

Form LEAA-OLEP-159
(edition 6-1-70)

	LAW ENFORCEMENT ASSISTANCE ADMINISTRATION OFFICE OF LAW ENFORCEMENT PROGRAMS	DISCRETIONARY GRANT PROGRESS REPORT
1. Grantee: Nassau County	4. Grant No. 5. Date of <input type="checkbox"/> April 1 Report: <input type="checkbox"/> October 1 <input checked="" type="checkbox"/> Other	
2. Implementing Subgrantee: Nassau County Department of Probation	6. Grant Amt. 7. Character <input type="checkbox"/> Interim of Report: <input checked="" type="checkbox"/> Final	
3. Title or Character of Project: Halfway House	8. Covering Period: August 1, 1970 to March 31, 1973	

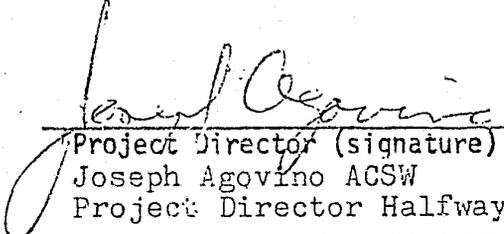
To: Cognizant Regional Office
Law Enforcement Assistance Administration

OCT 27 1973

State Planning Agency, State of New York

ACQUISITIONS

Submitted herewith is the grantee's progress report for the period shown above:


 Project Director (signature)
 Joseph Agovino ACSW
 Project Director Halfway House
 (Typed Name and Title)

[Commence report below and add continuation pages as required.]

LOAN DOCUMENT

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This final report is submitted in response to a letter dated April 4, 1973, from Mr. Joseph A. Nardoza, Regional Administrator, Law Enforcement Assistance Administration, in which we were notified of the termination of LEAA Grant #70-DF-242 - Halfway House.

While this letter specifically requested a final evaluation report we can only report on our efforts to establish the program and cannot, because of our limited experience, make any comment on the operational aspect of the program, which was implemented on April 2, 1973. This report is basically concerned with the activities of the Nassau County Probation Department in its effort to establish a halfway house and contains an evaluation of these activities, the problems faced by the project staff, and the techniques used in handling these problems with some limited evaluation as to their success or failure.

The report contained herein has been written by the project staff. It does not follow the approved research design since this design specifically called for the utilization of outside consultants and focused primarily on the operational aspects of the program.

BACKGROUND INFORMATION

On August 1, 1970, Grant #70-DF-242 - Halfway House, was awarded by the regional office to Nassau County for operation by the Nassau County Probation Department. It called for the establishment of three halfway houses; two for boys, one for girls.

The one year grant called for a three month planning stage and a nine month action stage for two homes, with a six month action stage for the third home. The Project Director and Assistant Director were employed as of October 26, 1970, approximately three months after the approval date of August 1, 1970. During the initial stage, much time and effort went into familiarizing both the project and probation staff with the proposal and developing a plan of action. During this period the criteria and standards of admission were drafted so that the staff and members of the department would be able to relate positively to meeting the needs of the type of youth to be served. The project staff was also engaged in contacting other social agencies already involved in Halfway House type projects. Contact was made with (1) the State Department of Social Services for their standards of group homes, (2) the staffs of the Urban Home run by the Division of Youth to consult with their staff, (3) the St. Mary of the Angels Home, and (4) the Little Flower House of Providence. While the project was designed to relate to adolescents known to the criminal justice system, these visits afforded insight into concepts, problems, and operations of all group homes. Contact also was made with the International Halfway House Association and the Department of Youth Authority in the State of California, for literature on halfway houses.

