational, and employment opportunities.

.Level VI - Group Homes and Special Residential Homes serve as either an initial placement for youth capable of self-control, or transition programming for youth originally placed in more structured settings. Group Homes emphasize reliance on community schools and local vocational/employment opportunities, with some in-house remedial education, plus individual and group counseling.

.Level VII - Foster Care serves youth deemed to require removal from their own homes but who can function in the community if provided with an alternative home situation. Foster homes operated by the Division permit such youth to remain involved in local community activities, schools, and/or jobs, while providing them with counseling and other services, to prepare them for return to their own homes or independent living.

.Level VIII - Aftercare services are provided to youth released from the Division's residential programs. In carrying out this responsibility the Division provides advocacy and counseling services to such youth, as well as to those diverted from institutionalization who remain in their own home or community while receiving supportive services from community agencies. This is accomplished through Youth Service Teams who are responsible for case management from initial intake assessment and placement through return to community and discharge from Division care.

The Division also contracts with over 70 Voluntary Agencies to provide residential services to youth placed by the courts. While this is not directly part of the Level System, it is an integral part of the continuum of program options needed to serve youth placed with the Division.

b. Central Support - Central Support Services are provided by three Units in support of the management of the Program Operations Services program and include:

.Secure Facilities Management - The Secure Facilities Management Unit is responsible for the overall management of the Division's Level I Secure Program. Liaison with the Department of Correctional Services and the Division of Parole are key responsibilities of this Unit, since treatment plans for Juvenile Offenders become a joint venture as they approach adulthood, mandatory transfer age, or community reentry.

.Program Utilization & Management Assistance (PUMA)- This unit is a support group with broad-based responsibility for technical assistance to the Division's residential programs and youth service teams. This unit provides on-site operational reviews and develops policies and procedures pertinent to facility operation and community-based program activities to enhance the overall program effectiveness and quality of care. PUMA also coordinates the Division's Child Abuse Reporting/Monitoring System.

.Capital Facilities - This bureau plans, designs, and implements all capital construction projects for the Division, including renovation/repair of existing facilities, and large-scale construction of new residential centers. It focuses on balancing a wide variety of rehabilitation/modification or acquisition efforts to tailor the Division's physical structure to meet the needs of its residential population, while encouraging energy efficiency, safety, and well-being of both staff and clients.

c. Regional Field Structure - Program Operations Regional Field Structure is responsible for day to day operation of all Division facility and non-residential programs. Four regions divide responsibilities along geographical lines, and coordinate rehabilitative 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.

Juvenile Detention and Voluntary Agency Programs

The Division for Youth is responsible for oversight of the local management of the juvenile detention system and, to a more limited extent, for private child care agencies which serve Juvenile Delinquents and Persons in Need of Supervision. The Detention and Voluntary Agency Services Unit of Program Operations is charged with these responsibilities.

This Unit is responsible for the inspection, supervision and certification of secure and non-secure detention programs for alleged or adjudicated Juvenile Offenders, Juvenile Delinquents, and Persons In Need of Supervision (PINS). The Division, through this Unit, seeks to ensure that juveniles are held in detention for the shortest possible time, in the least restrictive setting. This Unit also oversees the Division's responsibility for reimbursing localities 50 percent of the cost of operating detention programs and the Division's operation of a Regional Secure Detention facility at Highland, New York, which serves the Hudson Valley region.

This Unit is also concerned with a wide variety of services provided by county and voluntary child-care agencies: community-based residential programs, non-residential alternatives to institutionalization and special services for hard-to-place youth. The Division monitors and provides technical assistance to agencies to help them respond to legal mandates for treatment of youth.

5. LOCAL SERVICES

The Local Services Program of the Division provides funding, coordinating, and advocacy services aimed at fostering the positive development of youth up to 21 years of age. The primary method for accomplishing this is through contracting with county, city, and town youth bureaus for planning, coordinating, and grant-making/contract management services. Other major vehicles include contracting with non-profit agencies for local, multi-county, and statewide youth services and encouraging statewide interagency coordination. Through this decentralized system, Local Services seeks to implement the agency mission and goals.

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 through 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 permit 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 involves a synthesis of six funding programs, each having clearly defined intent, eligibility requirements and levels, 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, the Local Services office is organized into three basic functional units: the Youth Program Development Services Unit, the Youth Management and Assessment Services Unit, and the Local Youth Resource Services Unit.

a. Youth Program Development Services Unit - This central support unit has two major roles. The first is to provide resources for and train field and regional staff in various youth serving systems (i.e. social services, employment, juvenile justice, planning, service networking, and community organizing and development). Future efforts will address program evaluation and identification of models for program development. In addition, this unit retains responsibility for the Division's Runaway and Homeless Youth Program. The second role is to plan and guide approaches which enhance cross-systems networking and program/policy development among State agencies.

b. Youth Management and Assessment Services Unit - This central support unit combines monitoring, evaluation, and administrative/management functions for Local Services. One major role of this unit is to provide statewide administrative resources for personnel, contract management, data processing, and for program audits of contract services. The 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.

c. Local Youth Resource Services Unit - This unit comprises the regional field structure of Local Services. It is organized into five regions, each headed by a Regional Director, and includes program management staff contingents which are assigned oversight responsibilities to specific counties and clerical support. 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.

V. PROGRAMS FOR YOUTH

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V. PROGRAMS FOR YOUTH

A. Introduction

The previous sections have described the mission and philosophy of the Division for Youth, a broad profile of youth and the public service systems within which it operates and the organizational structure developed to enable the agency to fulfill its responsibilities and pursue its mission. With the stage thus set, it is necessary to describe how, to this point, the agency has operationalized its mission and mandates; how the agency has translated its intent into a final product - youth development services for youth. Then, and only then, can the new directions identified for the future be fully placed in perspective.

Contained in this section is a description of the broad continuum of youth development services provided by the Division. Each of 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, covering the full continuum from programs for the general youth population, to programs for youth most in need, to those for youth that have been removed from the community. It is this programmatic or operational function of the Division which enhances and supports its advocacy for youth and positive youth development on all levels of the State government system of which it is a part.

B. Local Services Program

The Division for Youth's Local Services Program consists of a series of programmatic initiatives designed to prevent delinquency through 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.

1. YOUTH BUREAU

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 of children, youth, and families;

Coordination and networking-

- .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 strategy--

- .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 Bureau serves 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 a service of 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 coordination 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.

2. 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 grouping, particular neighborhoods, interest groups, or specific populations in need. Some are time limited or seasonal.

The 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. Community Service/Youth Participation - Common examples of this category of programs include neighborhood beautification projects, service-learning projects, youth councils, youth leadership training, cleanup campaigns, conservation corps programs, youth tutors or teachers aids, youth literacy volunteer projects, youth as day care aids, restitution programs, and public service apprenticeships. These programs provide youth with opportunities to learn skills to be useful and to be recognized as contributing members of the community. The programs generally serve the youth population at large, although some are designed to focus on populations that are at risk of involvement in the juvenile justice or child welfare system. Some are designed as restitution programs for youth who have committed a crime.

c. 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.

d. 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, etc.).

e. Family Support - Common examples of this category of programs include: parenting education, family counseling, school-age child care, self-help groups, parent aid programs, teen parent programs, and Big Brother/Big Sister type programs. These programs are sometimes for the community at large but generally are for distinct target populations (e.g. teen parents and their children, latchkey children, families in crisis, single parents, concerned parents, etc.).

f. Physical 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.).

g. Social/Emotional Adjustment - Programs in this category focus on assisting individuals in coping with particular problems they are experiencing. Counseling is the general method of delivery. Programs frequently focus on assisting with a particular youth issue (e.g. alcoholism, drug abuse, family, human sexuality, programs, etc.). Others offer a particular kind of counseling service - crisis intervention, outreach services, psychological testing and evaluations.

h. Basic Personal Necessities - 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. Examples include: emergency food pantries, hunger projects, emergency shelters, foster homes, group homes, and independent living supports. Runaways and homeless youth, destitute and homeless families, victims of family violence, are the major target populations served within this category.

i. Legal Services - Programs in this category provide services such as: Family Court advocacy or crime victims representation, court monitoring, and youth rights training and advocacy service. Services are specifically targeted to specific communities in need or to the general youth population.

j. Juvenile Justice Services

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.

k. 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.

Figure 26
1982 Local Service Programs
by Service Category

	#	%
Youth Bureaus	100	2.2
Other Coordination	184	4.1
Recreation	2,060	45.8
Community Service/Youth participation	*	*
Education	887	19.7
Employment	251	5.6
Family Support	207	4.6
Physical Health	50	1.1
Social/Emotional Adjustment	477	10.6
Basic Personal Necessities	59	1.3
Legal Services	9	.2
Juvenile Justice Services	212	4.7
Multi-service and other	*	*
	4,496	

*included in other categories

C. Detention

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

- alleged and adjudicated PINS and Juvenile Delinquents held pursuant to a Family Court order;
- Division placed youth awaiting a hearing;
- youth waiting to be returned to another county or State;
- alleged or convicted Juvenile Offenders awaiting a sentence.

