



Plan 93

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New York State Division for Youth

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Mario M. Cuomo, Governor
Leonard G. Dunston, Director

April 1, 1993

DIRECTOR'S MESSAGE

It is my pleasure to provide you with this copy of *Plan '93*, the New York State Division for Youth's blueprint for current programs, new initiatives and future directions.

New York's ability to meet its future social and economic challenges will be determined by the capabilities of its future business and community leaders, parents, educators and workers. These architects of tomorrow's destiny are the children and young people of today.

If we believe that children are our hope for the future, it is incumbent upon us to work together in shaping a safe and supportive present for them, and a future that offers genuine opportunities and potential.

At the Division for Youth, we have a vision for this future. This is expressed in our mission statement—"preventing delinquency through positive youth development." Accordingly, we strive to ensure that each young person in New York State has the opportunity to develop to his or her fullest potential. Only in this way can we guarantee a future peopled by productive, caring citizens.

The best way to attain this goal is to encourage and enable the State's diverse communities to create a wide spectrum of opportunities for positive youth development. Through partnerships with other State agencies, local governments and youth service providers, we encourage and support local efforts that address the developmental needs of young people. In response to a challenge contained in the Governor's 1993 State of the State Message, we are working with other State agencies to improve the coordination of all non-mandated, State-funded, services for young people. This cooperative effort will improve the access and availability of needed services for young people and their families. We also seek active involvement by businesses, religious leaders, civic groups, philanthropic organizations and others interested in the future of young people, and we engage families and young people in the design, development and implementation of our programs and services.

As part of the Division's mission we are addressing our State's growing ethnic and cultural diversity. Current trends indicate that children of color will comprise a majority of our State's population in the 21st century. As the world becomes a smaller place with an increasingly international market, this diversity can become a major asset. We must prepare our future citizens for this new world. Initiatives like our new "Rites of Passage" program can be replicated to increase public awareness and understanding of this diversity, and to build youthful pride in one's heritage and bridges linking our commonalities.

In addition to our fiscal support of local youth recreation and service programming, we recently were able to make funding available to support the construction and renovation of youth centers in high-need areas. This program helps provide the long-term infrastructure needed for youth programming today and tomorrow. Two new programs have started this



Director Leonard G. Dunston

fiscal year. One enables local providers to address the needs of vulnerable youth in distressed neighborhoods. The other, the Youth Ventures Program, encourages young people to provide meaningful service to their community while developing skills.

For young people placed by the courts in the Division's care and custody, we are building a Statewide system to address growing supervision and service demands. We are strengthening our service options for addressing juvenile rehabilitation needs and public concerns for community protection. We also are promoting local efforts to develop diversion programs that meet youth needs in the context of their families before they are placed by the courts.

As demand grows for more intensive services, we are expanding the number and variety of rehabilitation programs for court-placed young people. We are strengthening our counseling program and expanding the use of our successful Aggression Replacement Training program. Our case management system is being revised to improve its accountability, and we are expanding programs for substance abusers, sex offenders and others with special needs.

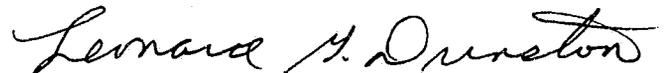
We are using new alternative placement programs — such as Home-Based Intensive Supervision, Evening Reporting Centers, the Sgt. Henry Johnson Youth Leadership Academy and the Adirondack Wilderness Challenge Program — to test more intensive short-term rehabilitation approaches.

We have begun construction on the first new facilities specifically designed for the cost-effective rehabilitation of young people. These new facilities, the first to be built for us in over a decade, will allow us to provide quality care at lower operating costs than our older, retrofitted facilities. We added seven new 20-bed residential cottages to our system in 1992. A new 150-bed limited-secure facility, organized into ten separate 15-bed living units, and eight new 25-bed non-secure facilities are under construction or on the drawing board.

This plan describes our specific efforts to make New York a better place for our children and young people. I would appreciate your comments on the programs and initiatives it describes.

Thank you for your interest in the young people of New York State.

Sincerely,





CHAPTER 1 THE MISSION

The Division for Youth's mission—"preventing delinquency through positive youth development"—describes its unique role in New York State's system for serving children and youth. The Division for Youth fulfills this mission through the programs and initiatives described in this plan.

In 1993 the Division will actively pursue the following programmatic and administrative agenda:

DELINQUENCY PREVENTION

The Division's first priority is to prevent delinquent acts from occurring. Therefore, to reduce the likelihood of delinquent behavior, it actively supports programs which connect youth to family, school and positive peer groups. Families and kin are the fundamental sources of care, support and guidance; schools and other community-based services, both formal and informal, are the most appropriate and effective complement to this foundation. The Division's role is to nurture and strengthen the capacity of these basic institutions to foster positive youth development for the State's five million young people under age 21.

During 1993, the Division will:

- Encourage local efforts that involve the entire community in youth development (e.g., comprehensive planning, mentoring, community service projects, etc.).
- Encourage multi-service approaches to meeting youth needs, such as community youth centers.
- Provide opportunities for municipalities and local organizations to establish buildings and program environments that youth find safe, supportive and interesting (i.e., youth centers).

- Encourage efforts to increase recognition of our growing cultural diversity, that build pride in one's heritage and bridges to link our commonalities (Rites of Passage).

- Increase coordination of effort through public-private, local-state partnerships.

- Strengthen collaborative efforts to improve community-school relations.

- Encourage businesses to provide more jobs and employment training opportunities for youth.

- Encourage program initiatives that promote parent and youth involvement.

- Strengthen opportunities for young people to serve our communities. The same spirit and enthusiasm we see youth devote to competitive sports can be harnessed to build community pride, to create the kind of neighborhood environment we all would be proud to call ours.

EARLY INTERVENTION

The Division initially strives to divert troubled young people from the juvenile justice system, believing that early signs of anti-social behavior are best resolved in the home, at school and in the neighborhood, rather than through the court process. First efforts to correct delinquent behavior should be in partnership with the family and community, using such alternatives to out-of-home placement as family preservation, day placement and intensive home supervision programs.

During 1993, the Division will:

- Promote development of early intervention programs that work with troubled youth and families when problems are first identified, or when signs indicate problems are likely, (e.g., Homebuilders).

- Encourage development of community-based approaches to meeting youth needs in the context of their families and communities as an alternative to the court process.

- Promote State and local development of programming that provides intermediate sanctions, real and proportionate consequences and rewards based on behaviors.

JUVENILE JUSTICE SERVICES

While the Division strives to prevent youth from entering the juvenile justice system, some will require out-of-home placement. For the small proportion of youth involved in violent criminal and other antisocial behavior, the Division provides a continuum of residential and community care services. These are designed to foster the attitudes, skills and behaviors youth need to function as law-abiding, productive, members of society.

While in the Division's care and custody, each youth is guaranteed basic rights: due process, equal access to service, and the right to participate in effecting his or her own treatment. These are essential and undeniable elements of every program.

During 1993, the Division will:

- Further develop day placement — Evening Reporting Centers, Home-Based Intensive Supervision—for youth who can be appropriately served in such programs, both as an alternative to residential placement and as a means of returning youth sooner to their home community. The Division also will work to increase the involvement of family and kin in the delivery of services.

- Establish alternative short-term, intensive, programs for targeted youth

populations (Adirondack Wilderness Challenge Program, Sgt. Henry Johnson Youth Leadership Academy).

- Build new facilities and renovate existing ones to meet growing demand and to make residential programming more cost-effective. This will include efforts that allow more resources to be devoted to program and less to supervision, and which concurrently meet the rehabilitation and security needs of youth and the safety of staff.

- Provide sufficient capacity to allow adequate time for effective rehabilitation; increasing the average length of stay in residential care to a minimum of 10 months for "low-risk" and 13 months for "high-risk" youth, followed by a structured community-based transition program.

- Meet the expanding demand for placement of youth charged with serious felony offenses, particularly Juvenile Offenders and Restrictive Juvenile Delinquents.

- Meet the shelter and support needs of youth in DFY who lack a viable home to return to after residential and transitional care.

- Strengthen and expand the availability of targeted program services for adjudicated youth with special needs: substance abusers, sex offenders, sexually abused youth, learning disabled, and young mothers with infants.

- Strengthen and expand the availability of essential program services for all court-placed youth (counseling, mental health services, medical and dental services, education and vocational services, recreation, ministerial services).

- Provide new program approaches (Independent Living, Taking Care, computer-aided instruction).

- Maximize Federal reimbursement under Title IV-E, Title IV-C, Medicaid and other related programs.
- Expand program efforts through Federal, State, foundation and corporation grants and revenue development initiatives.
- Improve overall program accountability through American Correction Association accreditation.



CHAPTER 2:
DELINQUENCY
PREVENTION

CHAPTER 2

DELINQUENCY PREVENTION

The Division's mission of delinquency prevention emphasizes, as its approach, positive youth development.

Youth tend to develop positively when they have access to socially desirable roles, are able to develop and make use of their personal competencies and are recognized as valuable members of their community by themselves and others. Through this process they become productive, responsible members of their community and society.

The Division sponsors a series of service programs designed to promote positive youth development. These programs support services for youth and promote awareness about youth as a current and future community resource.

Youth service programs supported by the Division range from efforts targeted at the general youth population (YDDP), to high-risk youth and communities (SDPP), shelters and support services for runaway and homeless youth (RHYA), and to youth entering the juvenile justice system (detention).

In addition to these service programs, the Division carries out Statewide action strategies to address the critical issues facing youth and youth development providers (i.e., parents, school teachers, community youth workers). Through public awareness campaigns, development of legislative proposals and interagency coordination, the Division advocates for New York's young people.

Through youth bureaus and their boards of community youth advocates, local plans of action are developed to address the unique needs and circumstances of local youth. This process, called County Comprehensive Planning (CCP),

brings a community together to establish opportunities for its youth. It is designed to stimulate increased public awareness, interest and commitment regarding the needs of youth in the county, and to ensure the needs of youth in troubling situations are considered, as are those of youth in the mainstream. This process ensures effective allocation of State and municipal resources and promotes cross-systems planning for youth services. CCP rests on two policy assumptions:

- Local governments are in the best position to address youth needs within the community, and
- State government is in the best position to promote planned development of local youth services.