Recognizing that a number of different strategies could be used in establishing adequate halfway house facilities, the one initially chosen was first to locate an adequate facility. Then based on the community the facility was located in, an attempt

would be made to incorporate the interest and support of the community and its residents into the positive functioning of the facility. It was decided that no house would be located in a community with a high concentration of social problems. Rather, an effort would be made to locate the houses in communities which were stable and would provide a positive environment for the residents. As soon as active efforts began in the locating of these facilities legal questions pertaining to leases, zoning, types of occupancy, etc. were raised. These were immediately referred to the Probation Department Counsel for clarification. At the same time, contact was made with the Director of the Real Estate Division of the Nassau County government, and his aid solicited in the search for suitable facilities. During the first three months of operation, homes were visited in such communities as, Bethpage, Great Neck, Hempstead, Plainview, Farmingdale, and West Hempstead.

During the second quarter of operation, January 1 to March 31, 1971, the staff's activities continued to be tracking down leads for a facility. Many contacts were made with private individuals and real estate personnel. A small sample of the communities visited included Farmingdale, Wantagh, Great Neck, Garden City, Manhasset, and East Rockaway. During this period the alternative of utilizing existing county facilities or county land was looked into with the Director of Real Estate, Mr. Sam Levine, and visits were made to Mitchell Field and Plainview Sanitorium, to inspect existing county facilities, all of which were found to be inadequate.

During this quarter, contact was also made with some members of clergy in various communities to solicit aid, support and ideas. The Rt. Rev. Msgr. DeLuria of West Hempstead offered a facility which was not adequate and Rev. James George, Assembly of God Church, Bethpage, provided a lead for a possible house in the Bethpage area and the name of a couple who might be considered as possible houseparents.

The house in Bethpage was visited and attempts were made to secure it. As the house was part of an estate and the heirs wished to sell there was no possibility of renting. A resume was accepted from the prospective houseparents who after interviews seemed to meet all the prerequisites of houseparents and were very enthusiastic about the project. However, because of the long delays in obtaining a facility, this couple ultimately obtained employment elsewhere.

It was during this stage of development that the project staff began to experience some negative community attitudes towards the concept of a Halfway House Project. There was difficulty in obtaining cooperation from other government agencies, and members of the town and village governments were not too anxious to cooperate since it was feared that a project of this type would raise tremendous opposition from their constituencies. The suburban attitude concerning projects of this type is often extremely negative and often openly hostile.

On March 12, 1971, the following memo was submitted to our immediate supervisor, Mrs. Scotia B. Knouff, Director of Research and Staff Development, and in it this staff made these feelings

known, and I quote,

"It has been brought to our attention through informal channels that there are negative attitudes towards the activities of the Halfway House Project staff in terms of their getting the job done. I would just like to say, that this staff has been trying since October 26, 1970, to bring this project to fruition. We feel, under the circumstances, that this staff has been doing a yeoman job and continually meets with obstacles beyond our control. These obstacles, as you know, are of such a nature that this staff cannot deal with them since it requires a commitment on the part of top echelon administration to the project. The project staff is extremely anxious to begin and are continually being frustrated in their efforts, since there has been no real commitment to the project. We are respectfully requesting you, the Supervisor of Training and Staff Development, be cognizant of these rumors and understand the feelings of this staff and interpret them to the administration for us."

Meetings were held with the Administrative Assistant of the Nassau County Crime Council, to elicit his aid and support in trying to move this project. During this period, religious leaders were contacted and a meeting was held at the Herricks Jewish Center to elicit their support in that particular community. They presented us with a possible facility which upon inspection

was determined that it was inadequate for our needs.

Facilities and real estate agents visited during this period of time were in communities such as, Garden City, Wantagh, East Meadow, Massapequa, Syosset, Manhasset, Westbury, and Freeport.

During the quarter April 1 to June 30, 1971, the project staff had cause to be optimistic. On March 26, 1971, an article appeared in the local daily newspaper, explaining the project, some of the difficulties, and solicited the aid of anyone in Nassau County to help find an adequate facility. As a result of this article a great many leads were received from county residents. Two of these leads led to identifying adequate facilities for project needs, another adequate facility was also located by staff. Mr. Sam Levine, Director of Real Estate, began negotiating with the landlords of these sites and there was a great deal of hope that the project would be shortly operational thereafter. These homes were inspected by the Nassau County Building Inspector and the Nassau County Fire Marshall. On May 13, 1971, meetings were set up with the three principals and their attorneys to finalize the rental agreements. During these conferences two of the landlords withdrew their homes because of county limitations consisting of amount of rent, length of lease, and certain minimal repairs by the owner. The remaining landlord, although skeptical, was still willing to continue in these negotiations. Recommendations were drawn up by the County Real Estate Office, submitted to the Commissioner of the Office of Administrative Services, and the Director of Probation, and

