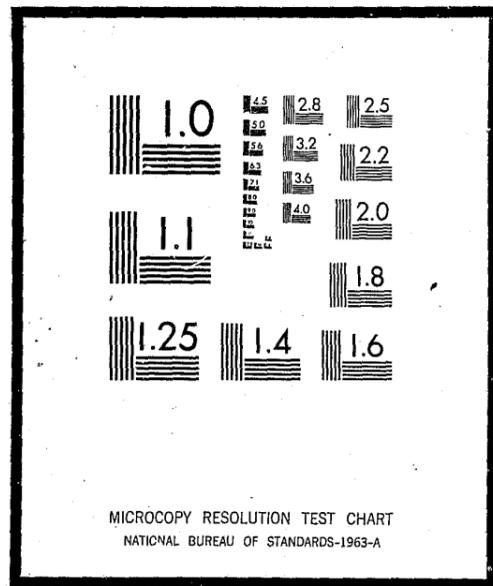


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JUVENILE INJUSTICE

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Office of Children's Services
Judicial Conference of the
State of New York
270 Broadway
New York, New York 10007

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This report was prepared by Sheridan Faber, research associate, and Elizabeth T. Schack, director, Office of Children's Services. Case reading was done by Barbara Milano and Barry Dorfman, under the supervision of Ms. Faber.



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Juvenile Injustice provides the reader with a detailed analysis of the social history, family background, and treatment needs of 431 children before the Family Court in the City of New York. The children, whose cases came to a final disposition during the months of November, 1972 and January, 1973, were alleged or found to be delinquent or in need of supervision.

The report was prepared by Sheridan Faber, research associate, and Elizabeth T. Schack, director, Office of Children's Services. OCS is a unit of the Administrative Board of the New York State Judicial Conference. It was established to conduct on-going fact-finding surveys into the needs of children brought before the Family Court.

Based on the report, the Policy Committee of OCS has formulated recommendations which appear at the conclusion of the report.

This report was published: October 29, 1973.

The childhood shows the man
As morning shows the day.

Paradise Regained

John Milton

PREFACE

The Policy Committee of the Office of Children's Services -- all, save one, present or former judges of the Family Court in the City of New York -- recognizes full well the wisdom of the poet. We have seen children brought before the Court -- first as children neglected by their parents, then as children whose behavior indicates that they are in need of supervision and treatment, and then as children who have committed acts that would be crimes if done by adults. We know that many of these children "graduate" from the Family Court to the adult criminal justice system.

This human tragedy continues, day after day. Nowhere is the American myth -- that we are a child oriented society, a child loving society -- more clearly exploded than in the Family Court. The following pages clearly reveal the failure of society to respond to the needs of these children who, daily, come before the Court in New York City.

For these children, the child welfare system -- State and City, public and private sectors alike -- has failed: witness the host of unmet needs.

For these children, the Departments of Social Services, State and City, have failed: witness the multiple problems of the children and their families, problems that have never been addressed.

For these children, the Departments of Mental Health, State and City, have failed: witness how many children in our midst are emotionally disturbed, if not mentally ill.

For these children, the Education Departments, State and City have failed: witness the many students "turned off" and "pushed out" of the schools.

And finally, for these children, the Court, Probation services and the institutional facilities have failed: witness the recidivists and the inappropriate dispositions that had to be ordered, for want of reasonable and adequate alternatives.

The children about whom this report is written are the children of the poor. Most of them are Black or Puerto Rican children. Their great needs have been clearly described elsewhere in other years. The providers of services have said to us that they "must plan and provide for all children in need" (including court children) that "all children should have equal access to care" (including court children).

We agree with those statements.

However, we find, and the report documents:

That plans are not carried to fruition, services are not provided for those children most in need;

that children before the Court do not have equal access to care and treatment;

that racism, consciously or unconsciously, pervades the child care system.

We also find that people of enormous good will -- public officials and private citizens -- want to turn the situation around; want to provide care for these children. We are particularly conscious and appreciative of the efforts of the Hon.

Milton Luger, Director of the State Division for Youth; the Hon. Barbara B. Blum, Assistant Commissioner/Deputy Administrator, Special Services for Children, New York City Department of Social Services; and Dr. June J. Christmas, Commissioner of the New York City Department of Mental Health and Mental Retardation Services.