There are two types of detention: 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 serve two groups of youth - alleged or adjudicated Juvenile Delinquents (aged 10-15), and alleged or sentenced Juvenile Offenders (aged 13-15). Non-Secure Detention programs serve youth (aged 7-15) who are alleged or adjudicated Juvenile Delinquents or alleged or adjudicated PINS.

The secure detention system consists of seven secure detention institutions and four 48-hour holdover facilities certified by the Division, with a combined capacity of 399 beds. The Division directly operates one of the secure detention programs, a 14 bed coed facility located in the mid-Hudson area serving 17 counties along New York's eastern border.

Non-secure detention facilities fall under four categories, each certified by the Division, with a combined capacity of 477 beds. These categories include:

- Non-Secure Detention Agency-Operated Boarding Homes - eight facilities with a capacity up to 6 beds;
- Group Home Facilities - 17 facilities around the state, with capacities from 7 to 12 beds;
- Erie County's Non-Secure Detention - an institutional facility with a 21 bed, coed facility; and
- Family Boarding Care Facilities - 110 family units which are most typically 2 to 3 beds each, primarily coed.

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 "homelike" 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.

In 1982 there were a total of 5,826 secure and 5,617 non-secure detention admissions. While statistics indicate youth in secure detention are released more rapidly (with 55% of secure admissions having a length-of-stay under one week), the average for both groups approaches three weeks. Ten percent (10%) of both groups are held in detention longer than two months.

Since 1978 there has been a dramatic decrease in the number of secure detentions admissions - from 9,911 Statewide in 1978 to 5,777 in 1982. This resulted from the expansion of non-secure alternatives to youth detention and the elimination of status offenders (PINS) from placement in secure detention. The number of admissions does not directly relate to the number of youth served since many youth are admitted to detention on more than one

occasion. More than 42 percent of youth admitted were known to have been admitted to the same facility on at least one prior occasion.

Secure detention centers serve primarily male (87%), minority (55% Black and 18% Hispanic), juvenile delinquents. Half of those admitted are 15 years old.

In sharp contrast, non-secure detention centers serve a majority of white youth (62%), primarily PINS (59%). Again, 15 years is the largest age group. Non-secure detention data indicates that female youth comprise 43% of all admissions.

Almost half of secure detention youth are released to their homes (47% in 1982), while only one-third of non-secure detention youth are released to their own homes, implying there are family situations which preclude their return, rather than a concern about violent/aggressive behavior on their part.

D. Intake

The Division for Youth only accepts youths placed or referred by the Family Court or Criminal Court. Youth Service Teams receive and evaluate all youth placed with the Division and arrange appropriate program 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. All relevant information is gathered (court records, school records, etc.) This information is collected on a standardized intake Assessment Data Collection Package as part of 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 intellectual data, and attitudes toward family and school. During the initial appraisal a short-term strategy of care is 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 to either an appropriate DFY facility or to one of numerous voluntary child care agencies.

Figure 27
Population Intake Profile of Admissions - 1983

ADMISSIONS CHARACTERISTIC	1983		Change 1982-83
	#	%	%
TOTAL ADMISSIONS	2,395	100.0	- 2.8
<u>Type of Admission</u>			
First Admission	1,938	80.9	- 3.0
Re-Admission from Aftercare	243	10.1	-14.1
New Placement with Prior Service	214	8.9	+15.7
<u>Age</u>			
10-12 Years	78	3.3	-16.1
13 Years	196	8.2	+14.0
14 Years	463	19.3	+ 5.2
15 Years	885	37.0	- 7.8
16 Years	587	24.5	- 1.2
17 Years	146	6.1	-15.1
18 Years + over	40	1.7	+17.6
<u>Gender</u>			
Male	1,973	82.4	- 3.2
Female	422	17.6	- 0.1
<u>Ethnicity</u>			
White	907	37.9	- 6.5
Black	1,123	46.9	- 1.9
Hispanic	343	14.3	+ 3.0
Other	22	0.9	+29.4
<u>Adjudication</u>			
Juvenile Offender	306	12.8	-17.7
Juvenile Delinquent	1,553	64.8	- 3.7
PINS	360	15.0	+ 5.3
Youthful Offender	72	3.0	+35.8
Other	104	4.4	+20.9
<u>Region</u>			
Region I	516	21.5	- 5.1
Region II	266	11.1	-21.8
Region III	281	11.7	- 7.3
Region IV	1,323	55.2	+ 3.5
Interstate	9	0.4	0

E. Residential Care Systems

1. PROGRAM SERVICES

The Division for Youth operates a system of residential services within the State's residential care system. This system seeks to provide all youth placed in the Division's care and custody with the attitudinal and behavioral changes and basic life skills to enable them to successfully return to their community as law-abiding constructive members. The key programmatic services used to pursue that goal are education, employment, counseling, and health services.

a. Education Services - The youth placed in the Division's care have a wide diversity of educational needs. The majority of Division youth are one 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 diversity of educational program approaches have been developed to meet the special needs of these youth while 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 positive experiences.

Youth who have mental, physical, emotional, or other learning difficulties which interfere with their success in regular education programs receive special educational 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

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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.

b. Employment Services - The Division recognizes that if youth placed in its care and custody are to be successfully reintegrated in the community as law-abiding constructive members, they need to have marketable attitudes, behaviors, and skills and access to opportunities to put those skills into practice. The Division for Youth has developed a comprehensive Employment Service 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 - 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 - 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 give them 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 the youth placed in the Division's care.

c. Counseling Services - A variety of counseling approaches are used in the Division's residential programs. The approaches address the social and psychological developments 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.

Individual Counseling - All Division facilities provide individual counseling services using primarily behavioral approaches. Individual counseling sessions are scheduled on a regular basis in most facilities. Informal and crisis intervention counseling also occurs to accommodate spontaneous situations as well as routine circumstances.

Counseling is provided by a variety of facility staff and youth service team workers. All facilities provide group counseling services. Generally, counseling sessions last one hour and are held weekly or semi-weekly. Given staff differences and intensiveness of programs, the various models of both group and individual 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. The Division also relies upon the Office of Mental Health to provide in-patient psychiatric services when needed.

d. 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 which if left untreated would hinder the ability of the youth to function adequately.

In addition, health education is a vital service to promoting each youth's positive development. Over 50% of youth placed with Division for Youth are or have been substance abusers; 23% have serious alcohol problems, most have poor nutrition habits, one-third of the girls 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, onsite health services are provided by staff Physician's Assistants and Registered Nurses at 27 facilities covering 1500 beds. Dental services are provided onsite for 40% 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.

2. SECURE SERVICES PROGRAMS - LEVEL I

The Secure Facilities program provides the most controlled and restrictive of the residential programs operated by the Division for Youth. A single level of care is provided in facilities which range in size from 30 to 90 beds. These facilities provide intensive programming for youth requiring a highly controlled and restrictive environment.

Youth admitted to the 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.

Access to and from secure facilities is controlled by staff. 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.

Certain residents of secure programs 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.

Figure 28
Secure Program
Population Profile of Admissions - 1983

Age (yrs.)	#	%	Sex	#	%
10-12	0	0.0	Male	318	95.2
13	3	.9	Female	16	4.8
14	28	8.4			
15	120	35.9	<u>Ethnicity</u>		
16	130	38.9	White	35	10.5
17	30	9.0	Black	210	62.9
18+	23	6.9	Hispanic	86	25.7
			Other	3	.9
<u>Adjudication</u>			<u>Offense</u>		
JO	295	88.3	Felony A	17	5.1
RJD	19	5.7	Felony B	204	61.1
JD	20	6.0	Felony C	88	26.3
PINS	0	0	Felony D	7	2.1
YO	0	0	Felony E	3	.9
Other	0	0	Misd. A	13	3.9
			Misd. B	1	.3
<u>Region</u>			Violation	0	0.0
1	17	5.1	None	1	.3
2	5	1.5			
3	17	5.1			
4	291	87.1			
Interstate	4	1.2			

3. LIMITED SECURE SERVICES - LEVEL II

The Limited Secure Services program provides less secure measures than the Secure Services program. Facilities in this program represent the widest variety of any of the levels within Division for Youth, ranging in size from 36 bed centers to 120 bed training schools.

Youth admitted initially to these facilities are always adjudicated by the Family Courts as Title III Juvenile Delinquents. The court has decided these youth require removal from the community. Youth usually require intensive services in order to succeed. They are frequently transferred to less secure setting as a transition before they return 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. Access to and from limited secure facilities is controlled. Since virtually all services must be provided on-grounds, staffing includes education, child care, employment, recreational, counseling, medical, and mental health personnel. Included within limited secure facilities is a subgroup of "closed" programs. Closed programs are those which provide a more intensive level of supervision for those youth who cannot operate in an open setting.