The following section describes the different local youth service funding programs administered by the Division for Youth.

TYPES OF LOCAL FUNDING PROGRAMS

Youth Development and Delinquency Prevention (YDDP)

This program provides matching funds to municipalities for recreation and other youth service programs. It is designed to address the general development needs of youth in all communities and offers each city, town and village basic support for local activities that develop essential social skills and attitudes. Through YDDP, youth bureaus receive matching funds to plan, coordinate and monitor the delivery of youth programs and support County Comprehensive Planning (CCP). Under YDDP, youth bureaus at the county, city, town or village level are eligible for funding.

Municipalities in New York State are eligible for specific amounts of State aid reimbursement for youth programs. The amount of eligibility is determined by a legislatively identified per capita formula based on the number of youth under 21.

The legislative language creating YDDP encourages a county's participation in comprehensive planning through an enriched funding eligibility.

State aid reimbursement is based on an approved County Comprehensive Plan, an approved program application and approved claims for municipal expenditures. The County Comprehensive Plan 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.

The Division, in cooperation with a planning committee of county and municipal youth bureau directors, recently revised the requirements of CCP to simplify and make them more useful for youth services planning.

In FY1992-93, the YDDP appropriation was \$27,360,700.

Special Delinquency Prevention Program (SDPP)

This program provides funds to reach the large and rapidly growing population of youth in troubling situations in communities where they are most significantly concentrated. Under SDPP, the Division contracts with community-based organizations to reach these youth. Target communities are characterized by high population density, poverty, unemployment and arrest rates. Youth targeted for services include

those in the community involved in the juvenile justice system, runaway and homeless youth, school dropouts, pregnant teens, teen parents, victims of abuse, youth involved in prostitution, gang members and others involved in self-destructive behavior.

During FY1992-93, \$12,620,500 was appropriated to fund more than 475 youth programs under SDPP.

Runaway and Homeless Youth Act Program (RHYA)

This program enables counties to serve two related populations of youth in troubling situations. The Division provides counties with the fiscal incentive to develop a Runaway and Homeless Youth Service Plan as part of their County Comprehensive Youth Services Plans. Program funding then is provided to support two service components: For runaways and homeless youth under age 21, crisis services are provided to meet their temporary shelter, food, health care and counseling needs until they return home or find an alternative living arrangement; transitional living services are provided to homeless youth 16 to 20 years of age to become independent, self-sufficient, and productive members of society.

During FY1992-93, \$5,313,700 was appropriated to fund 73 RHYA programs in 23 counties.



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CHAPTER 3

JUVENILE JUSTICE SERVICES

The Division for Youth has a central role in the State's continuum of residential and post-residential services for charged and adjudicated/convicted Juvenile Offenders (JOs), Juvenile Delinquents (JDs), and Persons in Need of Supervision (PINS). These services are provided in county-operated juvenile detention facilities, voluntary agencies and in Division-operated facilities and programs.

DETENTION SERVICES

Some youth must be detained outside the home while awaiting court action or placement. To ensure suitable temporary custodial services for them, the Division provides matching State aid to all counties.

There are two categories of county-operated detention facilities: secure (characterized by physically restricting hardware and procedures) and non-secure (characterized by the absence of physically restricting hardware and procedures). Secure detention facilities statutorily provide temporary care to youth who are charged or adjudicated as JDs (ages 10-15) or who are charged or committed as JOs (ages 13-15). Non-secure detention facilities statutorily provide temporary care to youth ages 7-15 who are alleged or adjudicated JDs or who have been petitioned or adjudicated as PINS. Youth over age 16 may be detained if they are adjudicated or committed.

During 1991, the most recent year data is available for, there were 7,750 admissions to six secure detention facilities. These provided 140,404 days of care. Non-secure detention facilities had 8,392 admissions and provided 117,168 days of care. There are 98 non-secure facilities in the State: one institution, 28 group care facilities, six agency-operated boarding

homes, and 63 family boarding care facilities.

SERVICES FOR ADJUDICATED/ COMMITTED YOUTH

The Division for Youth serves youth placed or committed by the courts for criminal and other anti-social behaviors. Fundamental to the agency's approach is its belief that behaviors and attitudes are changeable, and that youth can acquire the skills required for a successful life.

Eight of every 10 youth placed with the Division are adjudicated by the family court on a Juvenile Delinquency petition; one in every ten is placed as a Person In Need of Supervision (PINS). One in every ten is sent to the Division by the adult court system as a result of a Juvenile Offender conviction, a Juvenile Offender/ Youthful Offender adjudication or, in rare instances, as a condition of probation.

Youth admitted to the Division generally exhibit aggressive and impulsive behavior, lack self-control and have poor self-esteem. Most are youth of color from low-income, single-parent families. Their average age is 15. One of every five lacks a viable home to return to following discharge from the Division.

The Division offers these youth a range of programs across three levels of custody/security, including a variety of alternative placement options. These differing levels are required for community protection, as well as for treatment purposes. Standard classification criteria are used to ensure youth are placed in the least restrictive setting that best matches their custody requirements and service needs; youth requiring the greatest degree of external control are placed in the most restrictive environments. Youth who have

committed less severe acts begin their placement with the Division in correspondingly less structured settings.

On December 31, 1991, the Division for Youth directly operated 30 residential facilities with a total capacity of 2,002 court-placed/committed Juvenile Offenders, Juvenile Delinquents and PINS. These facilities are organized into three levels of control, based on the degree of security provided: non-secure, limited secure and secure. In addition, some youth placed with the Division are served in foster family care settings, in day placement programs and through contract with voluntary child care agencies.

Voluntary Agencies

Some youth placed by the courts with the Division are served under contract in privately operated voluntary child care agencies. Youth enter these facilities in three ways: as placements for replacement, as cooperative placements (through DFY) or directly from the Department of Social Services. DFY pays half the cost of care for these youth — \$40 million annually.

Youth placed as a placement for replacement are in the Division's custody; however, the court requires them to be served in voluntary agencies. During 1991, there were 396 "replacements" admitted to voluntary agencies, representing 17% of all custody entries to the Division.

Unlike replacements, cooperative placements are referred to voluntary agencies at the discretion of the Division. Under a cooperative placement, a voluntary agency agrees to accept the youth on a case-specific basis. The Division, in return, agrees to accept a youth back from a voluntary agency if the placement does not work out as expected. During 1991 there

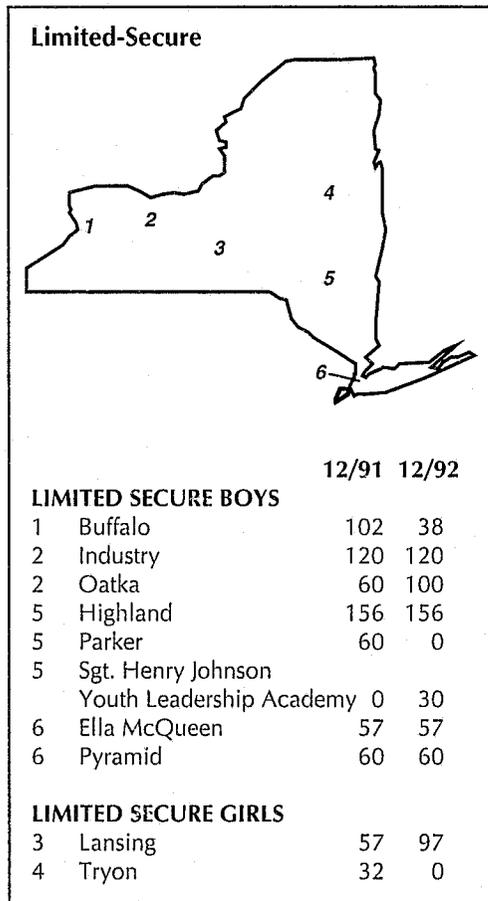
were 187 youth cooperatively placed in voluntary agencies, representing 8% of all custody entries to the Division.

DFY-OPERATED DIRECT ENTRY RESIDENTIAL FACILITIES

Non-Secure		12/91 12/92	
NON-SECURE BOYS			
1	Great Valley	60	25
2	Auburn	0	20
3	Annsville	60	25
4	Adirondack	20	20
5	Tryon	258	258
6	Allen	50	60
6	Brace	50	25
6	Cass	55	25
7	Parker	0	25
8	Middletown	0	20
9	Brentwood	20	20
10	Bronx	25	25
NON-SECURE GIRLS			
2	Auburn	20	0
5	Tryon	32	80
8	Middletown	20	0
11	Staten Island	20	20

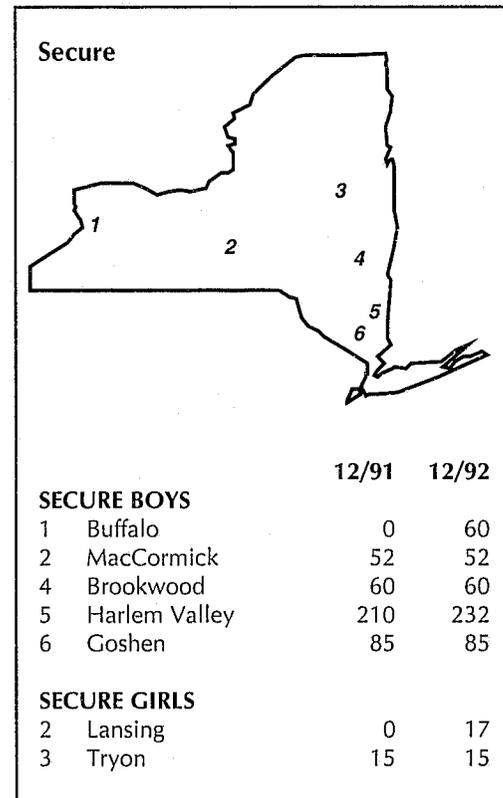
Non-secure residential centers include a variety of facilities without restraining hardware. Most services are provided on-grounds. On December 31, 1991, there were 14 non-secure DFY residential facilities with a total capacity of 690 youth.