In addition we are aware of the innovative programs undertaken by the Office of Probation, under the leadership of the Hon. John Wallace, generally with federal funds as both the City and State retrench. The efforts of the voluntary agencies to develop new programs and modify admission criteria have not gone unnoticed.

Good will is not enough however. Changes must be made before yet another generation of children is destroyed. We must cease sowing the seeds of Attica in the Court established to provide justice for children and families.

FOREWORD

The juvenile justice system in New York City, as elsewhere in the nation, is in a state of flux. Children brought before the Family Court are believed to present increasingly severe problems. They are said to be more disturbed, to come from more disturbed and disorganized families, to have committed more serious offenses or to present more bizarre patterns of behavior than the children who were before the Court in the 1960s. These and other broad statements are made but there is little factual data to prove or disprove them.

While the serious problems and misconduct of the children before the Court are stressed, there is a simultaneous drive to remove children from the juvenile justice system. Diversion has become the name of the game. Several special projects such as neighborhood outreach programs (to prevent children from an initial entry into the system) and intensified probation services (to avoid institutionalization) have been established with federal funds. Additional programs of a similar nature are planned.

Children's attorneys seem to be more and more successful in getting the charges against their youthful clients dismissed. Despite the progress that has been made under the Hon. Milton Luger, Director of the Division for Youth since 1971, appellate courts and some Family Court judges continue to regard the training schools as the places of last resort, preferring to return children to their homes (except in extreme cases) if private placement cannot be secured.

Questions obviously arise from this dichotomy between an alleged escalation of problems on the one hand and, on the other, the drive to divert children from the court process or, at the least, return them to the community. If the children's behavioral problems are really as severe as has been claimed, what type of assistance, and of what intensity, should be provided by the services to which these children are diverted? It is obvious that services, either for children who reach the court or for children who are diverted, cannot be planned unless basic information is available about the children: their family backgrounds; their needs; their experiences with the school system and other significant elements of their environment; the extent to which they may gain access to and profit from public and private child welfare programs.

The Office of Children's Services¹ undertook in the winter of 1973 to develop some basic information about the children brought before the Family Court in the City of New York as alleged delinquents² or children in need of supervision. Only the most gross data has been available heretofore - age, sex, allegations and dispositions. The OCS study was designed to provide information on the social history of the children and their families: ethnic origin; religion; past contacts with the Court; school experiences; present and past access to services required to meet their overall needs.

It is believed that this information is essential for rational planning toward the development of services geared to the needs of children now coming before the Court.

INTRODUCTION

During the winter of 1973, a survey was made of 431 children whose cases came to final disposition in the Family Court of the City of New York in November, 1972 and January, 1973. The survey was intended to thus provide detailed information on the needs of a fair sample of the children, in the context of their home- and social environment, and the extent to which those needs were met.

The information gained from the survey delineates the severity of the problems and the dearth of services for court related children; the inequitable manner in which those services that exist are made available to children from the various ethnic groups; and the haphazard fashion in which services are allocated to the various counties. The information presents a challenge to the court and to the public and private child care sectors: new services must be developed and provided to court related children, according to their needs and without regard to the convenience or predilections of service providers.

It has long been established that the children brought before a juvenile court come, for the most part, from the ranks of the poor and underprivileged, from the minority groups in the geographical area concerned. This is true in New York City where the majority of court related children are Black and Puerto Rican, the City's two largest minority groups living in poverty.

The OCS survey was intended to examine the factors, in addition to poverty, that damage the lives of the delinquent and PINS children and their families. Broadly speaking, the findings reveal major social disintegration in families, and children who react acutely to the problems commonly associated with the urban/inner city life.

An unexpected finding was the pronounced difference - on a county basis - in the severity of problems and the court's apparent attitude toward the problems and its ability to deal with them. It would seem that the haphazard and differential manner in which the entire gamut of social services is allocated to the five counties of the city certainly contributes to this.

One reservation should be noted in the presentation of this information. The survey staff found a considerable number of cases in which a child was found to be a person in need of supervision although there were one or more pending delinquency charges. They also found delinquents who had pending PINS charges. Thus, the material has not been broken down between PINS and delinquents in most areas, as they have so much in common. For example, the incidence of truancy is pervasive in the lives of both PINS and delinquents, and their family problems are largely comparable.