Figure 29
Limited Secure Program
Population Profile of Admissions - 1983

Age (yrs.)	#	%	Sex	#	%
10-12	11	3.3	Male	307	92.2
13	32	9.6	Female	26	7.8
14	80	24			
15	133	39.9	<u>Ethnicity</u>		
16	64	19.2	White	83	24.9
17	12	3.6	Black	182	54.7
18+	1	.3	Hispanic	64	19.2
			Other	4	1.2
<u>Adjudication</u>			<u>Offense</u>		
JO	2	.6	Felony A	0	0
RJDJ	1	.3	Felony B	18	5.4
JD	330	99.1	Felony C	45	13.5
PINS	0	0	Felony D	54	16.2
YO	0	0	Felony E	37	11.1
			Misd. A	148	44.4
			Misd. B	29	8.7
<u>Region</u>			Violation	0	0
1	37	11.1	None	2	.6
2	26	7.8			
3	44	13.2			
4	226	67.9			

4. NON-COMMUNITY BASED - LEVEL IV

The non-community based services level consists of a variety of Residential Centers. Youth admitted to these centers may be adjudicated Juvenile Delinquents, PINS, or as an adult condition of probation placed by the adult courts and need extensive academic, vocational, and counseling services. 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. Residential centers are most often located in rural areas.

Some of these youth have been previously placed in Level I and II facilities and are transferred to Level IV 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 non-community based, placements for PINS and youth placed by adult court as a condition of placement. These programs occupy a pivotal, transitional position at the middle of the Division's continuum of residential services. This has resulted in increased staff coverage in most of these centers in order to provide adequate programming and security for the residents, staff, and local communities.

Figure 30
Non-Community Based Program
Population Profile of Admissions - 1983

Age (yrs.)	#	%	Sex	#	%
10-12	6	1.6	Male	339	92.4
13	22	6.0	Female	28	7.6
14	68	18.5			
15	152	41.4	<u>Ethnicity</u>		
16	98	26.7	White	140	38.1
17	21	5.7	Black	171	46.6
18+	0	0	Hispanic	53	14.4
			Other	3	.8
<u>Adjudication</u>			<u>Offense</u>		
JO	0	0	Felony A	0	0
RJD	0	0	Felony B	11	3.5
JD	309	84.2	Felony C	38	12.3
PINS	28	7.6	Felony D	66	21.3
YO	24	6.5	Felony E	33	10.7
Other	6	1.6	Misd. A	138	44.7
			Misd. B	19	6.1
<u>Region</u>			Violation	1	.3
1	60	16.3	None	3	1.0
2	54	14.7			
3	51	13.9			
4	202	55.0			

5. COMMUNITY BASED SERVICES PROGRAMS - LEVEL V, VI, VII

The community based services program is comprised of Youth Development Centers (Level V), Group Homes (Level VI), and Foster Care (Level VII). All of these programs make extensive use of community resources to provide the range of services youth placed with them require.

The Division's community based programs are designed to serve youth placed by the Family Court on a Juvenile Delinquent or PINS adjudication or through the adult criminal court, who require an out-of-home placement and are not dangerous to themselves or others. Community based programs are also used for youth who are progressing 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 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 non-adjudicated youth (voluntary placements) to a current population of predominately 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 the Youth Development Center is the most varied of the Division's residential programs. In the residential component, staffing ranges from houseparents in the 7-bed units to shift coverage in the larger units.

Group Homes and Special Residential Homes - Level VI

These homes are 7-10 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 home setting. One special program in this level, Buffalo's Community-Based Start Center, provides more structure and varied staffing in a group residence, larger than a group home.

Foster Care Services - Level VII

Foster care services includes care for youth who have been in other Division for Youth facilities and cannot or should not return to their own homes. Youth placed in these settings may be adjudicated as Juvenile Delinquents, PINS, or youthful offenders. 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.

Figure 31
Community Based Program
Population Profile of Admissions - 1983

Age (yrs.)	#	%	Sex	#	%
10-12	22	3.2	Male	441	63.7
13	53	7.7	Female	251	36.3
14	107	15.5			
15	234	33.8	<u>Ethnicity</u>		
16	179	25.9	White	367	53.0
17	82	11.8	Black	276	39.9
18+	15	2.2	Hispanic	40	5.8
			Other	9	1.3
<u>Adjudication</u>			<u>Offense</u>		
JO	7	1.0	Felony A	0	0
RJD	0	0	Felony B	10	2.8
JD	350	50.6	Felony C	40	11.2
PINS	197	28.5	Felony D	56	15.7
YO	46	6.6	Felony E	40	11.2
Other	92	13.3	Misd. A	176	49.3
			Misd. B	27	7.6
<u>Region</u>			Violation	1	.3
1	306	44.2	None	7	20.0
2	100	14.5			
3	130	18.8			
4	151	21.8			
Interstate	5	.7			

6. COMMUNITY RE-ENTRY SERVICES

The Division operates two reentry programs and during the current fiscal year plans to open a third. All three programs are located in New York City and will have a combined capacity of 93 residents. The programs are geared to a 90-120 day length of stay. These programs are designed for male juvenile delinquents who have successfully completed a 6-8 month stay in a rural facility. The length of stay for restricted juvenile delinquents transferred to a reentry from a secure program ranges from six to eight months.

While the primary purpose of this program is to prepare youth placed with the Division for return to the community, the Division also supports programs designed to assist a youth's re-entry into the community after release from an institutional placement. For example, the Community Based Urban Homes Initiative, a pilot project in New York City, has been designed to assist youth released from institutional placement. Other Local Services funded community based programs provide a variety of services to these youth either through direct contract with the Division or contracts with local youth bureaus.

7. HIGHER HORIZONS PROGRAM

Higher Horizons is a therapeutic wilderness program. Higher Horizon staff provide on-site training and technical assistance to Division staff and youth. Youth are provided the opportunity to learn self-sufficiency, self-confidence, individual initiative, teamwork, problem solving and the knowledge and skills of wilderness survival. The program is authorized as an alternative education program and utilizes an interdisciplinary approach to learning about outdoors through experiential methods.

8. PLACEMENT WITH VOLUNTARY AGENCIES

Another option available for youth placed in the care and custody of the Division for Youth is for the Division to contract with an authorized voluntary child care agency to provide residential and associated services.

These placements are one of two types: First, "cooperative placements" where assessment and referral to the voluntary agency is made by the youth service team worker. Secondly, "placement for replacement," where the family court has an assessment conducted and the referral to the voluntary agency but assigns the responsibility of oversight for the care and custody of the youth to the Division.

A diverse range of residential care programs are provided by the over 70 voluntary agencies serving youth placed in the Division's care and custody. Currently, 842 Division for Youth placed youth are in voluntary residential care programs. This number has significantly increased in recent years.

Figure 32
Division Placed Youth in Voluntary Agencies
Population Profile of Admissions - 1983

Age (Yrs.)	#	%	Sex	#	%
10-12	39	5.8	Male	568	84.9
13	86	12.9	Female	101	15.1
14	180	26.9	<u>Ethnicity</u>		
15	246	36.8	White	282	42.2
16	116	17.3	Black	284	42.5
17	1	.1	Hispanic	100	14.9
18+	1	.1	Other	3	.4
<u>Adjudication</u>			<u>Offense</u>		
JO	2	.3	Felony A	0	0
RJD	0	.0	Felony B	18	3.4
JD	524	78.3	Felony C	56	10.6
PINS	135	20.2	Felony D	80	15.2
YO	2	.3	Felony E	61	11.6
Other	6	.9	Misd. A	245	46.6
<u>Region</u>			Misd. B	45	8.6
1	96	14.3	Violation	1	.2
2	81	12.1	None	20	3.8
3	39	5.8			
4	453	67.7			

9. CASE MANAGEMENT AND AFTERCARE SERVICES

Once a youth is in placement at either a Division for Youth or voluntary 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 Youth Service Team counselor provides 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 Youth Service Team 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.

VI. FINANCIAL STRUCTURE

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VI. FINANCIAL STRUCTURE

The youth service system managed by the Division for Youth is a diversified continuum of State and local prevention and remediation efforts. Accordingly, New York State has evolved a diversified financial structure for funding such efforts. This structure ensures adequate support for youth services planning and delivery efforts and fiscal accountability for all phases of administrative and service delivery responsibilities residing within the Division.

A. Local Services Programs

1. YOUTH DEVELOPMENT & DELINQUENCY PREVENTION (YDDP)

The Division's main prevention program (directed at the general youth population and locally identified target populations), the YDDP program provides 50% reimbursement funding to localities for various youth service and recreation projects. State funding has increased steadily since the initiation of the program in 1945. From 1975 to 1983, the State's expenditures under this program more than doubled (up from \$14.7 to \$32.3 million), reflecting increases in both the legislatively set, formula-driven, eligibility levels and the ability of counties and municipalities to utilize available eligibility.

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. The "hold harmless" clause guarantees that the total eligibility of any county will not fall below its 1982 State aid allocation level - regardless of fluctuations in the youth population.

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 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% 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.

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. Annual budget appropriation levels are based upon expenditure trends, not allocation or eligibility levels.

2. SPECIAL DELINQUENCY PREVENTION

The Special Delinquency Prevention Program provides up to 100% 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. 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 1/3 for grants up to \$50,000 and 1/4 for grants over \$50,000. Since its start-up in 1978, the annual appropriations for SDPP have increased to a current appropriation of \$12,485,000 which funds over 400 separate youth programs.