Youth admitted to these facilities may be adjudicated Juvenile Delinquents, PINS, or placed as a condition of probation by the family court.



Limited-secure facilities use slightly more restrictive measures than the non-secure facilities. Virtually all services are provided on-grounds. On December 31, 1991, there were 9 limited-secure facilities with a total capacity of 704 youth.

First admissions to these facilities are confined to limited-secure or secure endorsed Juvenile Delinquents. Non-secure Juvenile Delinquents and PINS may not be placed in a limited-secure facility.



Secure facilities are the most controlled and restrictive of the Division for Youth. On December 31, 1991, there were five secure DFY facilities with a total capacity of 422 youth.

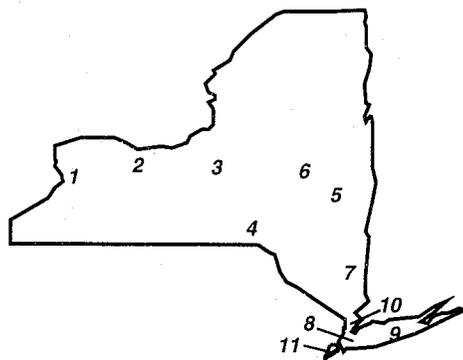
Access is controlled by staff and hardware. The facility is either a single building or a cluster of buildings close to each other, surrounded by a security fence. Most secure centers have single rooms which are locked at night. Virtually all services are provided on-grounds.

Youth admitted to secure facilities are committed as Juvenile Offenders or Juvenile Offender/Youthful Offenders by the adult courts or placed as secure endorsed or Fennered Juvenile Delinquents or Restrictive Juvenile Delinquents by the family courts. Non-secure Juvenile Delinquents or Persons In Need of Supervision (PINS) may not be placed in Secure.

Transition Programs

Following residential care most youth are sent to a transition program in the community to acclimate them gradually to community and family life. These programs provide youth with an opportunity to test their new skills and attitudes in a controlled setting. The following kinds of transition programs are in operation:

- **Community Residential Facilities**



12/91 12/92
COMMUNITY RESIDENTIAL CENTERS—BOYS

1 Buffalo CRH (Richmond)	10	10
2 Oatka Satellite CRH	10	10
3 Central NY CRC (Syracuse)	10	10
4 Central NY CRH (Binghamton)	10	10
4 Central NY CRH (Bingh/Ardsley)	10	10
5 Capital District CRH (Glens Falls)	10	10
5 Capital District CRH (Schenectady)	10	10
5 Capital District CRH (Troy)	10	10
6 Tryon Satellite CRH	10	10
7 Mid-Hudson CRH (Poughkeepsie)	10	10
7 Mid-Hudson CRH (Kingston)	10	10
7 Mid-Hudson CRH (Wappingers)	10	10
8 Brooklyn CR Center (Carroll)	16	16
8 Brooklyn CR Center (Jefferson)	14	14
9 Long Island Satellite Home	10	10
10 Southern NY (Yonkers CRH)	10	10
10 Southern NY (Yonkers CRH)	10	10
10 Southern NY (Mt. Vernon CRH)	10	10

COMMUNITY RESIDENTIAL CENTERS—GIRLS

3 Central NY CR Center (Syracuse)	7	7
3 Central NY CR Ctr (Binghamton)	10	10
4 Lansing Satellite (Elmira)	10	10
5 Capital District CRH (Albany)	10	10
8 Brooklyn CR Center (Lenox)	10	0
11 Staten Is. Sat CRH (Holden)	10	10
11 Staten Is. Sat CRH (Port Richmond)	10	10

Community residential facilities are the smallest and least restrictive of the Division's residential options. Since they are non-secure, community residential facilities do not use restraining hardware. These facilities make extensive use of community resources to provide the range of services required by youth placed with them. On December 31, 1991, there were 25 community residential facilities with a total capacity of 257 youth.

Youth admitted to these facilities may be adjudicated Juvenile Delinquents, PINS, or placed as a condition of probation by either a family court or an adult court.

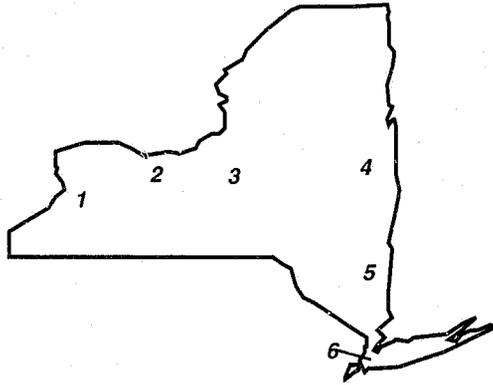
- **Foster Family Care**

The Division's foster care settings serve youth who have been placed with the Division and who can function in an alternative home setting. These programs may admit Juvenile Delinquents, PINS or youth placed as a condition of probation.

Youth are placed in foster care following a period in residential care. Most youth placed in foster care lack a viable home to return to; others are placed as a transitional step before returning to live with their parents. Foster parents are recruited, trained and supported by Division staff.

- **Day Placement Programs**

The Division operates and contracts for several types of day placement programs that provide intensive supervision and services — Evening Reporting Centers, Home-Based Intensive Supervision, and In-Home Intensive Treatment and Supervision. Day placement programs are used primarily to help youth transition from residential care to community life. For a limited number of youth, they are used to provide an alternative to out-of-community placement. In combination with foster



	12/91	12/92
DAY PLACEMENT - CO-ED		
Evening Report Centers		
1 Buffalo (Courtland)	0	15
2 Oatka ERC (West Ridge)	15	15
3 Central NY (Lincoln)	15	15
4 Capital District	15	0
5 Poughkeepsie (Hooker)	15	15
6 Brooklyn (E 43rd St)	15	15
6 Brooklyn (Lenox)	0	15
6 Southern NY (Given)	15	15
6 Southern NY (Wilder)	15	15
6 Sgt. Henry Johnson		
Youth Leadership Grads (NYC)	0	26
Home-Based Intensive Supervision		
1 Hillside Center (Erie/Niagara)	12	12
2 Hillside Center (Monroe Co.)	16	16
4 Berkshire Farm (Cap District)	16	16
6 IHITS (Queens)	20	20

family care, they are used to assist youth who lack a viable home to return to after residential care or whose home environment is too unstable for them to return to without intensive intervention. Day placement programs offer the least intrusive form of 24-hour supervision and services. Participants must attend local schools or work as a condition of participation in these programs.

On December 31, 1991 there were 10 day placement programs with a total capacity of 184 youth.

Community Care

While in residential care, youth often demonstrate significant improvement in their behaviors, educational achievements, attitudes, and in their belief in self and others. Maintaining and transferring these behaviors and attitudes to the community environment, which shaped the destructive patterns of behavior and caused their removal in the first place, is a difficult process.

Research shows that the key to successful reintegration lies in a supervision and case management approach that ensures continuation and follow-through of the facility service efforts. This enables the Division to broker, coordinate and advocate for essential community services for the youth, such as education, employment, health care, transportation and recreation. Supervision and counseling are provided to help these youth accept and be accepted in the mainstream of community life.

PROGRAM SUPPORT

Services are provided at Division-operated programs to help youth develop the social skills, behaviors and attitudes necessary for success in community life. In addition to supervision, shelter, food and clothing, all residential and non-residential programs provide counseling, health services and recreation. All out-of-community facilities provide on-grounds education programs. Programs include the following:

- Innovative counseling approaches: Aggression Replacement Training, Structured Learning, Taking Care, Victim Awareness Education, Positive Human Sexuality, Innervation-Substance Abuse Prevention, and Conflict Resolution.

- Youth receive health education in areas of human growth and development, alcohol, tobacco and other drug substances, sexuality and family life education, safety, first aid and survival, personal hygiene, and disease prevention/self-care.

- Division facilities with on-site schools provide general, academic, special and vocational education, and employment training. For youth residing in the Division's community-based facilities, educational services are augmented by local schools.

- Recreational activities are an integral part of daily programming. Through recreation youth learn necessary coping skills, interests and attitudes that will permit them to function in an age-appropriate, socially acceptable manner upon returning to the community.

- The Division's Chaplaincy program ensures youth in DFY facilities freedom of worship as provided in the Constitution. Program components include worship services, rites and sacrament observances, religious education, spiritual guidance and counseling, and crisis services for situations which require spiritual intervention, such as a death in the family, hospitalization, etc. Community resources have been mobilized to help Division staff provide for the range of religious needs of residents in each facility.



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**NEW PLACEMENT
OPTIONS**

CHAPTER 4 NEW PLACEMENT OPTIONS

In order to provide appropriate, cost effective, placement options for youth in its custody, the Division is expanding its range of service models while ensuring sufficient residential capacity. The highlights of this effort are presented below:

The Division has established a series of alternative placement programs to test short-term, lower-cost approaches for rehabilitating youth. Three basic approaches have been established: day placement programs, foster family care and short-term intensive residential programs.

DAY PLACEMENT PROGRAMS

Day placements serve as an alternative to residential placement and to facilitate successful transition back to community life. Youth in these programs either live at home or in a foster family setting. For youth living at home, parental involvement in the program is a critical ingredient. In these programs youth are given progressively increased responsibilities commensurate with demonstrated positive changes in behavior. Youth who break their conditions of participation may be transferred to residential care. The programs are co-ed. The Division now operates or contracts for the following day placement programs:

Home-Based Intensive Supervision (HBIS)

This program consists of intensive community supervision and services to youth in the home community as a transition from residential care. Behavioral contracts and individual and family counseling are provided directly. All other services are brokered through existing community services. Current HBIS programs are offered in several locations through contracts with two voluntary

agencies — Hillside Children's Center in Monroe, Erie and Niagara counties and Berkshire Farm Center and Services for Youth in the Capital District. Capacity: 44 youth.