then to the County Executive supporting the signing of a lease for the operation of a Halfway House. This facility was located in Massapequa, in the Town of Oyster Bay. The County Attorney's Office contacted the local officials, and reported that this type of project was against the local zoning ordinances. Although research subsequently determined that the superior form of government had the authority to override local zoning, the delay caused the landlord to withdraw his home from active consideration. This type of problem pointed out to the staff that the complexity of governmental process was such that it would take a great deal of patience on the part of a landlord to bring an agreement to fruition.

Also during this period of time, the activities of the Halfway House staff included working with the (1) Probation Department Counsel to determine legal questions pertaining to the custody of the residents, (2) exploration with the Department of Purchase and Supply for cutting the red tape in the bureaucratic procedure, (3) work with other probation department officials to finalize referral procedures and treatment goals, (4) continued collaboration with the Office of the County Executive towards resolving site selection problems.

On June 14, 1971, a request was submitted to Archibald R. Murray, Director of the Office of Planning Services, Division of Criminal Justice, for a change in Line B, of the grant, Consultant Professional Services, in order to better facilitate the workings of the project. This grant change was approved on August 16, 1971.

On June 21, 1971, another request was submitted to Mr. Murray, requesting an extension of the grant to October 31, 1971. In that request, some of the difficulties experienced in implementing the project were explained. This grant extension was awarded on July 7, 1971.

During the last six months of 1971, the project staff continued its efforts to locate adequate facilities for the project. Our previous experience indicated a change in approach. This new strategy called for: (1) the identifying of communities which would be supportive of the project, and (2) locating an adequate facility in that community. To this end, meetings were arranged by the Nassau County Crime Council with the Supervisors from the Towns of Oyster Bay, North Hempstead, and Hempstead to explain the project and its problems and to elicit their support to actively work towards the realization of the project. The Town of Oyster Bay, represented by Mr. John Burke, Supervisor, agreed to work closely with the project staff and instructed members of his Youth Bureau staff to help in obtaining support and a facility. Meetings of the Oyster Bay Youth Board were attended and support was received. One of the communities in the Town of Oyster Bay, Farmingdale, was anxious to participate in the project. Their local Youth Board and Lion's Club supported the project and began to look for a facility in the area. Local real estate agents and business men were contacted in the area to help find a suitable site. One site was located which may have been suitable. This property, owned by the local Catholic Church was sold just three weeks prior to our inquiries

about the property. The Clergy Council in Hicksville also supported the concept, but once again, they were not able to find suitable facilities.

Also during this time, a contact was made with Nassau County Office of Economic Opportunity Commission and its delegate agency in the city of Glen Cove. Both were very enthusiastic about the project. We, together with them, representatives of the Glen Cove Community Council, and staff from C.W. Post College, began trying to implement the program in the Glen Cove area. Again, we were not able to secure adequate facilities.

In November 1971, we submitted a request for an extension of the termination date of the project from October 31, 1971 to December 31, 1972. We received a favorable reply from the State Office of Crime Control Planning, and our termination date was set for December 31, 1972. In December 1971, we met with the County Executive in Nassau County, his staff, a representative of the local Crime Council and a member of the staff of the State Office of Crime Control Planning. At this meeting, a final decision concerning zoning was rendered by the County Attorney of Nassau County. It was determined at this meeting also, that the only viable way to initiate this project was to continue working through the offices of the local government in the three towns of Nassau County.

In November 1971, a facility adequate for project needs was located in Merrick. This led to negotiations between Mr. Sam Levine and a representative of the owner of the property.