3. RUNAWAY & HOMELESS YOUTH

The Runaway and Homeless Youth Program provides emergency shelter and crisis counseling for youth most vulnerable to victimization. The Division provides 60% funding for emergency assistance efforts currently in force in 12 counties (with an additional two 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 RHYA funds are a lump sum Statewide appropriation, approved program applications are constrained by this set amount, not any per capita formula eligibility. Approval of applications in excess of the appropriation requires prior approval by Division of the Budget since it precipitates an increase in the appropriation level.

Claims submitted for reimbursement must conform with approved budgets and include only allowable expenditures. Total annual appropriations since the inception of this program have increased to \$1.7 million for FY 1984-85.

4. SPECIAL PROJECTS

The Division administers a category of special projects which provide funding at up to 100% for specifically targeted youth programs. Unlike any other DFY funding program, the participating municipal or community-based youth serving agency, the project design and the funding amount are specified in the legislative budget appropriations. The Division provides contract management functions for these grants. Annual appropriations since this program's 1979 inception have grown from \$1.4M to the \$3.8M which was appropriated in FY 1984-85 for a total of more than 100 special projects.

B. Residential Care Program

Like the 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.

1. DFY OPERATED FACILITIES

One hundred percent state funds are provided for group homes operated by the Division or under contract to Youth Support Incorporated. For most other Division programs the costs are shared on a 50/50 basis between the state and county. Costs for juvenile offenders placed by the adult criminal court were originally borne completely by the state. Recent legislation authorized a four-year phase-in period which will result in these costs also being shared on a 50/50 basis. This phase-in period will be completed by July 1, 1986.

For youth placed in community-based facilities (Levels V, VI, and VII), Federal funding of 50% 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 equally by the state and county of placement. Most non-community based programs are ineligible for ADC-FC funding.

2. VOLUNTARY AGENCY CARE

Comparable situations occur with local voluntary agencies regarding ADC-FC eligibility. Typically, youth are placed through the Department of Social Services with voluntary child care agencies. Counties pay out 100% of such cost-of-care, then claim the remaining 50% from DFY. This is also true of cases where the youth is placed through the Division for Youth with local voluntary agencies (placement-for-replacement or cooperative placement). Per diem rates of voluntary agencies are established through the Department of Social Services which establishes rates for other types of out-of-home treatment and care not related to the juvenile justice system.

C. Detention

Pre-adjudication services provided for youth in either secure or non-secure settings are a 50/50 state/county involvement. These services are not eligible for Federal ADC-FC reimbursement.

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

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

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VII. SYSTEM PROJECTIONS

Long range planning for the Division for Youth requires the synthesis of youth need related policy goals with system management. As with most human service and criminal justice agencies, the Division operates a system whose size and scope is, to a large degree, dictated by demand. In its community based prevention and remedial youth service network, legislation or appropriations set the basic parameters, but local demand in the form of utilization or eligibility defines the State expenditure levels. The capacity of the Division's residential care system is also defined by demand, and is primarily responsive to actions of an external court and law enforcement system.

The need to integrate youth program policy goals with system management responsibilities in a long range planning effort requires a clear sense of future system size. For the Division for Youth Program Operations, this translates into the need to project bed capacity needs for its residential system.

A. DFY Residential Care System Projections

The Division's service delivery system is organized within eight "Levels" of care. Generally, these may be further collapsed into secure programs (Level I), non-community based programs (Levels II-IV), community based programs (Levels V-VI), foster care (Level VII), and aftercare (Level VIII). In addition, the Division contracts for services with voluntary agencies for a portion of the youth placed in its care.

The voluntary agency and foster care components of the Division's residential care system represent segments where utilization and capacity are more directly associated with internal programmatic and policy decisions than with external criminal justice system demands. Therefore, these sections of the system are not amenable to "demand" projections in the same sense that secure, non-community based, and community based programs are. In addition, projections are not provided for aftercare, since this is a non-residential service.

To develop projections for future capacity needs, the Division has developed a series of service delivery simulation models. These models embody state of the art approaches to forecasting residential demand. The actual projection of future demand requires that certain assumptions be made regarding the future behavior of the criminal justice system itself. These assumptions can only be evaluated in light of what is currently known about how the criminal justice system operates. In some cases, this knowledge base is quite limited. Many factors which are relevant for projection purposes fall beyond the scope of the Division's control and are difficult to predict with a reasonable degree of accuracy, (e.g. arrest trends). In other cases, information on particular critical operating characteristics of the criminal justice system is not readily available. Because of these factors,

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it is often difficult to formulate and evaluate assumptions as to the direction of future population trends.

Information on the results of a series of simulations which were performed to project demand for secure, non-community based, and community based services is provided in subsequent sections. Readers interested in a more detailed discussion of the simulations are referred to the projection reports which are routinely published by the Division.

1. SECURE PROGRAM (LEVEL I)

The Division's Secure program population includes Juvenile Offenders, Restrictive Juvenile Delinquents, and Title III Juvenile Delinquents. In recent years, it has been the changes in the size of the Juvenile Offender population which have driven the capacity needs for this level of programming.

Since the spring of 1983, the New York State Division for Youth has witnessed a steady decline in its in-care Juvenile Offender population and, hence, in the need for beds in secure residential facilities. The in care Juvenile Offender population at the end of the first quarter of 1984 was 407—a decrease of 9.2% (34 youth) from the end of 1983. This resulted in an unprecedented contraction of operations in Level I, allowing the phase out of temporary beds in many facilities. What is most remarkable about this development is its following so closely on the heels of an expansionary period when the notions of surplus capacity seemed inconceivable.

Concurrently, the level of the Restrictive Juvenile Delinquent population in Level I has fallen by almost one-third over the last year. However, analysis also indicates that the level of Title III Juvenile Delinquents seems to have risen enough to fill the vacuum. Hence, the combined Juvenile Delinquent and Restrictive Juvenile Delinquent population has remained relatively stable at about 55.0 for the last two years. These fluctuations, when combined, resulted in an average total Level I in care population of 454 during March 1984.

In developing Level I projections, the Division constructed a simulation model focusing on data indicators representing major criminal justice process components which directly impact on demand for the Secure program. These data included information on arrest trends, conviction rates, length of time between arrest and conviction, sentencing patterns and length of stay in Secure program, for Juvenile Offenders; admission rates and length of stay for Juvenile Delinquents and Restrictive Juvenile Delinquents; and return rates and length of stay for Parole Violators.

With the aid of the simulation model, the impact of possible future fluctuations in these components of the criminal justice system can be assessed. To accomplish this, three sets of population projections were produced, each under a different set of assumptions with respect to arrest trends, sentencing patterns and length of stay for Juvenile Offenders. In the production of the first set, it was assumed that the arrest rate will remain at its current level of about 105.8 per month, the average for the period from June 1982 until January 1984. It was also assumed that the 1983 sentence distribution will persist, placing 20.7% of all new Juvenile Offender

placements in a one-year maximum sentence group. It was further assumed that mean lengths of stay within maximum sentence groups will remain constant at their post-July 1982 levels and that a 17.6% conviction rate, the average for the 1/81-6/83 period, will prevail.

The assumptions regarding the second simulation are identical to those of the first except for the use of a lower projected conviction rate of 15% as of July, 1983. This set of projections represents a "best-case scenario" in that it forecasts declining demand through the end of 1988. The third set may be said to represent a "worst-case." In its production, it was assumed that the arrest rate returns to its historical level of 126.3 arrests per month, the average from September 1978 to January 1984. A reversal of the trend toward shorter sentences was simulated by a return to the 1981 sentencing distribution, as of February, 1984. As was the case in the first simulation, the 17.6% conviction rate is again applied here. The third projection also simulates the implementation of a determinant sentencing policy whereby each Juvenile Offender serves two-thirds of his or her maximum sentence minus jail time. It should be noted that this formula was chosen solely for the purpose of comparability and that it is not intended to represent any initiative currently under consideration by the Legislature.

For all three projections, it was assumed that the delay between arrest and conviction will remain at 7.6 months.

Given the forces controlling the demand on this system, it is difficult to choose one set of projections over another. Significant aspects of the criminal justice system demonstrate entirely too much fluctuation to expect current or historical trends to provide a foundation for exact projections, especially over a five year period. However, the data did indicate that the difference between what are considered to be the two more realistic projections (those based on the first two simulations) is less than seven percent (6.5%) after twelve months. This indicates that secure program bed capacity needs at the beginning of FY 1985-86 will range from approximately 463 to 493 beds, at 95% occupancy.

2. NON-COMMUNITY BASED PROGRAMS (LEVELS II-IV)

Projected estimates of bed demand for Levels II-IV are based upon an historical analysis of our demand for non-community based resources.

Perhaps the most significant single event that occurred within non-community based programs during the last three years was the pronounced influx of male Title III Juvenile Delinquent new admissions which commenced during the beginning of 1982 and continued through the end of that year. During the latter part of 1981, the monthly rate of admission for this group averaged 36.2. This rate grew to over 46 per month during the comparable 1982 period, reflecting an annual growth rate in excess of 29%. As a result of this increased admission pressure, the average monthly census of new Title III Juvenile Delinquent males increased from 435.8 during the second half of 1981 to over 487 for the last six months of 1982, representing a rise of about 12%.