In-Home Intensive Treatment and Supervision (IHITS)

This program is similar to HBIS and serves youth with prior residential care who have a history of drug abuse or who are adjudicated for drug possession and/or sales offenses. IHITS provides special services for youth requiring substance abuse treatment. This Federally funded demonstration project operates through a contract with Outreach Development Corp. in Queens and Brooklyn. Capacity: 20 youth.

Evening Reporting Centers

As an alternative to out-of-community placement or as a transition from residential care, these centers provide evening and weekend on-site supervision and services to youth in their home community as a complement to community-provided daytime programming. Participants must attend school or work as a condition of participation. The Division directly operates Evening Reporting Centers in the Bronx (2), Brooklyn, Poughkeepsie, Syracuse, Rochester and Buffalo. Capacity: 105 youth.

FOSTER FAMILY CARE

Through foster family care the Division is able to provide supervision and support in a community setting less costly and restrictive than traditional residential care. The program serves the high percentage of youth without viable homes to return to and others who need to be

transitioned gradually back into living at home or on their own. The Division has developed several different foster care programs to address youth needs and to maximize agency resources.

Specialized Family Foster Care

provides transitional services to youth with special needs. ***Satellite Foster Care*** allows the agency to use facility staff and facility programming to assist in foster family recruitment and support. ***Independent Living*** is offered to the small number of homeless youth leaving DFY care that are ready to learn to live on their own.

**SHORT-TERM INTENSIVE
RESIDENTIAL PROGRAMS**

The Division has established two innovative, short-term, intensive programs to test the benefit of these specialized approaches to behavior change. Both provide youth with an abbreviated residential regime followed by three to four months of specialized day placement programming.

Adirondack Wilderness Challenge

This short-term intensive program has been designed to educate and build character through physically and mentally demanding, stressful, group experiences. It uses outdoor skills as a metaphor for teaching youth to meet the demands of responsible community life: self-confidence, self-discipline, cooperation and concern for others. The program uses the integrated learning concepts of Kurt Hahn, popularized through the International Outward Bound movement. The natural environment is used as an experiential learning setting. Typical activities include: obstacle courses, hiking, canoeing, rock climbing, snowshoeing and cross country

skiing. In collaboration with the Department of Environmental Conservation, youth will regularly participate in such community service projects as establishing nature trails, renovating hiking trails, and other wilderness conservation and environmental education projects .

The program has been designed to serve youth from the State's urban centers who are physically and mentally capable of participating in strenuous activity and who classify as needing a non-secure residential placement. Unlike other DFY programs, all youth in this program enter it together and progress through to graduation as a crew of 8 to 10. A new crew enters the program each month. The program is projected to graduate 72 youth per year.

The Challenge program is designed with four distinct phases: Phase 1 is a three-month placement in the Wilderness Challenge Residential Center. This phase is operated by the Division in a new, spartan, 24-bed structure built for this purpose. Phase 2 is a three-week Wilderness Challenge Expedition. Phase 3 is a four-month intensive day placement in the youth's home community. Phase 4 is Community Care.

**Sgt. Henry Johnson
Youth Leadership Academy**

This short-term, intensive, highly structured, military-style residential training program is designed to build self-discipline, a work ethic, teamwork and pride through a vigorous program of physical exercise, community service, counseling and education. It is staffed by former military leaders. Like the Wilderness Challenge program, youths enter and graduate from the academy as a group.

Each group, called a "platoon," consists of 15 youth cadets.

The program has been designed to serve youth who are physically and mentally capable of participating in strenuous activity and who classify as needing a limited-secure residential placement. The program is projected to graduate 60 youth per year.

Youth move through the program in distinct phases: Phase 1 is a six-month residential academy phase provided by the Division in a new, spartan structure built for this purpose. The facility has a capacity of 30, serving two platoons at a time, with a new platoon starting every third month. Phase 2 is the Youth Leadership Graduates Program, a three-month intensive day placement designed to follow-up and reinforce the skills, behaviors and attitudes learned at the Youth Leadership Academy. Phase 3 is Community Care.

NEW FACILITIES

While alternatives to traditional programs hold much promise for some youth placed with the Division, many more require placement out of home for extended periods of time. The Division is expanding existing facilities and building new ones. These new building efforts, the first in over a decade, are made possible through Urban Development Corporation bond financing. Each allows the agency to reduce per-bed operating costs and provide safer, more humane treatment.

150-Bed Model Residential Facilities — Limited-Secure and Secure

In 1991, with the assistance of an interagency work team facilitated by a private architectural consulting firm, the Division developed architectural speci-

cations for a new model facility to rehabilitate adjudicated youth. This state-of-the-art model has been designed to provide a humane, secure, flexible environment for the custody and treatment of the State's most difficult adjudicated youth at a cost substantially less than DFY's current comparable facilities. Specific requirements and solutions include:

- Reduced operating costs — 40% less than comparable facilities.
- Construction costs not to exceed \$25 million.
- A safe and secure setting for the community, youth and staff; a single one-floor building with easily supervised layout; multi-level security systems.
- A humane, flexible environment conducive to the treatment of troubled adolescents; multipurpose classrooms connected to each living unit; a variety of flexible program areas.
- Sensible living group size; ten 15-bed, semi-autonomous living units.
- Durable, long-lasting and standards-compliant construction.

The first 150-bed model facility is under construction on the same property as the Division's current Lansing Girls facility. It is projected to be open for limited-secure boys in the spring of 1993.

25-Bed Model Residential Facilities — Federally Reimbursable, Non-Secure

A 25-bed facility model also has been designed to meet the demand for safe, flexible cost-effective care for youth classified as needing non-secure custody. These new facilities will allow the Division to reduce overcrowding, reduce State and local costs of care and provide smaller, flexible rehabilitation settings for appropriate youth. They are designed to provide

enhanced services and supervision with a minimum of staff and to offer the opportunity for better client supervision. A significant benefit of the 25-bed free-standing facility model is its ability to recoup up to 50% of all eligible costs under the Title IV-E Federal Foster Care and Adoption Assistant Act. By designing the facility to minimize the number of staff required and to incorporate other cost-saving features, these facilities will operate at costs significantly lower than DFY's older retrofitted facilities. Given growing demand, DFY has designed, and plans to build, eight of these highly efficient 25-bed facilities. These new non-secure facilities will have the flexibility to offer a variety of differentiated programs, as changing needs dictate. In line with growing demands, these new facilities will be equipped to serve youth with special health needs.

20-bed Cottage Expansions

A series of purpose-built cottages was completed this year to address limited secure/non-secure bed shortages. Capacity was expanded by 40 beds each at Oatka and Lansing residential centers, and by 10 beds at Allen Residential Center. At Lansing and Oatka, two cottages at each will house 20 youth, with a third designed for use as classroom and vocational education space. At Allen, three more 20-bed cottages replaced the original housing unit of 50 beds, which was modified for program and administrative purposes.

Each housing cottage has 20 individual bedrooms and a common day area. The design contains many special features that allow the agency to provide safer, more humane care, while offering better supervision and services at lower cost than the agency's older retrofitted buildings.

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Don't Pass the Spike!

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CHAPTER 5

YOUTH SERVICES INITIATIVES

The Division prides itself on being at the forefront of innovation in youth service program development. Through its advocacy, County Comprehensive Planning, facility program innovation and research and evaluation efforts, DFY continues to break new ground in program development for youth services. This chapter describes program innovations designed to address the most pressing problems facing young people.

DELINQUENCY PREVENTION

Comprehensive Planning for Youth Services

In his 1993 State of the State Message, the Governor gave the Division a welcome challenge — to establish a comprehensive approach to youth policy. He asked the Division to assume full responsibility for coordinating the State's planning efforts for all non-mandated services for young people, such as drug abuse prevention education and treatment, adolescent pregnancy prevention and care, and sexual abuse counseling.

The Division's highly successful County Comprehensive Planning (CCP) system will be used as the model to organize this new undertaking. In this new effort, an ongoing process will be developed to make sure that the needs, desires, and dreams of New York State's young citizens are constantly heard. This will include the creation of a Governor's Youth Congress as well as the inauguration of Governor's Youth Awards, to honor those young people who are making especially positive contributions to the State.

Services for Vulnerable Youth in Distressed Neighborhoods

To enable local youth service providers to address the needs of vulnerable young people in targeted distressed neighborhoods a new funding program has been established. Through this program, street outreach and comprehensive multi-service program approaches will be provided to troubled young people and families when problems are first identified, or when signs indicate problems are likely.

Community Service Projects by Youth

Another new initiative is the Youth Ventures Program. This program targets middle school and high school students who are at-risk of not completing their secondary education. It will involve them in after school "service learning" activities. Through this program young people will provide meaningful service to their community and at the same time develop skills that will help them become contributing adults.

Youth Opportunity Centers (YOCs)

The poor physical condition of many buildings housing community youth programs often impairs the effectiveness of services. While State funds have been available for many years to support youth services, their use for capital construction has always been prohibited. In response to this need, the Governor and Legislature made \$25 million in State bonding authority available in 1991 to support the construction or renovation of non-profit and municipal youth centers that provide early intervention services for at-risk youth.

Because of the overwhelming demand for this program, a second appropriation of \$12 million in bonding author-

ity was approved in 1992. By October 9, the close of the application period, DFY received 119 applications requesting \$139 million to build or renovate youth centers.

Youthfest

Youthfest '92 was the first gathering organized by the Division for Youth to celebrate and promote the positive aspects of youth. The event was held August 20, 1992, at the Cathedral of St. John the Divine in New York City. Over 6,500 young people from all over New York City attended, representing all races, backgrounds and physical conditions. In addition to entertainment and topical speakers, youth addressed Governor Cuomo, Mayor Dinkins of New York City and other leaders in State government. The Governor and the Mayor also addressed the young people.

Plans are underway for a *Youthfest '93* and a *Statewide Youth Congress* which would bring together youth from all over New York State to promote positive youth development.