The information about the social history of the 431 children studied has been charted for presentation. In gross figures, approximately two-thirds of the children were males. Half were PINS and the other half delinquents. Fifty-seven percent of the children

were Black; 23%, Puerto Rican; 18%, White; 1.5%, Interracial, and .5% were other Latin children.⁴ Fifty-two percent of the children were reported to be Protestants; 43%, Catholic. Five percent of the children fell into the category of "other" religion (i.e. Jewish, Muslim) or no information was provided. Ninety-four percent of the children were aged 12-16.

The Court's Jurisdiction

The New York State Family Court Act defines a delinquent as a child, between his 7th and 16th birthdays, who is found to have committed an act that is a crime when done by an adult. "PINS" is the acronym for a "person in need of supervision". A PINS child is defined as one before his 16th birthday who is an habitual truant, incorrigible, ungovernable or beyond the control of his parents and other lawful authority.⁵

A child who is alleged to be a PINS or a delinquent is first seen at Probation Intake where a decision is made as to whether or not a particular situation requires court intervention. It is reported that approximately half of all cases seen at Probation Intake are adjusted and not referred to the Court.

If a case is referred to Court, a petition is drawn and the case is initially heard by a judge sitting in an intake part. He determines if the Court has jurisdiction, whether the child should be paroled or detained pending a fact-finding hearing and, unless there is an admission by the child, refers the case to another judge

sitting in an "all purpose" part for a hearing.⁷ A child who is detained pending a fact-finding hearing is entitled to such a hearing within 72 hours.⁸ Children who are detained are sent either to secure detention (locked institutions) or to non-secure detention (foster homes and group homes).⁹

The children are represented by counsel at all stages of the court proceedings¹⁰ and the allegations must be proved beyond a reasonable doubt.¹¹ In addition, it must be found that a PINS child is in need of supervision or treatment if a disposition of probation or placement is to be ordered. In a delinquency case a child must be found in need of supervision, treatment or confinement. Two types of hearings are held: fact-finding and dispositional. Each type of hearing may require a number of court appearances before a fact-finding or disposition is made. The Court may proceed immediately to the dispositional hearing after a finding has been entered. In practice, however, there are generally adjournments to allow time for a probation investigation¹² and, frequently, psychiatric and psychological evaluations.¹³

The Court has a number of alternatives that can be ordered for each type of petition after a fact-finding has been made. For both PINS and delinquency cases the Court may:

1. Dismiss the case: of a PINS child found not to require either supervision or treatment; of a delinquent child found not to require supervision, treatment or confinement.

2. Suspend judgement for up to one year.¹⁴
3. Place the child on probation (for delinquents up to two years, for PINS up to one year, with permissible one year extensions for both).¹⁵
4. Place the child for up to eighteen months (a) in his own home or that of another suitable person or relative (b) with the Commissioner of Social Services (c) with an authorized agency or (d) with the Division for Youth. One year extensions of placement can be authorized up to the child's 18th birthday.¹⁶

The Court may commit a 15 or 16 year old, found to have committed a serious delinquent act before his 16th birthday to specified adult correctional facilities.¹⁷ A serious delinquent act would be a Class A or B felony such as homicide, rape, armed robbery, etc. PINS children may be discharged with a warning. Finally the Court may, at its discretion or at the request of the child or his counsel, order the substitution of a PINS petition for a delinquency petition.¹⁸

In a landmark decision, the State's highest Court, the Court of Appeals, ruled that PINS children may not be placed in the training schools.¹⁹ The Court cited the provisions of the Family Court Act that authorized the "supervision, treatment or confinement" of delinquents and the "supervision" or "treatment" of PINS children and stated that "children in need of supervision should not be placed in institutions in which juvenile delinquents are confined..."

The Family Court is authorized to use three additional types of facilities for the placement of delinquent and PINS children: a variety of programs operated by the Division for Youth (in addition to the training schools); private or voluntary agencies, and shelters

operated by the New York City Department of Social Services.