Given the fact that non-community based programs had been operating at or in excess of capacity for the preceding year, this growth in admissions and the associated increase in the resident population of male Title III Juvenile Delinquents produced a high degree of congestion in this segment of the system. To some extent, this pressure was relieved by dwindling PINS populations. For the late 1981 time period, the average monthly census of new PINS youngsters was 22.5 for males and 15.5 for females. By the second half of 1982, these numbers shrank to 7.8 and 9.2 respectively, translating into annual reductions of 65% and 41%. Population levels of transferred male PINS also declined, from an average of 14.8 to 7.8 during the period identified above, a reduction of 47%.

These reductions were not, apparently, sufficient to offset the increased Title III Juvenile Delinquent volume and analysis suggests that as admissions continued at an increased level, program length of stay for these clients began to decline, ultimately reaching an average low of 9.3 months for youth in non-community based programs.

Eventually, portions of this subpopulation found their way into community based programs, where the population of transferred male Title III Juvenile Delinquent admissions grew from an average of 73.3 during the early part of 1982, to an average of 102.7 throughout the first half of 1983, an increase of about 40%. By January, 1983, however, the rate of admission for this group had begun to ebb and during the second half of 1983, it had resumed 1981 levels. Similarly, the resident population of new male Title III Juvenile Delinquent youths contracted to its original size while length of stay was reestablished at approximately 10 months.

Other noteworthy trends have developed as well. The average monthly rate of admissions for new Title II Juvenile Delinquent males, for example, has demonstrated sustained growth; increasing from 5.2 during the second half of 1981 to about 11.6 over the last months of 1983 and the first two months of 1984, effectively rising 123%. This has produced a corresponding population growth of 64% over the same period; an increase from an average monthly population of 55 to one of over 90.

For projection purposes, a model was developed which basically predicts demand under three alternative sets of assumptions regarding rates of admission and lengths of stay for each identified group of Level II-IV clients. Since projections for non-community based and community based programs "stabilize" relatively quickly, detailed projection tables are again not included here. Readers interested in a more comprehensive analysis are referred directly to the Division's projection reports. The results of the first projection are based on figures derived from admission and length of stay activity which prevailed, in most cases, during the 1/83-2/84 period. They are then "conservative" estimates in the sense that it is assumed that rates of admission for Title III Juvenile Delinquent males will not resume their 1982 levels. This projection demonstrates a sustained need for approximately 873 beds in non-community based programs, or 919 beds at 95% capacity. The second, which increases admissions by 10%, produces a long term demand for 960 beds (1010 at 95% capacity). The third, decreasing the admission rate by 10%, produces a demand estimate of 786 beds, or 827 beds at 95% capacity.

3. COMMUNITY BASED PROGRAMS (LEVELS V-VI)

Over the past few years, admissions of some categories of community based youngsters exhibited a continued decline. Among these were PINS males, where monthly admissions shrank from an average of seven during early 1981 to about four during the latter portion of 1983 and the first two months of 1984. This pattern of inflow produced an average monthly census of 43.2 during the first half of 1981, which declined to 22.4 during the most recent eight months, a reduction of 48%. Similarly, the population of transferred female PINS declined from 18.2 during the first part of 1981 to 8.6 during the latter part of 1983, a 53% decline.

Once again, the utilization of Level V and VI programs reflects the pronounced impact of the Title III Juvenile Delinquent phenomenon on the entire system. During the first half of 1983, following increased admission levels which prevailed during the preceding year, populations of Title III Juvenile Delinquent males and females peaked for both new admissions and transfers. In each of these groups, population levels then declined during the second half of 1983 and the first two months of 1984, corresponding to a reduction in admission levels for these groups, particularly the male new admissions and transfers.

As was the case in the preceding section, a projection has been developed based upon the results of a simulation model which derives estimates for monthly admissions and lengths of stay for each group from the 1/83-2/84 period, and then increases and decreases monthly admissions by 10% to examine system response. The results demonstrate a long-term demand for 422 community based beds in Levels V and VI, a figure which translates into approximately 444 beds at 95% capacity, when all things are held constant.

Increasing admissions by 10% produces a long term demand for 465 beds (469 beds at 95% capacity); and decreasing admissions by 10% demonstrates a need for approximately 380 beds, or 400 beds at 95% capacity.

4. FOSTER CARE (LEVEL VII) AND VOLUNTARY AGENCY PLACEMENTS

Since projected estimates are not meaningful for these two portions of the Division's residential care system, it is assumed, for planning purposes, that utilization levels for each will remain constant. This indicates a need for a constant capacity in the foster care program of approximately 210 beds. Similarly, under the same assumptions, the Division's utilization of voluntary agency bed resources would then remain at 820 beds.

5. CONCLUSION

Combining the estimates presented in the preceding paragraphs, the range for total system capacity is projected to be approximately 2,871 beds at the beginning of FY 1985-86 and approximately 2,842 beds by mid-year 1989. The summary figures are shown on Figure 33.

Figure 33
Division for Youth
Bed Capacity Projections 1985-1989

Program	Estimated	Estimated
	Population (1,2) 3/31/85	Population 6/1/89
Secure (Level I)	478	449
Non-Community Based (Levels II-IV)	919	919
Community Based (Levels V - VI)	444	444
Foster Care (Level VII)	210	210
Voluntary Agencies	820	820
Total	2,871	2,842

(1) Estimates for Foster Care and Voluntary Agencies are at 100% capacity; all others are 95% capacity figures.

(2) Reflects the midpoint between the two sets of projections selected for secure programs, and the mid range projection estimates for non-community based and community based programs.

It is important to bear in mind that there are many factors which may affect the accuracy of the projections offered in the preceding sections. Changes in the size of the at risk population of youth in New York State may have a significant impact over the long run, but the extent of this impact is difficult to assess. Similarly, signals received by the system emanate from the Legislature, the Governor, or even society at large and can precipitate radical changes in key factors used in these simulations (i.e. arrest rates, conviction rates, sentencing patterns, etc.). Sudden systematic changes in any such process component will have a significant affect on the capacity needs of the Division's residential care system.

B. Residential System Capacity & Utilization

The information presented in the preceding section has provided an overview of past and projected population trends in the Division's residential facilities. When this information is contrasted with existing and planned capacity levels in secure, non-community based, and community based programs, patterns of capacity utilization may be examined. This type of inspection reveals where areas of overutilization and underutilization exist in the system.

1. SECURE (LEVEL I)

Figure 34 reviews the present and projected situation in Level I with respect to population levels and capacities.

Section I of the table describes things as they now are. Prior to April 1, 1984, there were 615 budgeted beds in Level I. The in-care population on 3/31/84 was approximately 466. To accommodate this number at 95% capacity, 491 beds were needed; 124 less than were then available.

As of April 1 (as per FY 1984-85 budget), the number of beds was reduced by 101, to 514. Still needing 491 beds to accommodate the 466 youth at 95% capacity, present capacity is 23 beds over need.

The balance of Section I reflects planned reductions and expansions; a 15 bed reduction at Brookwood on 9/1/84, the 32 bed Tryon phase 1 expansion on 10/1/84; and the 20 bed Tryon phase 2 expansion on 12/1/84.

Section II of Figure 34 contrasts future demand against bed capacity under an "all things remaining equal scenario." Basically, this means that it is assumed for projection purposes that the arrest rate remains at 105.8 per month, sentencing patterns prevail that were experienced during the second half of 1983, and the conviction rate remains at 17.6%.

What this shows is that, given planned capacities, the Division would realize a five bed deficit (relative to the number of beds needed at 95% capacity) as of 9/1/84, a 29 bed surplus by 10/1/84, and a 53 bed surplus by 12/1/84, all things remaining equal.

The analysis suggests that these population estimates may already be high, possibly the result of a declining conviction rate.

Section III examines the potential impact of a scenario in which the conviction rate drops to 15%. Basically, in this event the Division would experience an 11 bed surplus by 9/1/84, a 48 bed surplus by 10/1/84, and a 75 bed surplus by 12/1/84, again all relative to the number of beds required to accommodate projected populations at 95% capacity.

Figure 34
Division for Youth
Population Trends and Capacity Levels
Secure Programs

<u>Section I</u>					
	<u>3/31/84</u>	<u>4/1/84</u>	<u>9/1/84</u>	<u>10/1/84</u>	<u>12/1/84</u>
a) Actual Capacity*	615	514	499	531	551
b) Actual Population	466	466			
c) Beds needed @95% Occupancy	<u>491</u>	<u>491</u>			
d) Difference (a-c)	124	23			

<u>Section II</u>				
		<u>9/1/84</u>	<u>10/1/84</u>	<u>12/1/84</u>
e) Projected Population (Conviction rate=17.6%)		479	477	473
f) Beds needed @95% Capacity		<u>504</u>	<u>502</u>	<u>498</u>
g) Difference (a-f)		-5	29	53

<u>Section III</u>			
	<u>9/1/84</u>	<u>10/1/84</u>	<u>12/1/84</u>
h) Projected Population (Conviction rate=15.0%)	464	459	452
i) Beds needed @95% Capacity	<u>488</u>	<u>483</u>	<u>476</u>
j) Difference (a-i)	11	48	75

* This includes 10 of the 24 beds at the Stevens Temporary Release facility. Expansion to 24 beds will depend upon a combination of increased demand for temporary release beds.