The New York State Youth Council

To provide youth empowerment activities statewide, the Youth Council, with DFY seed monies, has been able to compete successfully for other State agency grants. The Youth Council has held a series of Youth Speakouts on such topical areas as: Drug and Substance Abuse, Teenage Suicide, Teenage Pregnancy, and AIDS. As a result, youth are able to address State policy makers and influence State policy direction.

Gangs-Related Research and Activities

Following up on an earlier task force, the Division is conducting a Federally

funded project to study youth gangs in New York State. This study, using youth placed in the Division's custody as sources of information, will:

Describe the prevalence, geographic distribution, composition, organizational structure and characteristics of delinquent youth group activity.

Specify drug-related activity engaged in by these groups.

Develop an empirical taxonomy of delinquent youth groups.

Mentoring Program

The New York State Mentoring Program promotes an effective early intervention strategy to help children improve their self-esteem, broaden their vision of opportunities and apply themselves in school. Based upon the simple notion that young people grow as the result of exposure to caring and responsible adults, the mentoring model is successfully implemented in both community and facility settings.

Independent Living

The Division has established an Independent Living (IL) Skills Program to help youth ages 16-18 gain skills in the following program areas: managing personal finances; seeking employment; developing parenting skills; understanding relationships; accessing community resources; structuring use of leisure time; utilizing public transportation, and managing personal living environments.

The IL curriculum integrates life and basic academic skills through a combination of group and individual instruction. Innovative equipment, furnishings and instructional methods are used to facilitate the acquisition of life skills.

A mentoring component promotes one-to-one relationships between students and mentors while providing youth with a positive role model who can advise, coach, counsel and teach. In addition, the Independent Living Program provides Cultural Awareness Training to enable students to gain a better understanding of regional, ethnic and religious diversity.

Youth Opportunities Unlimited (YOU)

Begun as a collaborative effort between a number of New York City and other State agencies, Project YOU offers a continuum of educational services to adolescents involved with the Family Court.

JUVENILE JUSTICE SERVICE INITIATIVES

Education and Vocational Programs

A central focus of the Division for Youth's rehabilitation effort is providing youth with opportunities to gain educational and vocational skills for successful participation in society.

Division students receive services which serve the dual functions of engaging them in the learning process and imparting transferable skills. These services are necessary to enable youth to break down barriers which have previously hindered their education.

Recent evaluations indicate youth in Division placement make reading and math skill gains greater than comparable populations attending public schools. Youth in DFY special education classes accelerate more rapidly than would normally be expected of children with handicapping conditions. DFY facilities

provide a range of educational and vocational programs and activities including:

- general education, vocational preparation, GED preparation, special education, post-secondary courses and library services;
- team-teaching, computer assisted instruction, competency-based instruction, integrative learning, tutoring, and
- job readiness preparation, vocational training, career orientation, on-the-job training, recreation and leisure activities, and entrepreneurship education.

Efforts are made to integrate youth back into the community through such specialized educational and vocational initiatives as community partnerships with the New York City Board of Education, local Department of Labor Service Delivery Areas, youth bureaus, community-based organizations, and local educational agencies. Regional planning forums also have been held to inform local providers how they might better serve the educational/vocational needs of at-risk youth.

DFY is working with the State Education Department's Technology Network Ties and Student Information Management System to facilitate the transfer of youth back to the public education system using electronic transmission of education records. The current paper process often impedes re-enrolling youth in the public school system.

Specialized programs such as the Entrepreneurship, Tryon Adventure and Job Corps programs are just a few initiatives which the Division uses to focus on the multiple needs of youth transitioning back to their home environments.

Counseling

To strengthen the Division's counseling program, the agency has established a three-prong approach.

First, the agency will clarify its approach to counseling with common standards for service delivery and staffing qualifications. A new counseling policy will be developed accordingly.

Second, DFY will develop a written curriculum with specific modules for its Aggression Replacement Training. This program teaches pro-social skills as an alternative to antisocial behaviors. Three approaches are integrated: Anger Control Training, Structured Learning Training and Moral Education. Data show a 15% lower recidivism rate for DFY youth who participated in an ART pilot program. ART also has been demonstrated to be an effective strategy for family intervention and preservation. A goal has been set to have all facilities offer ART within the next 36 months.

Third, the Division will streamline and automate its Client Case Management System, improving accountability about youth's progress while in care and eliminating redundant paperwork.

Medical and Dental Services

The Division has developed a proposal to enhance primary health care to young people in larger facilities through contracts with local physicians. DFY anticipates being designated a medical provider for smaller facilities eligible for Federal Title IV-E funding. Establishing a new per diem rate system for accessing local medical and mental health services will substantially improve the current fragmented care available through use of individual Medicaid cards and vouchers.

Mental Health Services

The Division has proposed strategies to address the following mental health issues: creating better linkages between youth and providers of mental health services; increasing the sharing of resources and improving access to services for DFY youth; advocating for shared recruitment of clinicians; re-examining the "incentives" available for recruitment and incorporating the Division's population into the comprehensive planning process for children by the Department of Social Services, the Office of Mental Health, the Office of Mental Retardation and Developmental Disabilities and county departments of probation and correctional alternatives.

Suicide Prevention

Analysis of DFY facility Unusual Incident Reports shows the number of suicide threats and attempts has increased dramatically over the past few years. Analysis has revealed that all but a few of the threats were manipulations by the youth or impulsive reactions to programmatic stress, such as impending discipline or deteriorating peer relationships. Because this problem demands complex counseling responses, DFY has developed a suicide risk screening inventory to identify high-risk youth upon admission to a detention facility, supplemented by extensive staff training for youth care workers and counselors. Suicide response and risk reduction training have been incorporated into the curricula for new direct care staff. Plans are underway to have all existing staff trained in the suicide response and risk reduction procedures during the coming year.

AIDS Education and Prevention Services

Preventing HIV infection is a major concern of the Division for Youth. Many young people under the care of the Division are at high risk for HIV/AIDS due to their histories of drug use, prostitution and unprotected sexual contact with multiple partners. While an HIV seroprevalence study of DFY residents is pending, there are other studies which suggest that HIV infection among the adolescent population is rising at an alarming rate.

Taking steps to expand its HIV prevention efforts and assist in meeting the objectives outlined in the Governor's Five-Year Interagency Plan, the Division has received annual funding from the New York State Department of Health AIDS Institute since 1989. This has allowed the Division to provide HIV/AIDS training for approximately 3,000 employees, 142 DFY foster parents and staff from programs funded or certified by the Division. In addition, HIV prevention education has been provided to over 2,000 youth in residential and community care, runaway and homeless youth programs and detention facilities, utilizing a comprehensive curriculum designed especially for DFY.

Other prevention efforts include the development of new agency policies concerning AIDS, Hepatitis B, tuberculosis and voluntary HIV antibody testing. To augment the Division's HIV testing capability, its roster of HIV counselors was increased from 14 to 52 during the period 1990-1992. An HIV Resource Center was established at Central Office in 1990, containing a videotape lending library, print materials, posters and computerized educational programs.

The Division's Local Services Program has provided \$500,000 to commu-

nity-based youth service organizations to support HIV prevention and related education initiatives.

Sex Offender Services

Sex offender programs are in place at four secure facilities (Brookwood, Goshen, Harlem Valley and MacCormick), and at two limited secure facilities (Buffalo and Highland). Additionally, a brief psycho-educational program is offered at Tryon Residential Center. The agency has developed a treatment model defining minimum requirements for certification as a DFY sex offender program. Extensive training in this approach has been provided to many of the sex offender program staff utilizing nationally recognized experts in the field of sexual aggression. These efforts will continue in 1993 as resources allow.

A task force was established in the fall of 1992 to look at ways to better integrate the sex offender population back into community life after their placement with DFY.

Substance Abuse Services

Specialized substance abuse treatment services have been developed at 11 residential facilities: Goshen, Harlem Valley and MacCormick secure centers, Annsville, Industry School, Highland, Tryon Girls, Tryon, Ella McQueen, Cass and Allen residential centers.

Discrete treatment units have been established for the most chemically dependent youth at Goshen, MacCormick and Harlem Valley secure centers, and at Highland, Tryon Girls, Tryon and Ella McQueen residential centers.

Less intensive educational programs are presented to the general facility population.

The In-Home Intensive Treatment and Supervision program (IHITS), a Federally funded day treatment program for youth with a history of substance abuse who are returning to New York City, will continue on a pilot basis in 1993.

A Dealer's Counseling Curriculum, developed by staff from MacCormick Secure Center, is being finalized for distribution to all facilities for use with drug sellers.

An interagency agreement with the Office of Alcoholism and Substance Abuse Services has been established further program developments in this area for the coming year.

Innervisions

DFY youth frequently have inaccurate information about drugs and little knowledge of drug-free alternatives. As a result, the Division introduced this nationally recognized substance abuse education curriculum in all its facility education programs. The curriculum was developed specifically for youth in the juvenile justice system. The material is experiential, a critical requirement given the low reading levels of most youth placed with DFY.

Rites of Passage

Rites of Passage is a seven-month DFY pilot program for young men and women of African descent. It is a process of guided development through which the definition of adulthood is presented. In *Rites of Passage*, young men and women are introduced to a value system that encourages an appreciation of self, allegiance to the peer group in the form of collective work and responsibility, and respect for a shared heritage. Cultural pride thus becomes a stimulus for positive

behaviors and instruction in life skills. In addition, it provides a framework for ongoing support through the use of mentors, peers and the family. Although the initial population of this program is African-American, future programming is under development for other cultures, including Latinos, Europeans and Native Americans.

Taking Care

Taking Care is a 10-week course developed, field tested and refined by the Division that teaches practical parenting skills and an understanding of the premises underlying non-violent, responsible parenting. Its structure allows it to be used with either young men or women in a classroom setting during the school day. The acquisition of parenting skills has the additional benefit of changing youths' self-perception as responsible beings when they learn the scope of their responsibilities to their children.