The New York State Training Schools were placed under the jurisdiction of the Division for Youth by legislation in 1971. Prior to that they had been operated by the State Department of Social Services. It is generally believed that improvements have been made in the operation and programming of the training schools since this transfer although they are still far from satisfactory. However, for years the training schools have been considered the end of the line by most judges and other Court personnel. Placement there has traditionally been reserved for the most difficult (and difficult to place) children. The training schools are required to take all Court placements except cases of children who are too retarded to benefit from the program or children who have serious medical problems.

Other Division for Youth programs - forestry camps, group residences, urban homes and the like - accept delinquent and PINS children on referral from the Court as well as non-Court related children on referral from other public and private agencies. A primary criterion for admission to these programs is the child's motivation to participate. The Division for Youth appears to be considerably more flexible than the voluntary agencies in terms of other admission criteria such as IQ, available family, and the like.

Voluntary agency programs run the gamut of large, congregate facilities; specialized, smaller institutions; group residences and homes, and foster homes. Voluntary agency facilities to which PINS and delinquent children are sent include institutions ranging in size from about 35 beds to over 600 beds. Although these agencies are reimbursed 90-95% of their costs by the City and State, they are autonomous and determine, according to their own criteria, which children they will accept. Almost all of the agencies are affiliated with one of the three religious federations and give preference to children accordingly.

The New York City Department of Social Services operates four temporary shelters. The Department contracts with the voluntary agencies for the long term care of children who are placed with the Commissioner by the Court or voluntarily committed by their parent(s). Although the Court is authorized to place both PINS and delinquents with the Commissioner, to date the Commissioner has refused to accept delinquents. It should be noted that the shelters also house some neglected children who, under Social Services regulations, cannot be placed with delinquents.

When the Court has been unable to obtain placement for a child in a voluntary agency, the Court can opt to place a child with the Commissioner of Social Services. The hope is that the Commissioner will be able to obtain voluntary placement for the child. In fact, however, many children remain in the temporary shelters administered by the Department of Social Services, for months and sometimes years.

As this is written, it is not clear whether the Court of Appeals ban on commingling confined PINS and delinquent children will be extended to such commingling in detention or in other public and private facilities. In addition, no definition has been given of what constitutes confinement.

Methodology

In order to secure a significant and valid sample of current cases, it was determined to review the probation folders of all children alleged or found to be delinquent or in need of supervision, whose cases came to a final disposition during the months of November, 1972 and January, 1973. The December cases were omitted in the belief that the religious holidays might alter the normal dispositional pattern.

A computer program was developed and two case readers were selected and trained to use the questionnaire/form in order to obtain the pertinent information from the probation folders. In all, 431 case histories out of a possible 465 were located and read. ²⁰ Not included in the survey were cases that stemmed from a prior disposition; i.e., an extension of placement, discharge from or violation of probation and the like.

For the purpose of simplification, cases that were dismissed, withdrawn, discharged or where judgment was suspended - were grouped together under one dispositional heading (dismissed). The majority of the cases in this heading were dismissals after both a finding and a probation investigation had been made. Those cases in which a PINS petition was substituted for a delinquency charge, were carried as delinquency cases in the statistics.

Number of Children in Sample by County					
<u>Kings</u>	<u>Bronx</u>	<u>New York</u>	<u>Queens</u>	<u>Richmond</u>	<u>Total</u>
191	81	59	88	12	431
.5%	1.2%	1.6%	1.1%	8.3%	.2%

A majority of the information in this report is presented in terms of percentages. The above chart shows that due to the differences in the sample size in each county, each child in a county or in the total sample represents a different percentage. For example: Kings County which had almost 200 children, has each child represented by .5%. Thus, one child more or less in a given category for Kings means a difference of .5%, but in Richmond it means a difference of 8.3%

The information entered on the computer form was taken from official reports in each child's probation folder. These included, but were not limited to, the probation investigation report, diagnostic reports from the Court's Mental Health Clinic, other clinic and hospital reports, school reports, letters to and from voluntary child care agencies.

The probation services and reports varied considerably between counties, as well as between individual probation officers. The survey staff noted that in the Bronx Family Court (Carroll Place Branch), the written probation investigation reports, from which most of the information was obtained, were quite brief and concentrated primarily on the child's problems. Thus, there are a number of

social history categories in which the Bronx seems to have surprisingly low figures. ²¹ This is probably due to the lack of information in the probation folders rather than a lesser degree of disturbance or problem.