It must be stressed that the projections are extremely sensitive to even small changes in monthly arrests, rates of conviction, patterns of sentencing, parole board decisions, and the like. Thus, it is conceivable that even minor increases in arrests, or the rate of conviction, for example, could effectively eliminate any prospect of underutilization in Level I.

2. NON-COMMUNITY BASED PROGRAMS (LEVEL II-IV)

Non-community based programs have consistently operated at or in excess of budgeted capacity for the past three years. Analyses of projected demand under a scenario in which rates of admission and lengths of stay experienced in the past continue into the future (a reasonable assumption) indicates a continued demand for 873 beds, or 919 beds at 95% capacity. Alternative scenarios that were examined indicate that a 10% increase in admissions would translate into a corresponding 10% rise in demand, or 960.0 beds (1010 beds at 95% occupancy). Similarly, a 10% decrease in admissions would effect a 10% reduction in demand, producing a long term need for 786 beds (827 beds at 95% occupancy). Assessment of these alternatives suggests that the mid range estimate, 919 beds, is perhaps the most tenable.

Since there are currently only 882 beds in the Level II-IV category, this suggests that this system will continue to operate significantly in excess of the 95% operating level over the long run. Recent court stipulations for the timely placement of Division youth have the effect of exacerbating existing problems of effectively placing youngsters in this segment of the system.

3. COMMUNITY BASED PROGRAMS (LEVELS V-VI)

When the population information presented in the preceding section is contrasted with existing Level V-VI capacity, it is evident that there is some degree of underutilization among these programs. This is to be expected to some extent, given the wide geographical dispersion of the facilities, and their relatively small size. Many of these facilities are, for example, seven bed units. When only one bed in a facility of this size is unused, this effectively translates into an 86% utilization rate. This effect, when aggregated on a statewide basis, produces the impression that community based resources are underutilized to a significant degree.

The projections presented indicate a sustained need for 422 (444 at 95% capacity) beds in Levels V-VI, with admissions and lengths of stay remaining as they have in the recent past. Increasing admissions by 10% produces, again, a corresponding 10% increase in demand, or 465 beds (489 beds at 95% capacity). A 10% decrease in demand over the long run is effected by reducing admissions by 10%, translating into a need for 380 beds (400 beds at 95% capacity). The first of these scenarios, where all things remain constant, is regarded as the most reasonable. Given the fact that there are currently 529 beds available in community based programs, continued utilization below the desired non-community based 95% operating level is anticipated, but about on par with expected levels of community based utilization.

4. PLAN FOR EFFECTIVE UTILIZATION

The material discussed above tends to highlight three areas of concern. These include (1) the potential for underutilization to develop in Level I; (2) the likely possibility of continued overutilization in Levels II-IV; and (3) the prospect of a continuation of current patterns of utilization in Levels V-VI. Based upon these concerns a plan for action has been developed which provides short and long term objectives.

A short term agenda may involve:

- (a) Analysis of the potential role of voluntary sector services to enhance the Division's placement options;
- (b) Development of a plan for conversion of Level I excess capacity to Level II-IV beds, in the event that utilization in the secure segment of the system continues to decline, while non-community based demand continues at (currently) high levels;
- (c) The formulation of an interim plan for the immediate reduction of population in Levels II-IV to 95 percent of existing physical plant capacity; thus allowing increased ability to accommodate pronounced fluctuations in admissions in these Levels likely to result from compliance with existing court stipulations;
- (d) The development of length of stay and program monitoring packages intended to ensure efficient usage of existing resources, and compliance with established length of stay standards, thereby allowing 95 percent occupancy levels to be maintained in overutilized portions of the system (i.e., Levels II-IV); and,
- (e) Careful review of existing patterns of utilization among specific facilities to determine the feasibility of selected reduction or elimination strategies.

Over the long run, an optimal solution to the problem of assuring efficient patterns of utilization may lie in the development of a full admission and program classification system. This system would involve:

- (f) Development and implementation of a plan which allows comprehensive youth assessment data to be used to (1) monitor problem resolution and guide release decisions, thereby maximizing "turnover" efficiency, and (2) establishment of demand estimates for residential programs based on more sophisticated indicators of "youth needs," thereby allowing program capacities to be developed which correspond to assessed legal and rehabilitative requirements, and providing the basis for more compelling budgetary requests.
- (g) The analysis of program outcome indicators for the purpose of establishing length of stay guidelines for specific categories of youngsters.

VIII. GOALS AND POLICY OBJECTIVES

VIII. GOALS AND POLICY OBJECTIVES

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VIII. GOALS AND POLICY OBJECTIVES

Up until this point, the Masterplan has provided an overview of the Agency's mission; the major youth service systems with which the Division is intimately involved in carrying out this mission; the formal organizational structures established to implement major programmatic components, and a detailed picture of both current and projected service demands upon the agency.

The one major impression left by this overview is of enormity. The state, through its public service system, is trying to prevent and remediate those conditions and problems which inhibit positive youth development. The Division for Youth realizes that any chance of success in this endeavor requires a level of planning and coordination among all levels of government and community. It also requires a clear sense of roles and direction within each involved agency and organization.

This Masterplan presents the role and direction of the Division for Youth. It presents the basic policy direction which will guide the Division for the near future. Critical to understanding this internal policy planning effort is the knowledge that, while the Division has a clear sense of where, when and why it intervenes on behalf of the positive development of youth, it is always asking itself what more can be done. The Division for Youth, by continuing the process which has resulted in this Masterplan, will seek the counsel of both internal and external persons, groups, and organizations in an effort to seek to continually answer this fundamental question.

Within this framework, an extensive policy-planning process was conducted. That process was designed to accomplish several critical objectives:

- 1) First, to identify major problems or critical difficulties in accomplishing the Division's mission in an effective, efficient manner;
- 2) Secondly, to translate the deficiencies identified into a well integrated set of major policy goals, and policy objectives; and
- 3) Finally, to engage in a structured process designed to carefully weigh both the importance of these policy goals to the agency mission as well as the extent and seriousness of the problem-conditions associated with each major policy goal.

While each of these objectives have been accomplished, it is important to bear in mind that these accomplishments constitute only the most critical elements within the policy and strategic planning phases of an overall master planning process. The more precise specification of individual strategies for problem-resolution and actual implementation milestones, have not yet been fully developed. This second major planning phase will commence immediately and impact on the agency's 1985-86 budget process. The following pages describe in more detail each of the critical policy goals defined within the planning process.

Major Goals:

A comprehensive review of problem-specific data submitted by field, central office, and external agencies and organizations revealed clearly one important point: All of this material could be broadly classified for planning purposes into three major agency goals, and a host of more discretely defined policy sub-goals. The three broadest goals identified in this policy planning phase are:

- A) 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 for Youth residential care.
- B) To ensure that all youth in Division for Youth residential care live in an environment which supports and provides for their basic human needs.
- C) To ensure the most effective and efficient use of agency resources in support of agency mandates.

The breadth and scope of the agency's mission and mandates generated a complex and extensive set of policy goals. Distinguishing the relative importance of each became a critical, but difficult task. Executive staff, through a structured dialogue and assessment process, focused on two factors: (1) the importance of each policy goal in impacting on or ensuring the achievement of the major goal; and (2) the seriousness of the deficiencies or problems associated with that policy goal.

This process resulted in a series of policy sub-goals and related policy objectives. These are presented in the following pages. The relative importance of major goals is not an issue, such an assessment was neither feasible nor necessary. However, the policy goals within each major goal category are presented in an order which reflects a consensus of their relative importance.

A. Youth Programs and Services

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 FOR YOUTH RESIDENTIAL CARE.

EMPLOYMENT

Policy Goal

To increase the employability and employment opportunities of youth placed with the Division as well as youth identified by the county comprehensive planning process.

Rationale

Young people need opportunities to participate successfully in the economic and social mainstream of the community where they can build feelings of self-worth and gain positive recognition. While all youth need assistance to prepare for the labor market and find jobs, the unemployment rate for minority youth makes such services critical. Youth provided with knowledge about the labor market and structured work/employment experiences are more successful in the world of work.

Policy Objectives

- Develop and implement policies and procedures which require that Division placed youth be provided with opportunities to explore vocational interests and develop basic vocational skills;
- Make available to youth, especially those experiencing serious barriers to employment, the provisions and resources available through the Job Training Partnership Act;
- Work with the private sector to link community resources to Division funded and operated employment/training programs;
- Increase the employment opportunities available for youth; and,
- Ensure that counseling and support services are available for youth in employment and training programs.

AFTERCARE

Policy Goal

To ensure that youth released to aftercare are successfully integrated into the community.

Rationale

While in residential care, a youth may often demonstrate significantly improved behavior and skills. Upon release, without continued, adequate supervision and support, youth may revert to previous patterns of negative behavior. The literature indicates that the period of greatest risk of recidivism includes the first 6 months following a youth's release.