Services for Mothers in Placement

The Division operates one group home in Syracuse that works exclusively with pregnant girls and young mothers placed in DFY care. The program has a very limited capacity — seven girls and seven babies. Due to the high risk inherent in adolescent pregnancy, each youth admitted to the mother-baby program receives a wide range of medical services, including pre- and post-natal care.

The Division is seeking Federal and foundation resources to expand specialized programming for this high-risk population.

Law Related Education (LRE)

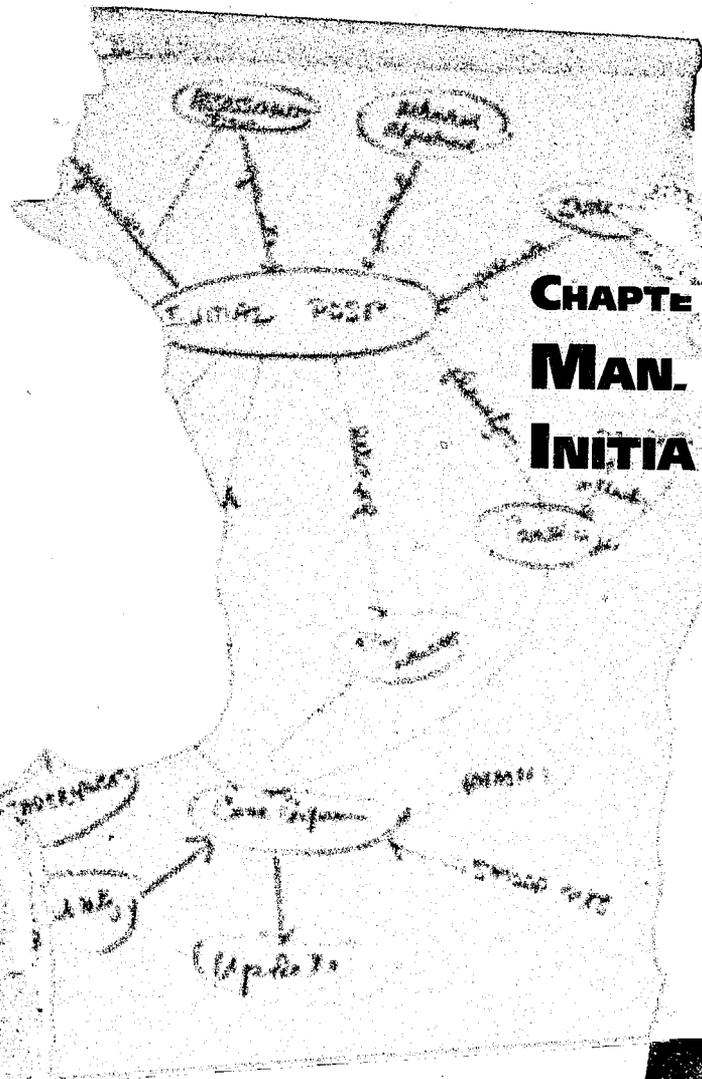
LRE is a program designed to increase knowledge of how the law and the legal

system affect Division youth on a daily basis. Through a series of participatory classroom activities, *LRE* helps youth develop critical thinking skills, positive attitudes and practical legal knowledge. All facets of the legal system are addressed, ranging from family and criminal law to housing, consumer and employment law.

As a result of DFY training, 18 facility and Community Care sites have implemented *LRE* as part of their education, counseling or Independent Living programs. Training and *LRE* updates are provided on a regular basis to ensure continuity in programming and to address technical assistance needs.

Partnerships in Caring

In response to recommendations provided at a gathering of State and local youth service administrators at the *Partnerships in Caring* forum held in the Fall of 1992, the Division for Youth, the State Department of Social Services, and the Council on Family and Child Caring Agencies cosponsored an interagency plan to: initiate an interagency steering committee to guide program and policy development, develop a resource inventory, expand staff training resources for voluntary child care providers and public agencies, reduce out-of-state placements, promote state/local coordination of intake, and promote effective program models.



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CHAPTER 6 MANAGEMENT INITIATIVES

To improve the quality of its service delivery systems and contain costs, the Division is pursuing the following management initiatives:

ACA Accreditation

Seventeen Division facilities have been accredited by the American Correctional Association; plans are progressing to have all facilities accredited by 1994. This produces safer and better-operated programs, and helps to standardize procedures. The commitment to accreditation reflects DFY's desire to operate with total accountability.

Federal Revenue Maximization

Efforts were expanded in 1992 to maximize Federal funding from the Title IV-E program while improving internal systems necessary to minimize potential audit vulnerability. Such steps include: rate revisions, new interagency agreements with the State Department of Social Services, development of new facility certification procedures, and joint DFY-DSS efforts to assist the performance of local social services districts in Federal eligibility determination.

During 1993 the Division will:

- Research the feasibility of accessing alternative Federal funding programs;
- Reduce the number of adjudicated youth placed out-of-State;
- Develop a Medicaid rate system for Division medical costs in facilities of 25 beds or less, to improve access to quality medical services and minimize State costs.

Grants Development

To test new ideas while keeping State costs to a minimum, the Division actively

pursues funding from such external sources as the Federal government and private foundations. Below are listings of grants approved/funded:

- *Rites of Passage* (1 year - \$125,000)
- *Project HIV Education and Training* (one year - \$150,000)
- *Books for Kids Foundation* (\$500,000)
- *NYS Division of Criminal Justice Services - Project Adolescent Suicide* (one year - \$147,000)
- *National and Community Services Act* (three years - \$500,000)
- *U.S. Office of Treatment Improvement* (four years - \$1.9 million)
- *U.S. Office of Human Development Services - Project Youth Gang/Drug Prevention: A Statewide Research Study* (three years - \$270,000)
- *Project Community Care Assistance* (1.5 years - \$120,000)
- *Project Sports Academy* (one year - \$200,000)

Facility Staffing

Personnel costs are the largest single component of residential care. In this regard the Division has conducted an extensive review of facility staffing issues including: changes in the philosophy of youth care, analysis of existing facility staffing patterns, and the use of overtime and relief staff.

As a result of this analysis, standardized staffing patterns for direct care staff were developed based on security and control standards, the intensity of program activity and unit size. The staffing patterns standardized direct care staffing at each level of facility care and made it possible for the Division to monitor vacancy levels

and the use of overtime and relief staff. The Division has implemented these standards and is actively monitoring the use of overtime and relief.

Leadership Development Program

In recognition of the need to identify and develop staff to assume future positions as facility directors, the Division is launching a major Managers Development Program in 1993.

Fifteen selectees will participate in six workshops in these areas: Orientation to NYS Government, the Manager as Leader and Decision Maker, Managing Today's Work Force, and Critical Issues for Juvenile Justice Managers culminating in a formal assessment review exercise.

Improved Recruitment and Training of Youth Division Aides

The Division is continuing to improve the recruitment and training of Youth Division Aides, a position critical to the delivery of effective services to youth in residential programs. Within the next two years, a new two-year traineeship will be implemented. Extensive classroom and on-the-job training will be provided to new employees, based on a comprehensive job analysis. Trainees will be required to demonstrate mastery of job tasks to advance to journey level status.

Statewide Youth Transportation System

The Division established a Statewide Youth Transportation System to transfer youth from detention to DFY facilities and to pick up and move AWOL youth. The system has virtually eliminated the use of expensive airplane transports for youth, improved security and provided substantial cost savings to the State.

Omnibus Youth Law

The Omnibus Youth Bill was passed to modernize and position the Division for Youth to effectively meet the challenges of the 1990s. It amended the Executive Law to enable the agency to better manage its population consistent with the best interest of youth and to clarify the agency's operations, duties and responsibilities.