For the purpose of analysis, services were deemed provided when a child was placed on probation, referred for counselling, placed in residential care, and the like. Services were deemed not provided to children for whom judgement was suspended or whose cases were discharged, dismissed or withdrawn.

The information obtained has been divided into two main sections. The first provides information about the children coming before the Family Court in terms of ethnic origin, sex, and social history. The second section deals with what happens to these children in terms of dispositions, and the variable factors that influence these dispositions.

Section I

THE CHILDREN AND THEIR BACKGROUNDS

The following pages provide basic information about the serious problems in the lives of the 431 children whose cases came to final disposition in the two month period. When the information is projected on a yearly basis, the enormity of the problem confronting New York - if adequate services are to be provided - can be seen.

Ethnic Origin, Religion, Sex, Age and Type of Petition

This subsection includes material on ethnic origin, religion, sex, age and type of petition of the children in the sample. The material is presented so that differences between counties can be clearly seen for those categories where the differences between counties are considered to be significant.

It can be seen that New York County had the highest percentage of Black children brought to Court; Richmond, the highest percentage of Whites; and the Bronx, the highest percentage of Puerto Ricans. Conversely, the lowest percentages of White children before the

Court were in New York and Bronx counties. There were only ten children out of the 431 who did not fit into one of these categories.²² As will be shown later, the Court in the counties with the lowest percentage of White children (New York and Bronx) was also deemed to be providing the fewest services to Court related children.

Chart #1 Ethnic Origin by County

County	Black	Puerto Rican	White	Interracial/Other
Kings	109(57%)	45(23.5%)	34(18%)	3(1.5%)
Bronx	40(49%)	31(38%)	8(10%)	2(2%)
New York	41(70%)	12(20%)	4(7%)	2(3%)
Queens	52(59%)	10(11%)	23(26%)	3(3%)
Richmond	3(25%)	-	9(75%)	-
Total	245(57%)	98(23%)	78(18%)	10(2%)

Note: Figures in parentheses represent percentages within the county.

The New York State Constitution and the Family Court Act require that children be placed, where practicable, with persons of the same religious background or, where the placement is with a private agency, with an agency operated by persons who have the same religious background.

	<u>Kings</u>	<u>Bronx</u>	<u>New York</u>	<u>Queens</u>	<u>Richmond</u>	<u>Total</u>
Protestant	105 (52%)	35 (43%)	34 (58%)	46 (52%)	4 (33%)	224 (52%)
Catholic	78 (41%)	41 (51%)	22 (37%)	35 (40%)	8 (67%)	184 (43%)
Other	8 (4%)	5 (6%)	3 (5%)	7 (8%)	-	23 (5%)
Total	191(100%)	81 (100%)	59(100%)	88(100%)	12(100%)	431(100%)

Note: Figures in parentheses represent percentages within the county.

The voluntary agencies, with only a few exceptions, are affiliated with one of three sectarian federations. Although all of the agencies accept children of other faiths, referrals must be made initially to agencies that match the child's assigned religion and preference is given to those children. Thus, the religion assigned a child becomes important when placement is sought. A child's religion will be listed in probation records according to (1) his own active participation in a religious organization, record of baptism and the like or (2) the religious affiliation of his parents, if known. Many children are labelled Protestant if they and their parents are known not to be Catholic or Jewish even though there may be no formal affiliation with any church.

Although there is some variation by county in the percentage of Protestant and Catholic children, it did not appear to significantly affect the dispositions of cases.

	7-9	10	11	12	13	14	15	16	Total
Males	1.2%	1.8%	3%	7%	20%	31.3%	35%	.6%	294
Females	-	-	3.5%	7.3%	23%	34%	30%	2.2%	136
Totals	1%	1%	3%	7%	21%	32%	34%	1%	430

Note: Figures represent percentages of children at each age. One child of unknown age.

Chart #3 shows that there was not too much difference between the sexes as to the age at which they came before the Court. The median age for both sexes was 14, with the males peaking at age 15 and the girls at age 14. Since adolescence has traditionally been a difficult period, it is not surprising that 94% of the children were age 12 or over.