A tentative agreement was reached. A recommendation that the County rent these facilities was prepared by Mr. Levine and submitted to the Nassau County Executive for his approval. This recommendation carried the endorsement of Mr. Francis E. O'Connor, Commissioner of the Office of Administrative Services, and Mr. Louis J. Milone, Director of Probation. The time necessary for this recommendation to proceed through the complex governmental machinery was so time consuming the landlord, seeing his property standing vacant found it impossible to wait; thus another house was lost.

During the first three months of 1972, the staff, still working with local community groups, and still actively seeking facilities, found another home located in the Village of Freeport, which was adequate for project needs. Once again, the slow moving wheels of the bureaucratic set-up were put into motion. The Freeport facility posed another problem in that it was located in an incorporated village, thus involving another governmental unit. The Mayor of the local village was opposed to the concept on the basis that his constituency would not favor such a program. It was at this time, due to the opposition of the Freeport Village government that Mr. Louis J. Milone, Director of Probation, and Deputy County Executive Joseph Driscoll became actively involved in this project. Mr. Milone and Mr. Driscoll worked with the local government officials and staff to solicit community support from such organizations as the Freeport Inter-Faith Clergy Council, the Freeport Human Rights Commission, and the Freeport Inter-Agency Coordinating Committee.

All of these appeared to be favorably disposed to the project, so we became extremely optimistic that the program in the Freeport facility would be approved.

Simultaneously, with the activities in the Freeport area, contact was made with the Leadership Training Institute, Nassau County, to gain their support, which they readily gave. This support had progressed to the stage where the Leadership Training Institute was in contract to purchase a facility in the Village of Hempstead, which more than adequately met our needs. The Leadership Training Institute agreed to rent this facility to us. This approach was deemed feasible as the Leadership Training Institute, a local community agency, would be dealing with the community and thus put the county government one step removed from the project. In the initial stages, it appeared that this house in Hempstead would be the second of the three halfway houses called for in the contract.

On February 15, 1972, we submitted a request for reallocation of funds for the operation of the project through the extension period granted by LEAA and ending on December 31, 1972. We received a response from Mr. Bernardo Segura-Giron, Law Enforcement Program Specialist, on March 23, 1972, which stated that action could not be taken on our request until we complied with Special Condition #3, applicable to this grant. The Special Condition stated:

"Upon completion of the planning phases of the project, subgrantee shall submit to the grantee and LEAA the evaluation methodology and design for this project."

A meeting was held with Mr. Segura at this office on March 29, 1972, and as a result of this meeting the requested material was forwarded on April 13, 1972 to comply with his request. (See attached)

In May 1972, a contact was made with Mr. Segura and we learned that he had been transferred from the program, and that the new Grant Manager was Miss Bernadette McEvaddy. A meeting was scheduled with Miss McEvaddy to discuss problems confronting the project. After the initial meeting a follow-up meeting was scheduled with Miss McEvaddy and Deputy County Executive Joseph Driscoll, to review the progress status and problems confronting the establishment of three group homes. At that meeting, Mr. Driscoll assured the regional office that the County was doing everything in their power to establish the program. At this meeting, he also recorded our plans for Freeport.

During the month of May, community support was being solidified in the Village of Freeport. This staff met with clergy, social agencies, educators, etc., to sell the concept and to request support for a program in Freeport. The Freeport Inter-Faith Clergy Council and the Freeport Inter-Agency Coordinating Committee, both representative groups of Freeport, strongly supported the program and requested a meeting with the mayor to elicit the support of the village. The mayor and the board of trustees responded negatively to the Inter-Faith Clergy Council. They had, however, invited the project director to appear at their next board meeting, where they stated that they were unalterably opposed to a facility such as this in their

community, and if the County chose to go ahead with its plan in their village, they would take the matter to court on the basis of violation of zoning ordinance. Since a program of this type needs the fullest cooperation in the community in which it is located, it was deemed unfeasible to continue in the Freeport area.