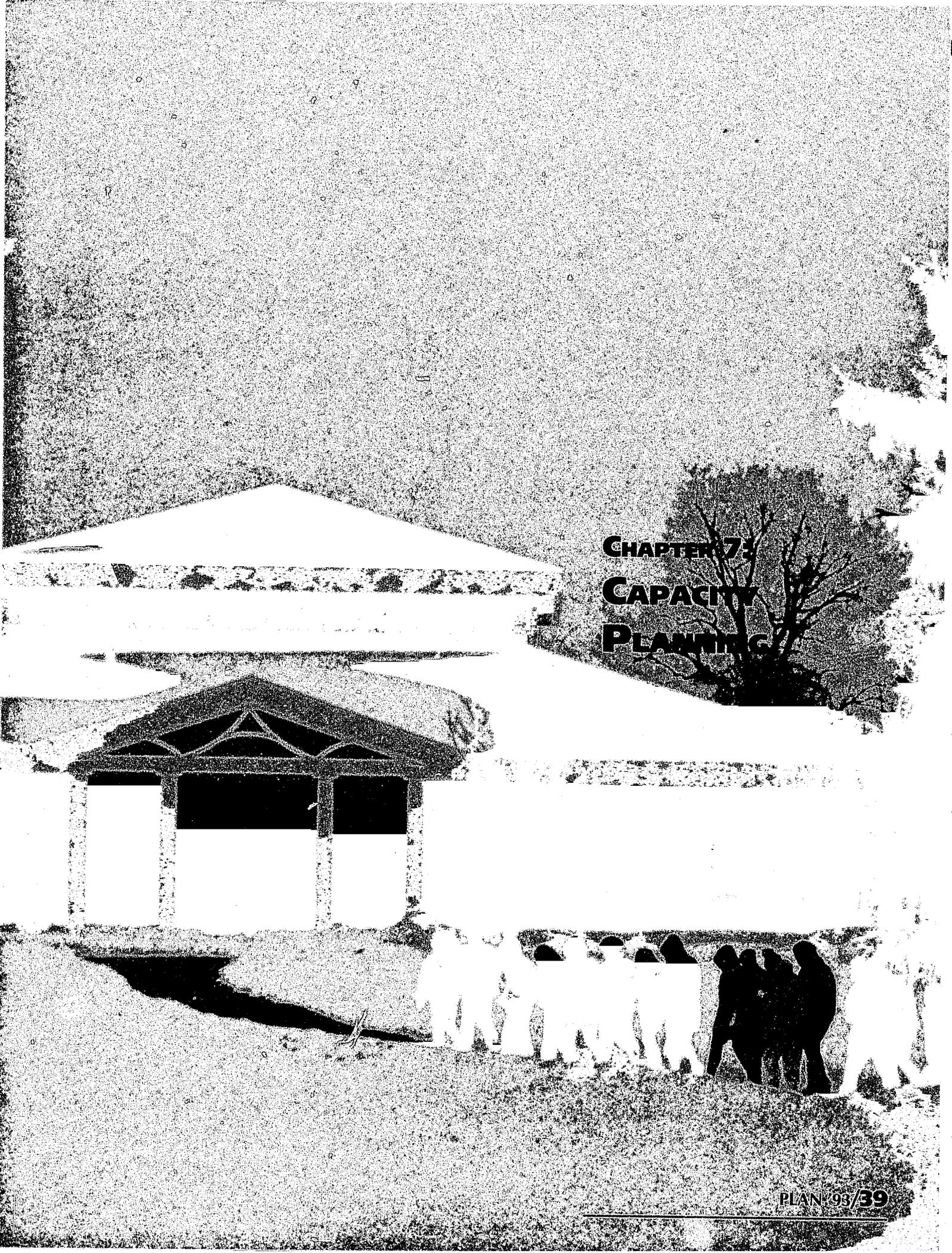
Day Placement Legislation

Legislation enacted in 1991 provides DFY with the authority to establish day placement programs for adjudicated juvenile delinquents and PINS as an alternative or in addition to a period of residential placement. Youth placed in this manner are required to adhere to conditions of participation and to attend programs on certain days or parts of days.

Partnerships for Change

The Division is part of a larger constellation of individuals and organizations committed to providing opportunities for youth development. The following is a partial list of organizations and interagency work groups with which the Division is collaborating on the major directions for 1993 described in this document.

Alliance of Sex Offender Service Providers	National Conference of Christians and Jews
American Correction Association	Neighborhood Based Alliance
Anti-Drug Abuse Council	NY Corrections and Youth Services Association
Association of Black Social Workers	NYS Council of Family Child Caring Agencies
Association of NYS Youth Bureaus	NYS Division of Criminal Justice Services Review Board
Black Leadership Commission on AIDS	NYS Juvenile Detention Association
Blacks in Criminal Justice	NYS Juvenile Officers Association
Child Welfare League of America	NYS Parks and Recreation Society
Citizens Taskforce on Child Abuse & Neglect	Office of Rural Affairs Interagency Workgroup
Family Preservation and Empowerment Committee	Partners of the Americas
Governor's Council on Youth	Permanent Judicial Commission on Justice for Children
Governor's Innovation Board	Police Athletic League
Independent Review Board	Rural Public Transportation Commission
Juvenile Detention Administrators Association	Rural Transportation Coordination Committee
Martin Luther King Commission	Settlement House Association
National Association of Juvenile Corrections Administrators	United Way
National Black Child Development Institute	KIDS Count
National Child Victimization Council	

A black and white photograph of a traditional building with a thatched roof and a group of people standing in front of it. The building has a prominent gabled entrance with a decorative wooden frame. A group of about ten people is standing in a line in front of the building. The background shows a large tree and a bright sky.

**CHAPTER 7:
CAPACITY
PLANNING**

SERVICE NEED

The number of youth who will be placed by the courts with the Division is difficult to predict accurately. Local arrest patterns and court placement practices fluctuate. Local data are late and often contain large gaps. However, a number of indicators affecting current and future placement practices are apparent and give strong signals about future need.

- A recent policy paper from the State Division of Criminal Justice Services indicates arrests for violent crime among juveniles in New York State have increased dramatically in the past several years — especially in New York City. From 1986 through 1991, juvenile arrests for violent offenses in New York City climbed 75 percent, from 5,690 to 9,980. Arrest rates for violent offenses climbed from 7.4 per 1,000 juveniles to 12 per 1,000. The police processed most of these youth as Juvenile Delinquents (JDs). In 1987, 27 percent of all juveniles taken into police custody for violent felonies ultimately were processed as JDs. A district attorney also may decide to process a youth charged with committing a Juvenile Offender offense as a JD.

- The involvement of youth in violent criminal activity associated with guns has increased markedly, according to the Governor's Strategy for Action Against Gun-Related Violence monograph. In New York City, arrests of juveniles aged 7 - 15 for felony weapons offenses rose 75 percent between 1987 and 1990.

- An October 1992 study by the National Crime Analysis Program at Northeastern University (Recent Trends in Violent Crime: A Closer Look) shows a significant national trend for the most violent of offenses, homicide. Despite

demographic trends that would have predicted the opposite, there has been a stunning increase in the number of boys under 18 charged with homicide. The biggest increase—217 percent—was in arrests of 15 year olds, the primary age group placed with DFY. The study indicates overall crimes of violence have increased since 1985, reversing the downward trend of the first part of the 1980s. The study predicts that this pattern will continue.

- New York City has increased its prosecutorial staff by 38 percent to address the growing number of criminal cases involving juveniles. The objective of this staff is to prosecute all cases involving youth who have committed a crime using a gun as designated felonies and to ask for the maximum time currently allowed by law. With over a quarter of their case load, 3,500 last year, involving Robbery 2 offenses (a crime often involving the use of a gun), they predict that the number of youth sent to DFY as Restrictive Juvenile Delinquents will significantly increase.

- The Manhattan Court has established a specific part to handle only Juvenile Offender cases. This could cause Juvenile Offender admissions to increase beyond the estimates presented in this plan.

- As a result of the shortage of placement resources to keep youth in custody for sufficient periods of time, New York City is lobbying to change the Family Court Act to mandate fixed periods of residential placement ranging from 18 months to three years for juvenile delinquents charged with felony offenses.

- Youths being placed with the Division increasingly have special needs requiring more intensive and specialized

services. Of the population entering DFY in 1990 and 1991, 79% had one or more needs requiring special services, including: 55% substance abuse, 28% mental health, 25% special education and 9% sex offender.

DFY's response is to develop sufficient and appropriate capacity to meet the needs of a growing population in a cost-effective manner.

To serve the growing number of youth sent by the courts to DFY, the Division proposes to expand its residential capacity. This Capacity Plan calls for expanding capacity in secure, limited secure and non-secure residential facilities. These changes will:

- Accommodate the expanding demand for placement of youth charged with serious felony offense, particularly Juvenile Offenders and Restrictive Juvenile Delinquents.
- Provide sufficient time for effective rehabilitation by increasing the average length of stay in residential care to a minimum of 10 months for "low-risk" and 13 months for "high risk" youth, followed by a structured community-based transition program.

RECOMMENDED CHANGES IN SERVICE CAPACITY

Secure

Secure admissions have increased 79% between 1989 and 1992, and are projected to continue to increase over the next three years.

The Capacity Plan will expand the secure capacity from 506 in FY92/93 to 562 slots in FY93/94, an increase of 56 beds. This will be accomplished by increasing *Harlem Valley* by 56 beds.

Limited-Secure

This plan would expand limited-secure capacity from 658 in FY92/93 to 808 beds in FY93/94, an increase of 150 beds. This will be achieved by the opening of the new 150-bed model facility for boys at *Lansing*, supported in the State's FY91/92 budget.

Non-Secure Residential Facilities

The plan expands non-secure residential capacity from 682 beds in FY92/93 to 842 in FY93/94, an increase of 140 beds. This will be achieved by the addition of five new 25-bed facilities — *Cattaragus, Cayuga, Columbia, Red Hook, Taberg* and — three 25-bed replacement facilities — *Long Island, Orange* and *Staten Island*. These new facilities have been designed to reduce custody staffing requirements to a minimum in a building intentionally laid out for program flexibility. The 25-bed framework allows the State to maximize Federal participation in the cost of care under Title IV-E.

Transitional Programs

DFY's non-secure transitional capacity will remain essentially the same in FY93/94, with a capacity of 588 in Community Residential Homes, Foster Family care and Day Placement programs.

FACILITY BY PROGRAM TYPE	CAPACITY		
	92/93	93/94	95/96
SECURE- BOYS	509	545	545
Harlem Valley	252	252	252
H Valley Bldg#11	na	36	36
Brookwood	60	60	60
Goshen	85	85	85
MacCormick	52	52	52
Buffalo	60	60	60
SECURE - GIRLS	32	32	32
Tryon Girls Secure	15	15	15
Lansing Girls Secure	17	17	17
Secure Total	541	577	577
LIMITED SECURE - BOYS	561	711	711
Oatka	100	100	100
Sgt. Johnson Leadership Academy	30	30	30
Buffalo	38	38	38
Louis Gosset Jr.	na	150	150
Ella McQueen	57	57	57
Highland	156	156	156
Industry	120	120	120
Pyramid	50	50	50
Pyramid - Temp hold	10	10	10
LIMITED SECURE - GIRLS	97	97	97
Lansing (Limited)	97	97	97
Limited Secure-Total	658	808	808
NON-SECURE RES.CENTERS-BOYS	572	682	682
Adir Wilderness Challenge	24	24	24
Adirondack	20	20	20
Allen	60	60	60
Annsville	25	25	25
Auburn	20	20	20
Brace	25	25	25
Brentwood	20	na	na
Bronx	25	25	25
Cass	25	25	25
Cattaragus	na	25	25
Cayuga	na	25	25
Columbia	na	25	25
Great Valley	25	25	25
Middletown	20	na	na
Orange	na	25	25
Parker	25	25	25
Red Hook	na	25	25
Taberg	na	25	25
Tryon-Boys	258	258	258
NON-SECURE RES.CENTERS-GIRLS	125	155	155
Brooklyn CRH Center (Carroll)	25	25	25
Long Island	na	25	25
Staten Island	20	na	na
Staten Island	na	25	25
Tryon Girls (NonSecure)	80	80	80
Non-Secure Res. Ctrs-Total	697	837	837