Policy Objectives

- Provide intensive aftercare services to each Division placed youth for a minimum of six months;
- Ensure that comprehensive release plans are developed and implemented;
- Analyze systems and supports necessary to successfully integrate youth into the community;
- Increase efforts to adequately educate the community and elicit their support for youth on aftercare; and,
- Increase access to community services for youth on aftercare status.

EDUCATIONAL SERVICES

Policy Goal

To strengthen the academic and vocational skills of Division placed youth and those youth experiencing educational difficulties in their home communities through appropriate levels and types of educational and support services (such as alternative education, remedial, special, bilingual and tutorial services).

Rationale

Truancy and drop-out rates for the general youth population indicate the need for specialized educational services. For youth placed with the Division, their severe educational deficits clearly dictate an intensive focus on appropriate educational programs.

Policy Objectives

- Provide required remedial and special education for Division-placed youth;
- Develop and implement a model that provides sufficient and appropriate education staff in Division facilities;
- Improve the level of Division For Youth educational staff development and performance;
- Collaborate with the State Education Department to improve educational services to youth; and
- Develop and implement State Education Department approved curriculum guides specific to the needs of Division residents.
- Develop and implement the U.S. Department of Education -- "Bilingual Education Grant".

SPECIALIZED PROGRAMMING FOR YOUTH IN DIVISION RESIDENTIAL CARE

Policy Goal

To ensure the provision of differentiated services for significant population segments that have specialized treatment needs.

Rationale

Division placed youth in residential care exhibit a wide range of needs for which the Agency is obligated to offer appropriate treatment services. The Division's rehabilitative resources can be utilized most effectively if youth needs are successfully identified and matched with appropriate facility programs.

Policy Objectives

- Enhance existing needs assessment mechanisms;
- Develop a client classification and program diversification system; and,
- Develop programmatic curricula intended to specifically address the needs of clients with a history of violent behavior, substance abuse, pregnancy, developmental or emotional handicaps or patterns of sexual abuse.

SYSTEMS PLANNING: PROGRAMS AND SERVICES

Policy Goal

To reduce youth involvement with the juvenile and criminal justice systems by developing and maintaining a coordinated approach to preventive services at both the local and state level.

Rationale

Youth are less apt to become involved in the justice system with early identification and timely provision of preventive and intervention services. This is best accomplished by the local community. Community based youth services tend to be less expensive and less disruptive upon the youth and family than residential treatment services.

Policy Objectives

- Support, strengthen and enhance the county comprehensive planning process;
- Systematically identify and prioritize youth needs on a statewide basis and focus discretionary money accordingly;
- Encourage greater cross-system, interagency planning, coordinating and funding efforts at the state and local levels;
- Improve the coordination of services needed to reintegrate youth under the care of the Division into the community ; and,
- Continue to develop community services for runaway and homeless youth.

COUNSELING & PSYCHOLOGICAL SERVICES

Policy Goal

Improve the social skills, attitudes and behavior of youth placed with the Division as well as "high risk" youth in the community served by Division funded programs.

Rationale

During adolescence, youth undergo major developmental changes and experience increased peer group, familial and other social pressures. The coping skills needed to handle these pressures in a responsible manner and to foster stable self-concepts varies greatly among youth. Adolescents involved with the juvenile/criminal justice system and "high risk" youth in the community often require more intensive counseling interventions and treatment.

Policy Objectives

- Provide coordinated counseling and mental health services in Division programs;
- Promote interagency planning efforts with state, local, and voluntary agencies to increase coordination, communication and accessibility to appropriate youth services;
- Develop sociological and psychological profiles of Division youth to identify specialized counseling needs;
- Establish and implement appropriate counseling and mental health models;
- Develop and implement in-service training for those counseling modalities endorsed by the Division; and,
- Develop and implement counseling techniques for the Division for Youth's sexual offender population.

RECREATION

Policy Goal

To increase the personal and social development of youth and their constructive use of leisure time by ensuring the availability of appropriate recreational, social and cultural activities in their communities and in Division residential programs.

Rationale

Recreation is regarded as one important method for aiding youth in coping with frustration, stress and anger, and in teaching youngsters how to structure free time in an acceptable manner. In facilities recreation, arts and crafts and cultural activities assist in maintaining a stable environment and have been proven to be a positive influence on behavior.

Policy Objectives

- Provide recreational, social and cultural activities that will assist youth in the community to structure and use their leisure time constructively;
- Advocate that public and private facilities remain open for supervised recreational activities during after school hours, holidays, weekends, and summers;
- Provide recreational outreach services to youth for whom recreational opportunities may be a constructive alternative to delinquent and criminal involvement; and,
- Provide consistent and comprehensive recreation, social and cultural services to youth in residential care.

INTERAGENCY COORDINATION

Policy Goal

Encourage greater cross systems inter-agency planning, coordination and funding efforts at the state and local level to assess appropriate services to youth.

Rationale

A vertical service delivery approach generally tends to encourage labeling of youth and segregation within a particular Service Delivery System. Coordination is best accomplished by the horizontal comprehensive planning approach which cuts across and through a variety of systems.

Policy Objectives

—Develop agency positions on the following major youth issues:

- incarcerated 16-20 year old population
- persons in need of supervision
- teen pregnancy
- latch key children
- youth unemployment
- adolescent substance abuse
- homeless youth
- school drop-outs
- sexual exploitation of children
- missing children
- teenage death;

—Cooperate and coordinate with inter-agency task forces concerning specific needs of youth at risk; and,

—Utilize the comprehensive planning process to develop and integrate cross systems strategies.

B. Essential Residential Services

TO ENSURE THAT ALL YOUTH IN DIVISION FOR YOUTH
RESIDENTIAL CARE LIVE IN AN ENVIRONMENT WHICH
SUPPORTS AND PROVIDES FOR THEIR BASIC HUMAN NEEDS.

HEALTH AND NUTRITIONAL SERVICES

Policy Goal

To ensure appropriate health and nutritional services for youth in Division facilities and aftercare, and specific public and private institutions serving Juvenile Delinquents and Persons in Need of Supervision.

Rationale

Before a youth is able to deal with educational or behavioral problems, the basic requirements of good health and nutrition must be met. A high percentage of youth admitted to Division care require considerable medical, dental, mental health and nutritional services to respond to years of neglect, poor personal hygiene, inadequate diet and limited understanding of health requirements.

Policy Objectives

- Address the problems caused by the present medical fee schedule;
- Develop and implement comprehensive health education programs in Division facilities (i.e., teenage pregnancy, substance abuse);
- Study Division health services staffing patterns and utilization for the improvement of service delivery;
- Analyze the research literature on the relationship between nutrition and behavior;
- Ensure that meals served to Division residents are nutritious and have high acceptability; and,
- Improve quality of work experience for health care staff.

CAPACITY

Policy Goal

To ensure that appropriate facility capacity is available to accommodate all youth placed with the Division.

Rationale

The Division has limited control over the factors which ultimately govern the number and types of youth admitted to its care. Within this framework, the Division is committed to assuring appropriate services, client safety, and community security. These objectives can only be attained by developing and maintaining program capacities corresponding to the varied legal and personal characteristics of youth placed with the Division.

Policy Objectives

Ensuring adequate and appropriate capacity to serve Division youth requires short and long range objectives, including:

- Enhance existing population projection models, providing alternative projection scenarios;
- Develop a contingency plan for addressing the excessive demand for non-community based beds. The contingency plan will analyze the following alternatives: (a) adjustment of client length of stay in non-community based programs; (b) possible conversion options (involving use of secure and community based bed capacity); and (c) the potential enhancement of the voluntary agency role as a provider of services to Division placed youth;
- Careful review of existing patterns of secure and community based facility utilization to determine which facilities can be targeted for reduction, conversion, or elimination;
- Develop and implement a long range plan which allows Problem Oriented Services Plan data to be used to (a) monitor problem resolution and guide release decisions, and (b) establish demand estimates for residential programs based on more problem-specific indicators of "youth needs;" and,
- Ensure sufficient non-community based residential capacity for females.

PHYSICAL ENVIRONMENT

Policy Goal

To provide physical plants that are environmentally safe, contain adequate well-designed program space, and ensure appropriate levels of health/safety.

Rationale

The Division operates and maintains 57 residential facilities. Physical plants must be of sufficient size to provide space for daily living, education, vocational training, recreation and counseling. It is essential that the Division ensure that all of its physical facilities are maintained in a healthy and safe condition.

Policy Objectives

- Maintain structurally sound facilities that comply with all applicable federal and state regulations and codes;
- Develop a Capital Master Plan identifying physical configurations and minimum requirements for facilities within each program level;
- Update and implement a comprehensive agency fire safety plan;
- Ensure routine maintenance of existing physical plants through the implementation of a system-wide preventive maintenance program including a central computerized preventive maintenance tracking and reporting system; and,
- Identify and prioritize physical plant deficiencies for the budget planning process.

SECURITY

Policy Goal

To ensure the protection of residents, staff and the community by providing an orderly and safe environment in Division facilities.

Rationale

The Division has a dual responsibility for youth placed in its care. It must meet community expectations for confinement of court placed youth and provide for the effective care and treatment of those youth in an orderly, well structured residential environment.