It was about this time that the Leadership Training Institute solidified the facility in the Hempstead area. They began taking steps to negotiate and to secure a mortgage for a house suitable for the needs of the program. This property, located in the Village of Hempstead, at 29 Richardson Place, is the one we are presently operating. During the negotiation period, and their obtaining a mortgage, much effort was expended developing a receptive community with meetings held with the local civic associations, village officials and others, to explain the halfway house concept and elicit support. The Leadership Training Institute obtained a mortgage commitment and negotiated with the Nassau County Office of Real Estate and Development for a lease signed on November 26, 1972.

While working on the Hempstead facility, the staff also continued to search for adequate facilities in other communities. Contact was made with the Elmont Y.M.C.A., who were extremely interested in working on a joint effort for that particular area. One facility was located, and the Y.M.C.A. began negotiating for the purchase of this house. Because of the time involved in the various steps necessary for clearance and approval, the owner sold the property before the final okay was given, thus, again delaying the project.

During the month of October 1972, the Y.M.C.A. and this staff located a builder who owned property in the Elmont area, and who was willing to build a facility designed to our needs. A letter of commitment was sent to the Y.M.C.A. by the Deputy County Executive confirming the fact that if the Y.M.C.A. was able to secure mortgage commitments, etc. the county would be willing to enter into a lease arrangement with them.

A meeting was held on November 16, 1972 at the New York Regional Office with representatives of this department, Miss Bernadette McEvaddy, Mr. Jules Tessler, and Mr. Michael Silverman. As a result of that meeting, the regional office agreed to:

"1. Include both Halfway Houses in the proposed grant extension contingent upon both houses having signed and approved leases by the deadline date of December 17, 1972.

"2. By November 30, 1972 separate budgets are to be completed and received by the fiscal division, and that prior to the expiration of our proposed recommendation of a three month grant extension LEAA will evaluate the project performance and respond to a request for additional grant extensions. Separate evaluations will be made of the operation of the two halfway houses and future grant extensions if approved may apply to either or both houses as determined by LEAA.

"3. It is further understood that this statement does not constitute a commitment to these conditions, rather that contingent upon fulfillment by December 15, we agree to recommend your request for a grant extension through March 31, 1973."

We were only able to obtain a signed lease on the Hempstead facility, and on December 14th a request was made by Deputy County Executive Driscoll for an extension on the Elmont house, and separate budgets were submitted to the regional office in compliance with their request. A letter was received from Mr. Nardoza, Regional Administrator, turning down the request for an additional period of time for completion of the Elmont lease thus, reducing the total federal grant and funding only the Hempstead house. We, therefore, concentrated solely on establishing the Hempstead facility.

Public bids were advertised for furnishing the facility. Abraham and Straus submitted the lowest price, and have completely outfitted and furnished the facility. This was completed prior to March 31, 1973.

During the month of January 1973, plans for opening the facility were set back by a wave of community opposition, basically emanating from the Catholic Church and parochial school located across the street from the home. This was dealt with by this department, the County Executive, and the Mayor of the Village of Hempstead, and the commitment to the program was reaffirmed. Extensive remodeling was completed to make the facility meet the needs of the program and the house was ready to accept youths on April 2, 1973. On March 23rd, Miss McEvaddy of the regional office evaluated the program. When Miss McEvaddy left that day, we recognized that she had raised serious questions concerning the project, but felt that she would recommend another three month extension. Much to our dismay, we were

notified by letter dated April 4, 1973 received by us on April 6, 1973 and signed by Mr. Nardoza that the federal funding for the project was terminated as of March 31, 1973. We recognize that the regional office has the authority and the responsibility of overseeing granting operations and it is well within their purview to make decisions of this type, and we are in no way criticizing that decision. The question that we would like to raise pertaining to this, is the nature in which it was done, that is, no prior notification was given which meant that although the county would commit themselves to taking this project over and is subsequently moving to do so, there was no transition period allowed by the federal government. There were no indications on the part of Miss McEvaddy as to what her recommendation would be, and when called to elicit information she steadfastly refused to give it, which created major problems again to this project. We appreciate all the efforts and concessions which were made by the regional office, but there is a strong feeling that this decision could have been handled in a different manner. I am happy to note that the project is now operational, with youth residing in the house, receiving services, which was the goal of the grant and that the county is picking up all expenditures.