FACILITY BY PROGRAM TYPE	CAPACITY		
	92/93	93/94	95/96
COMMUNITY RES.HOMES - BOYS	174	174	174
Capital District CRH (Ryckman Av)	10	10	10
Capital District CRH (Glens Falls)	10	10	10
Capital District CRH (Schenectady)	10	10	10
Capital District CRH (Troy)	10	10	10
Brooklyn CRH (Jefferson)	14	14	14
Brentwood Satellite Home	10	10	10
Southern NY (Yonkers CRH)	10	10	10
Southern NY (Mt. Vernon CRH)	10	10	10
Buffalo CRH (Richmond)	10	10	10
Central NY CRH (Syracuse, Gen St.)	10	10	10
Central NY CRH (Bingh/Park)	10	10	10
Central NY CRH (Bingh/Ardsley)	10	10	10
Mid-Hudson CRH (Poughkeepsie)	10	10	10
Mid-Hudson CRH (Kingston)	10	10	10
Mid-Hudson CRH (Wappingers Falls)	10	10	10
Oatka Satellite Home	10	10	10
Tryon Satellite Home (Gloversville)	10	10	10
COMMUNITY RES.HOMES - GIRLS	67	57	57
Brooklyn CRH (Lenox)	10	na	na
Capital District CRH (Taft Av)	10	10	10
Central NY CRH (Salina)	7	7	7
Central NY CRH (Kneeland)	10	10	10
Lansing Satellite Home (Elmira)	10	10	10
Staten Is. Satellite Home (Holden)	10	10	10
Staten Is. Sat Home (Port Richmond)	10	10	10
Community Res.Homes-Total	241	231	231
CO-ED PROGRAMS	317	367	463
Foster Care & Independent Living	185	210	330
Foster Family Care	110	110	230
Satellite Foster Care	50	50	50
Specialized Foster Care	20	20	20
Independent Living	5	30	30
Day Placement Programs	169	199	199
Evening Report Centers	105	120	120
Brooklyn (E43rd St)	15	15	15
Brooklyn (Lenox)	na	15	15
Buffalo (Cortland)	15	15	15
Southern NY (Wilder)	15	15	15
Southern NY (Given ERC)	15	15	15
Poughkeepsie (Hooker ERC)	15	15	15
Oatka ERC (West Ridge)	15	15	15
Central NY (Lincoln)	15	15	15
Home-Based Int.Suprvsn	44	44	44
I-HITS (federal grant)	20	20	20
City Challenge	na	15	15
Overlap in Foster Care and Day Placement	-37	-42	-66
TRANSITIONAL PROGRAMS	558	598	694

RESIDENTIAL FACILITIES

Secure/Dual Level

Brookwood Secure Center
Claverack NY 12513

Director: Bob Pollack
518-851-3211

Buffalo RC
Buffalo NY 14208

Director: Alma Nicholson
716-881-7555

Goshen Secure Center
Goshen NY 10924

Director: Monroe Hale
914-294-6158

Harlem Valley Secure Center
Wingdale NY 12594

Director: Steve Mann
914-832-6480

Mac Cormick Secure Center
Brooktondale NY 14817

Director: Sue Yeres
607-539-7121

Lansing RC
Lansing NY 14882

Director: Linda Albrecht
607-533-4262

Tryon Girls Center
Johnstown NY 12095

Director: Hal Miller
518-762-2331

Limited Secure

Ella McQueen RC
Brooklyn NY 11221

Director: Otis Cruse
718-574-2911

Highland RC
Highland NY 12528

Director: George Harrison
914-691-6006

Industry School
Industry NY 14474

Director: Carl Jutzin
716-533-1700

Louis Gossett, Jr. RC
Lansing, NY 14882

Director: Warren Albrecht
607-533-4981

Oatka RC
Industry NY 14474

Director: Moe Bickweat
716-533-1249

Pyramid RC
Bronx NY 10451

Director: Gwen Marion
212-993-5350

Sgt. H. Johnson Youth Leadership Academy
South Kortright NY 13842

Director: Tom Cornick
607-538-1401

Non-Secure (Non Community Based)

Adirondack RC
Schulyer Falls NY 12985

Director: Tom Ficorelli
518-643-9444

Adirondack Wilderness Challenge
Schuyler Falls NY 12985

Director: Steve Farkas
518-643-7188

Allen RC
South Kortright NY 13842

Director: Joan Morrett
607-538-9121

Annsville RC
Taberg NY 13471

Director: Tom Coultry
315-245-1720

Auburn RC
Auburn NY 13201

Director: Walt Roscello
315-253-2789

Brace RC
Masonville NY 13804

Director: Ruben Reyes
607-265-3291

Brentwood RC
Dix Hills NY 11746

Director: Bob Barnek, Acting
516-667-1188

Bronx RC
Bronx NY 10467

Director: Joe Dennison
212-798-6660

Brooklyn RC
Brooklyn NY 11225

Director: Sue Walrich
718-773-2041

Cass RC
Rensselaerville NY 12147

Director: Mike Holland
518-432-2608

Great Valley RC
Great Valley NY 14741

Director: Gary Almond
716-945-3420

Middletown RC
Middletown NY 10940

Director: Darryl Veneable
914-342-3936

Parker RC
Red Hook NY 12571

Director: Bill Widholm
914-758-6851

Staten Island RC
Staten Island NY 10314

Director: Faye Lewis
718-761-6033

Tryon RC
Johnstown NY 12095

Director: Bob Rivenburgh
518-762-4681

Non-Secure (Community Based)

Brentwood Satellite Home
Wyandanch NY 11798

Director: Bob Barnek, Acting
516-667-1188

Brooklyn CRH
Brooklyn NY 11216

Director: Cursie Alexander
718-467-1383

Buffalo CRH
Buffalo NY 14222

Director: Tommy Baines
716-882-6931

Capital District CRH
Albany NY 12203

Director: Frank Winoski
518-438-0546

Central NY CRH
Syracuse NY 13214

Director: Larry Di Stefano
315-445-1454

Lansing Satellite Home
Elmira NY 14904

Director: Linda Albrecht
607-533-4981

Mid-Hudson CRH
Poughkeepsie NY 12601

Director: Mike Thies
914-485-8295

Oatka Satellite Home
Rochester NY 14618

Director: Moe Bickweat
716-533-1249

Southern NY CRH
Yonkers NY 10701

Director: Joe Dennison
212-798-6660

Staten Island Satellite Home
Staten Island NY 10302

Director: Faye Lewis
718-761-6033

Tryon Satellite Home
Gloversville NY 12078

Director: Bob Rivenburgh
518-762-4681

COMMUNITY CARE OFFICES

Albany Community Care Office

Rensselaer NY 12144

Director: John Connell
518-486-1142

Binghamton Community Care Office

Binghamton NY 13901

Director: Dave Oliver
607-773-7945

Bronx Community Care Office

Bronx NY 10451

Director: Pepe Spacciante, Acting
212-665-5500

Brooklyn Community Care Office

Brooklyn NY 11216

Director: Eileen Graham
718-455-4001

Buffalo Community Care Office

Buffalo NY 14203

Director: Richard Jones
716-852-7541

Bureau of Community Care

Rensselaer NY 12144

Director: Georgette Furey
518-474-1308

Manhattan Community Care Office

New York NY 10027

Director: Tony Hough
212-870-4370

New Windsor Community Care Office

New Windsor NY 12553

Director: Diane Mckoy-Wills
914-561-5620

Plattsburgh Community Care Satellite

Plattsburgh NY 12901

Director: Larry Pasti
518-561-8740

Queens Community Care Office

Jamaica NY 11435

Director: Pola Griego
718-291-8420

Rochester Community Care Office

Rochester NY 14607

Director: Mike Riley
716-263-4343

Staten Island Community Care Satellite

Staten Island NY 10304

Director: Georgette Halliday-Simpson
718-447-1268

Syracuse Community Care Satellite

Syracuse NY 13202

Director: Lawrence Paul
315-428-4202

Utica Community Care Office

Utica NY 13501

Director: Dan Gold
315-793-2576

Watertown Community Care Satellite

Watertown NY 13601

Director: Jim Mac Farland
315-785-2426

Yonkers Community Care Satellite

Yonkers NY 10701

Director: Lillie Galen
914-963-6377

LOCAL SERVICES OFFICES

Buffalo Local Services

Buffalo NY 14203

Director: Richard Laskowski
716-852-7570

New Windsor Local Services

New Windsor NY 12553

Director: James Casey
914-561-1290

New York Local Services

New York NY 10027

Director: Hazel Smith
212-870-4109

Plattsburgh Local Services

Plattsburgh NY 12901

Director: Lawrence Pasti
518-562-8665

Queens Local Services

Valley Stream NY 11580

Director: Joseph Marano
516-568-2805

Rensselaer Local Services

Rensselaer NY 12144

Director: Stanley Weaver
518-474-3994

Rochester Local Services

Rochester NY 14607

Director: Charles Swan
716-263-9915

Syracuse Local Services

Syracuse NY 13202

Director: Denise Dyer
315-428-4209

The Division for Youth will continue to plan and develop strategies and programs that promote or provide opportunities for positive youth development. These efforts will focus on the needs of all youth, including those at-risk and placed by the courts in the agency's care and custody. The agency will continue to ask, "What new strategies should be pursued in light of current conditions and future needs? How can we make this a better place for young people as we enter the 21st century? How should we work together to make this happen?"

The Division recognizes the importance of involving others in these discussions and in the development and implementation of plans and programs. The partnerships listed in Chapter 6 (Management Initiatives) reflect the agency's commitment to working with other individuals and organizations in pursuit of this mission. In keeping with this approach we will be gathering information in 1993 to determine new directions based on recommendations from other organizations, public and private leaders, other youth service providers, academicians, DFY staff, parents and youth, themselves.

Suggestions from readers of this document are the first step in this process. Please send your recommendations on future directions to:

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New York State Division for Youth
52 Washington Street
Rensselaer, NY 12144**

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