Chart #4 Type of Petition by County				
	Delinquency	Delinquency Reduced to PINS	PINS	Total
Total	178 (41%)	36 (8.5%)	217 (50.5%)	431 (100%)
Kings	69 (36%)	11 (6%)	111 (58%)	191 (44%)
Bronx	38 (47%)	5 (6%)	38 (47%)	81 (19%)
New York	31 (52%)	7 (12%)	21 (36%)	59 (14%)
Queens	34 (38.5%)	13 (15%)	41 (46.5%)	88 (20%)
Richmond	6 (50%)	0 (0%)	6 (50%)	12 (3%)

Note: Figures in parentheses represent the percentage in each category of the children in each county.

These percentages vary significantly from county to county. Fifty-eight percent in Kings and only 36% in New York county were PINS.

These figures raise questions about the allocation of services on a county basis, and are perhaps indicative of the thin line that separates neglected and PINS children. As will be seen later many of the children in New York County, where there is a multiplicity of services for neglected and dependent children had been in the Court earlier on neglect petitions. On the other hand, significantly fewer children in Kings County were known to have been neglected in their early years. The question is posed whether the smaller number of neglect cases in Kings County is due to a lack of services to call these cases to the attention of the Court.

It can also be seen that Queens and New York reduced more than twice as many delinquency charges to PINS as did Kings and Bronx counties. In Queens, this finding may be attributable to the high percentage of White males arrested as well as the high incidence of stolen car charges. These children were often just "joyriding" so that the charges could more readily be reduced to PINS. In New York County, which had a significantly larger number of serious charges (assault, possession of a dangerous weapon, robbery, etc.) and had a small percentage of White males, the zealously of the law guardians may explain the high percentage of delinquencies reduced to PINS.

Type of Allegations: Truancy, Drug and Alcohol Use, Delinquency Charges and PINS Charges

As noted earlier, truancy and/or school problems stood out in the histories of a considerable majority of the children in the sample, whether they were labelled as delinquent or in need of supervision.

Chart #5 Incidence of Truancy by County, Ethnic Origin and Sex.					
County		Ethnic Origin		Sex	
Kings	152 (79.5%)	Black	169 (69%)	Males	207 (70%)
Bronx	52 (64%)	Puerto Rican	75 (75%)	Females	108 (79%)
New York	41 (69%)	White	64 (82%)		
Queens	61 (69%)	Interracial/ Other	7 (70%)		
Richmond	9 (75%)				
Total	315 (73%)				

Note: Percentages are within the county, ethnic origin and sex.

Overall, 73% of the children in the sample were truants. The percentages ranged from a low of 64% in the Bronx to a high of 79.5% in Kings County. In Kings, this high percentage of truancy may be related to the high percentage of PINS since truancy is one of the most frequent PINS allegations. The percentage of truants varied substantially by ethnic origin. White children were more often truants than Black children with Puerto Rican children in between. It can also be seen that girls were more often truant than boys.

The figures show that in each county there was one school district with an exceptionally high number of truants.²⁴ In Kings County it was District 16 which covers Bedford-Stuyvesant

and Bushwick. In Queens it was District 29 which covers St. Albans, Rosedale and Springfield Gardens. In New York it was District 3 which runs from 59th to 122nd Street on the West Side. In the Bronx it was District 9 which covers the Tremont and Morrisania sections from about 161st Street to 180th Street. When these findings are compared with a profile of public school enrollments it is quickly seen that Districts 3, 16 and 29 have a majority of Black students and that District 9 has a majority of Black and Puerto Rican students.²⁵

Since our sample indicates that Blacks and Puerto Ricans represent about 80% of the children brought to the Family Court in New York City on PINS and delinquency petitions, these findings are to be expected. They underline the failure of the public schools to reach minority group children and give them sufficient incentive to attend school.

Chart #6 Drug and Alcohol Use by 102 Children by County						
	Kings	Bronx	New York	Queens	Richmond	Total
Glue	10 (5.2%)	6 (7.4%)	2 (3.4%)	3 (3.4%)	1 (8.3%)	22 (5.1%)
Marijuana	20 (10%)	5 (6.2%)	2 (3.4%)	3 (3.4%)	-	30 (7%)
Cocaine	3 (1.6%)	1 (1.2%)	-	1 (1.1%)	-	5 (1%)
Heroin	18 (9.4%)	9 (11%)	9 (15%)	6 (6.8%)	-	42 (10%)
Pills	7 (3.7%)	-	1 (1.7%)	2 (2.3%)	1 (8.3%)	11 (2.6%)
Hallucinogens	4 (2.1%)	-	-	1 (1.1%)	-	5 (1%)
Alcohol	12 (6.3%)	3 (3.7%)	3 (5.1%)	13 (15%)	-	31 (7%)
Other	-	1 (1.2%)	-	1 (1.1%)	-	2 (.5%)
None	144 (75%)	63 (78%)	45 (76%)	67 (76%)	10 (83%)	329 (76%)