CONCLUSION

Although the facility was not established during the time allotted, a great many things were learned pertaining to the establishment of such a program.

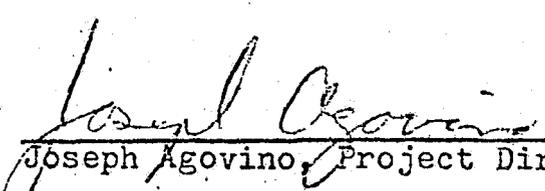
Over the period of the entire project the staff inspected over 250 possible facilities and in the process logged over 5,500 miles. During the course of trying to establish this program certain types of problem areas continued to arise. These problem areas have been elicited in other progress reports, but once again, they are suburban attitudes and values, suburban zoning regulations, government intervention, community acceptance, etc.

The nature of suburban attitudes causes a great deal of concern when trying to establish any community facility or program to deal with meeting human needs. There is an element of fear that although unfounded is very real, and with the suburban concept of home rule government, the local leaders are very involved in responding to the wishes of their constituency. The home rule principle is often expounded by referring to local zoning ordinances. A program of this type must have the support of the community in order to succeed and although efforts were made in organizing communities to accept the project, there was always a vocal group who were vehemently opposed. This opposition made their presence felt in many ways, and as a result we were not able to meet the original intent of this grant within the time allowed.

As was mentioned before, the efforts of the regional office were well intended and productive in certain areas, but there seems to be a lack of understanding as to the nature of suburbia. This was exhibited many times in conversations with regional staff.

Another positive that has come from our trying to establish this facility was the formation of a county task force representing private and public agencies to work jointly to establish services for troubled youth. This project staff was able to have a great deal of in-put at this level, and as a direct result group facilities are in the process of being established in this county under the auspices of private agencies. We also have been able to sell this concept to government officials and depending on the succesful in-house evaluation after three months in the Hempstead facility, plans will be made to establish more group homes in other areas in Nassau County.

In concluding this report, this staff would like to state that the initial seed money provided by LEAA, and efforts by personnel of the state, federal and local level, were instrumental in establishing a concept that will go far in meeting the needs of youth of this county. Although we were not able to comply with the time scheduled of the original grant award, two and one-half years of effort have not been lost. We envision the successful operation of many group homes in Nassau County which will be a direct result of this grant award.


Joseph Agovino, Project Director



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April 13, 1972

Mr. Bernardo Segura
Law Enforcement Program Specialist
United States Department of Justice
Law Enforcement Assistance Administration
New York Regional Office
16 Federal Plaza, Room 1351
New York, N.Y. 10007

Re: Halfway House Project
Nassau County Probation Dept.
Grant # 70-LF-242

Dear Mr. Segura:

Enclosed please find the material that you requested from us when we last met on March 29th. It consists of two parts, one being the material you requested in outline form, and the second in paragraph form, encompassing some specific methodology.

I hope you find this material to your satisfaction, and that it meets the requirements of the special condition of the grant.

Thanking you in advance for your kind consideration. If you have any questions, please feel free to contact me.

Yours truly,

Joseph Agovino, ASST.
Director Halfway House

Scotia B. Knouff
Director of Training

JAS:sa
Enc.

Introduction and Background

This research design is prepared to fulfill the special condition of the Grant Award 70-DF-242 Halfway House for boys and girls, awarded on the basis of an application submitted to the Nassau County Crime Council, to be administered by the Nassau County Probation Department. This special condition #3 states, "Upon completion of the planning phases of the project, sub-grantee shall submit to the grantee and LEAA the evaluation methodology and design for this project." This research design is being prepared to provide some structure to evaluate the project to measure effectiveness and quality of service and to determine whether or not the goals of the project are being met.