Policy Objectives

- Maintain and enhance security measures in each facility to prevent theft, escape, injury to persons, and damage to property;
- Maintain an acceptable staff to resident ratio to provide a safe and secure environment; and,
- Research and analyze the cost effectiveness of sophisticated electronic security devices for increased safety and security measures.

C. Management of Agency Resources

TO ENSURE THE MOST EFFECTIVE AND EFFICIENT USE
OF AGENCY RESOURCES IN SUPPORT OF AGENCY MANDATES.

MONITORING AND EVALUATION

Policy Goal

To strengthen Division management capability and accountability through development and implementation of a statewide services review and evaluation system.

Rationale

The Division is charged with the monitoring and supervision of voluntary agencies; monitoring local county comprehensive planning and funding efforts; monitoring and evaluating contract compliance of Special Delinquency Prevention Program and Special Projects; ensuring that the Division's residential programs comply with appropriate child-care standards, and ensuring that system-wide standards of fiscal accountability and affirmative action are appropriately exercised. In addition, the Division is mandated to evaluate the impact or effectiveness of its service delivery efforts.

Policy Objectives

- Develop a long-range Division-wide monitoring plan, including the setting of standards, performance indicators, self-reporting and other instruments, monitoring policies and procedures for services provided directly by the Division as well as those contracted out to youth bureaus and non-profit agencies;
- Develop the capacity inhouse or through contracts with third party evaluators, to conduct selected system-oriented impact evaluations at a county, region or State level aimed at youth service knowledge development, service model replication and longer-term policy development;
- Improve policy and program decision-making by conducting, synthesizing and disseminating studies on program activities, outcomes, and associated costs; and,
- Develop a formal procedure for disseminating policy-oriented research and evaluation studies.

STAFF DEVELOPMENT & TRAINING

Policy Goal

To maintain a highly productive, well-motivated work force through a comprehensive system of agency-wide staff development and training.

Rationale

The effective and efficient delivery of services to youth demands, above all else, a knowledgeable, well-trained and highly motivated staff. These attributes are not consistently provided for simply through the process of recruitment. A comprehensive program of staff development and training must be in place to ensure that all staff are provided the information and skills needed to carry out their job responsibilities well.

Policy Objectives

- Develop and implement annual training requirements within the Division;
- Provide required training by expanding the train-the-trainer model; expanding the Division's "in-house" training capacity; and by maximizing the use of training resources external to the agency;
- Clarify staff roles and responsibilities with respect to the training and development of new or existing employees;
- Implement an information system to document the training provided to staff; and,
- Provide statewide instruction in the Basic Child Care Curriculum to appropriate residential facility staff.

COST CONTAINMENT

Policy Goal

To ensure that available resources are expended in a fiscally responsible manner.

Rationale

The successful accomplishment of the Agency Mission, in an era of increased fiscal accountability, requires that the Division implement stringent cost control measures. The credibility and integrity of the agency rests on its ability to deliver services in a cost effective and efficient manner. These measures include the traditional cost reduction measures and also efforts to maximize access to alternative revenue sources.

Policy Objectives

- Improve the effectiveness of resource procurement and allocation, by conducting clearly defined, timely and well-integrated planning and budgeting processes involving input from all managers;
- Improve policy and program decision-making by conducting, synthesizing, and disseminating studies on program activities, outcomes and associated costs;
- Review existing model staffing patterns to identify, where appropriate, the feasibility of redeploying and/or reducing staffing resources without compromising program effectiveness;
- Analyze overall costs of current facility operations; and,
- Expand efforts to maximize alternative revenue resources.

MANAGEMENT STRUCTURE AND FUNCTIONS

Policy Goal

To ensure that the agency management structures facilitate the timely accomplishment of Division functions and responsibilities.

Rationale

The Division's organizational structure provides the framework for pursuing its major service delivery functions. Organizational structures and major management functions must be effectively meshed to address the needs of staff and the youth being served.

Policy Objectives

- Analyze and refine the Division's management approaches and practices to enhance the effectiveness of Division program efforts;
- Review and modify the organizational structure to facilitate the delivery of youth services and maximize available agency resources;
- Develop a comprehensive planning process to integrate long-range policy goals and objectives development;
- Improve the contract management system to ensure timely development, control and funding of agency's youth service contracts; and
- Examine the Division's role in the oversight, certification and rate setting of voluntary agencies serving significant numbers of court-related youth.

COMMUNICATION

Policy Goal

To provide mechanisms that facilitate the flow of communications within the agency, and to ensure purposeful and informative communication with external governmental and private agencies and the public.

Rationale

Communication is the key to effective coordination of Division activities. Similarly, consistent and decisive dissemination of information to the public assures Division integrity and credibility.

Policy Objectives

- Enhance administrative mechanisms for communication of accurate and timely information, both internally and externally;
- Further develop those processes through which communications are rendered; and,
- Assure the sharing of information on client characteristics among individuals identified as appropriate recipients, in a timely and effective manner.

INFORMATION SYSTEMS

Policy Goal

To maintain and upgrade the quality, accuracy, and timeliness of the Division's data bases and to improve accessibility of available data bases and data processing technology.

Rationale

Accurate and timely information is critical to the assurance of efficient management of agency resources and effective decision-making on the part of Division administrative staff. The data bases and associated data processing capability currently available within the Division should provide the capacity for client tracking, fiscal monitoring, program analysis, and related activities to be carried out in an expedient manner, and allow critical information to be rendered in support of internal decision making processes.

Policy Objectives

- Develop and implement Exception Reports to monitor the quality of information submitted by the field, and the promotion of appropriate administrative controls;
- Establish an agency-wide Electronic Data Processing steering committee, to assure that system development priorities are realistically identified and followed;
- Expand the core professional data processing staff, and develop lower level Electronic Data Processing-oriented career ladders to permit data processing staff to keep pace with rapidly escalating informational demands and provide the basis for an enhanced capacity for user training;
- Enhance existing data bases in the areas of inventory control, personnel management, education, medical/health, employment, and physical plant profiles; and,
- Develop additional systems for expenditure analyses and monitoring capital projects.

AFFIRMATIVE ACTION

Policy Goal

To ensure that the principles of Affirmative Action are integrated throughout the Division.

Rationale

Consistent with state and federal laws, regulations and Executive Orders, the Division is responsible for ensuring the rights of all Protected Class members.

Policy Objectives

- Ensure that the Division has appropriate representation of all Protected Class members throughout all levels of the agency;
- Ensure Protected Class members have full access to career mobility within the Division;
- Ensure that all managers, supervisors and employees of the Division are aware of and sensitive to the principles of Affirmative Action;
- Ensure that all policies and procedures promulgated by the Division are consistent with the interests and concerns of Protected Class members;
- Ensure that the Division utilizes Minority and Women-Owned Businesses in its discretionary purchases of commodities, service contracts and construction contracts; and,
- Ensure that programs funded by the Division adhere to non-discriminatory practices, consistent with state law.

PERSONNEL ADMINISTRATION

Policy Goal

To recruit and retain a highly qualified, motivated and productive work force capable of fulfilling the Division's mission. Inherent in this goal are the principles of Affirmative Action, Merit System and employee evaluation.

Rationale

The Division requires a wide variety of professional, technical, paraprofessional and clerical positions to administer a complete array of youth services. A comprehensive recruitment program based on factors such as turnover rates, labor market trends, long-range plans and affirmative action goals is critical to obtaining, developing and keeping a work force to serve our clients.

Policy Objectives

- Increase efforts to develop a comprehensive recruitment program to maximize available labor pools. Increase representation of protected class members throughout all levels of the Division with particular emphasis on groups who have been identified as under-represented within the agency;
- Enhance the opportunity for career mobility within the Division for all levels of staff;
- Develop appropriate job expectations within established funded staffing levels and based upon prioritized agency objectives;
- Increase efforts and support to develop a comprehensive, automated personnel system;
- Ensure that background and employment record of prospective employees are thoroughly reviewed;
- Conduct a regular review and update of Division position classifications to ensure appropriateness of job titles and responsibilities; and,
- Ensure the timely completion and submission of employee performance evaluations.

POLICIES & PROCEDURES

Policy Goal

To promulgate policies and procedures which enable the Division and the agencies it funds to effectively carry out their responsibilities.

Rationale

The Division is a multi-purpose agency that includes direct services, oversight, management, technical assistance and advocacy among its functions. Originally, a small agency with a limited number of staff and programs, existing programs expanded and new ones were added as the mandates under which the Division operated were amended. As this occurred, there arose a corresponding need to formalize the policy development process. If the Division is to carry out its many expanded responsibilities, it is essential that its staff and the agencies it funds function in a clear and consistent manner.

Policy Objectives

- Review and update agency regulations;
- Develop comprehensive policies consistent with appropriate standards;
- Develop manuals and procedures necessary to implement policy and clarify functions;
- Assure a mechanism for monitoring policy and procedure compliance; and,
- Develop and maintain comprehensive policies that delineate the Division's relationship with the voluntary agencies serving significant numbers of Persons In Need of Supervision and Juvenile Delinquents.

END