This program was conceived by the Nassau County Crime Council after recognizing the lack of facilities for persons who cannot be treated in their home environment, and at the same time should not be placed in a formal institutional setting. Early in 1970, this council submitted to the Office of Crime Control Planning a proposal for funding for the above mentioned project. The proposal was approved and the contract was signed by then, County Executive, Eugene Nickerson. Also during this period of time the Crime Council requested that the Nassau County Probation Department administer the program. In October 1970, a staff was hired and the planning stage for the project began. The present County Executive, Ralph Caso, and his administration continue to support the concept of this program. It is felt that this project is not the total answer of the problem. ^{However,} it is strongly felt that services of this type will go a long way in providing a viable alternative to the present system of dealing with teenagers and young adults, who exhibit deviant type of behavior, with a major causation factor being a poor home environment.

Goals

The goals for the Halfway House Project can be divided into three areas; primary, secondary and tertiary. The primary goal being: (a) to provide a positive family environment for troubled youngsters, so that they may enhance their own self-image and effectively deal with their present situation (b) to break the recidivist cycle of youngsters of this type (c) to provide treatment in a community setting in order to reintegrate the individual into the community and help him become a positive force in that community. The secondary goal provides services to the family of these individuals; (a) to treat the youngster individually is to treat in a vacuum therefore, a major part of the treatment plan is to provide support so that the family can deal effectively with its problems (b) services directed to reintegration of the family into the productive main stream of the community (c) direct service to the family encompassing the social, psychological and vocational aspects of family life. The tertiary goal of the project is to develop a positive attitude on the part of the community to begin recognizing their responsibility in the area of criminal justice and their role in helping them meet the needs of the residents of that community.

Limitations

The project staff in trying to move into the action phase of this project have recognized many limitations that are either explicitly stated in the proposal, or have been uncovered over the course of the planning stage. These limitations are in the area of restrictive zoning policies of communities the limitation of only being able to rent, rather than purchase a facility, the location of adequate facilities in the Nassau County area that is; the number of bedrooms, amount of land necessary, etc., and lack of money for renovating provided for in the grant.

Criteria for Admission

Since we know a Halfway House facility of this type cannot meet the needs of all youngsters coming through the criminal justice system a realistic criteria for admission is mandatory. The criteria for admission into this project was made after a study of our caseload to determine who would benefit most from a project of this type. Consultations were also held with other agencies serving Nassau County and possibly the most important factor in determining criteria was the attitudes of the local communities concerning a facility of this type. The tentative criteria accepted by this department will be (1) between the ages of 14 and 18 (2) no drug dependant personalities (3) no offender with evidence of psychosis (4) no offender who has acted-out sexually (5) no youngster who exhibits violent type of behavior.

Program Content

The program content can be divided into three basic areas; services for the offender, services to the family of the offender, and community acceptance and integration.

A. Services to the Offender

(1) After a careful search of the literature one of the main themes always in the forefront is the poor self-image and identity crises that face offenders from poor family backgrounds. In order to deal effectively with this the program will provide social, psychological, educational and vocational services for the youngster. This will be done through the use of a casework approach, peer group therapy, vocational guidance and training and educational programs, such as; tutoring, etc. The offender will be encouraged to avail himself of these services and to participate in a meaningful way in community activities. The evaluation piece for this part of the program will be a battery of tests consisting of self concept and personality inventory scales, given at the time of entry into the program. These same tests will be administered at the end of the offender's stay, which would give us a comparison that can be used to determine progress.

(2) A close study of the individuals involvement with law enforcement agencies after entrance into the program will also be an indication of progress. A thorough constant evaluation by the program staff of the offender's patterns of interaction with his peers and community, and systems affecting his life style for indicators of progress or regression. Continued evaluation of the offenders work and study habits will also be used as a measuring device for progress.

B. Services to Family

It is extremely obvious that service must be directed to the family of the offender since treating the offender alone will be like treating in a vacuum. Also, it is the aim of the program to eventually unite the offender with his family so that it is imperative that the conditions which precipitated the offenders moving in the criminal justice system be eliminated. Casework, vocational and educational services will be provided by the project staff to the families, in order to help them deal with their present conditions. The modality used to evaluate this aspect of the program, will be a close study by the staff of the project of family interaction, involvement with agencies, social and legal. Vocational and educational advances made since the start of service, and general attitudes towards their involvement in the program.

C. Community Involvement

In order to assure success of this program, it has to become an integral part of the community. The offender must learn to become a contributing member of the community, and the community itself must learn that they have a responsibility in meeting the needs of community residents. The community and the program must become partners not protagonists. They need to be alike not adversaries. To insure this aspect, a community advisory board will be formed, and community participation will be encouraged.

Although this aspect will seem difficult to evaluate, the project staff will study the participation and attitudes of the advisory board, and the type of support they provide. Participation and visitation of the general members of the community will also be looked to as another indicator. Participation by local merchants in terms of evaluation of jobs and acceptances, and support of youngsters will be studied as an indicator. Relationships and interactions with local community social, educational and legal agencies will also be evaluated to determine acceptances.

Conclusion

Halfway houses are no panacea for treatment of the delinquent. They cannot serve all offenders and in particular those who have a need for a highly structured facility or a need of a residential treatment facility, however, the Halfway House does introduce a new resource which seems to be a viable alternative in the treatment of certain types of youthful offenders. The Nassau County Probation Department, and the project staff, are committed to a sound well constructed program designed to serve the needs of the offender. We feel very strongly that this program has to be continually evaluated to insure that we are delivering quality services. Everything in our power will be done to carry out the research methodology, to insure our meeting these goals.

HALFWAY HOUSE PROJECT

Brief Description of Project

This section will include a brief description of the project as envisioned by the original application submitted. It will also include an historical account of the changes which took place between the date of original submission and the implementation of a program.

This project was initially approved and the contract signed by County Executive, Eugene Nickerson in October 1970. A staff was hired and the planning stage began. In January 1971 there was a change in County government, and Ralph Caso became the County Executive. Any change in governmental structure must of necessity slow up the process of government, while the new staff are familiarizing themselves with governmental operations, Nassau County was no exception. The evaluation will briefly record the historical events which took place in this context.

Objectives of Project

The goals of the project; primary, secondary and tertiary will be discussed in detail as follows.

A. Primary Goals

a. To provide a positive family environment for boys and girls referred from the court.

b. To break the recidivistic cycle of some boys and girls

c. To provide treatment in a community setting in order to reintegrate the individual into the community

d. To assist the referred boys and girls in a manner which will enhance the self-image and aid the youth to effectively deal with his life style.

e. To help the individual boy or girl to become a positive not a negative force in his community.

B. Secondary Goals

a. To provide services to the families of boys and girls referred for placement.

b. To aid the family to deal effectively with its problems.

c. To aid the family in its efforts for reintegration into the productive main stream of the community.

d. To provide direct service to the family of whatever type may be necessary.

e. To provide services which will promote the reintegration of the individual back into his own family. This time into a healthier environment.

C. Tertiary Goals

a. To develop a positive attitude on the part of the community to begin recognizing responsibilities in the area of criminal justice.

b. To help the community recognize their role in helping all residents of the community meet their individual needs in a manner acceptable to the community.

D. Limitations

The evaluation will include an analysis of the many limitations either overtly or covertly expressed during the development of the project. Limitations will be discussed under such topics as:

- a. Community attitudes
- b. Restrictive zoning policies
- c. Rent vs purchase, etc.

Criteria for Admission

The methodology used for developing the criteria used will be discussed in detail. Among other items which will be considered are:

- A. Age
- B. Type of Offense
- C. Personality difficulties
- D. Sexual behavior
- E. Home background

Program Content

The evaluation will describe in detail the program content which will be handled in three areas:

- A. Service to the offender
- B. Service to the family of the offender
- C. Service to the community - acceptance and integration

Summary and Recommendation

The summary and recommendations will be drawn from the data collected during the course of the evaluation. This will be done with an eye toward:

- A. Measuring effectiveness of program
- B. Effectiveness of service
- C. Recommendations for enhancing program
- D. Recommendations for future planning

END

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