Note: Some children use more than one drug. Percentages are of children in the county believed to be using a given drug or alcohol or neither. See also Appendix II for drug and alcohol use by race and sex.

Approximately 24% of the children were known to be using drugs or alcohol, city-wide and in any given county. This percentage is probably minimal since so many children are able to successfully hide their drug use from both their families and authorities. In addition, although evidence of the use of drugs or alcohol may be educed in Court it is not always included in the allegations or noted in the probation account.

Ten percent of the children were known to use heroin. New York County had the highest percentage of heroin users while Richmond had none. Only 7% of the children admitted to or were known to use marijuana. In view of the many studies that indicate the prevalence of marijuana use by teen-age children this figure, again, is suspect. It is possible that the children, their parents and the probation officers, have all come to regard it as of little significance. Overall, 7% of the children and in Queens, 15%, were known to use alcohol. Alcohol use among parents was also quite high in Queens.

Drug use was found to be slightly more common among females. About 25% of the children of each race were involved in drug use. Heroin use was somewhat more frequent among Black children, while White children tended to use pills, hallucinogens and alcohol more often.

Delinquency Charges

Approximately half of the children in the sample were before the Court on delinquency charges. (See Appendix III and IV for figures on delinquency charges by county, race and sex.) The most frequent charges were: robbery, 72 instances (including attempted robbery); burglary, 53; assault, 48; possession of stolen property, 39; and possession of a dangerous weapon, 36.

A majority of the children were charged with two crimes in one petition; e.g., burglary and possession of stolen property. Sixty-five percent of the children charged with delinquencies were Black, 21.5% were Puerto Rican, 11% were White and 2.3% were Interracial/Other.

It should be recalled that 57% of the sample's population were Black children; 23%, Puerto Rican and 18%, White. These figures suggest that the police are more diligent in apprehending Black children than White children. A discriminatory approach by the police is further underscored when the types of stolen car allegations are considered: "grand larceny (auto)" and "unauthorized use of a vehicle".

The latter charge, covering joyriding where the intent is not to steal the car and keep or sell it, was used most frequently for White males while virtually all Black males were charged with grand larceny (auto).

Only six children were taken into custody on drug related charges and none were apprehended for the sale of drugs. These children represent 1.4% of the sample although it has been shown that at least 24% of the sample were using some type of illicit drug or alcohol.

More children in Queens, New York and Bronx counties were alleged or found to have committed robbery as opposed to other delinquent acts. In Kings County, the most frequent charge was burglary.

The statistics show (Appendix IV) that Black children were apprehended most frequently for robberies while Puerto Rican children were charged with burglaries most frequently.

PINS Allegations

The allegations in supervision (PINS) petitions are generally couched in the language of the statute - "does not attend school in accord with..... the education law", is "incorrigible", "ungovernable", "habitually disobedient", or "beyond the lawful control of parent or other lawful authority". Most frequently, however, there are other charges such as: running away, keeping late hours, sexual "acting out", suspected drug use, alcohol use, behavioral problems at home and/or school.

The charges are amorphous and difficult to group for the purpose of analysis. In addition, the formal charges seldom reveal either the extent of the parent-child conflict or the emotional disturbances that interface the PINS children's acting out behavior. Because of these factors, it was determined to conduct a separate survey of PINS children.²⁷

Family Background

A major effort was made to develop information about the children's home environment, parents and siblings so as to provide a detailed picture of their background.

Chart #7 Residence, Persons in the home by County						
	Kings	Bronx	New York	Queens	Richmond	Total
Living in own home	173(91%)	70(86%)	48(81%)	79(90%)	12(100%)	382(89%)
Living with relative	16(8%)	7(8%)	11(19%)	4(4%)	-	38(9%)
In placement	2(1%)	4(5%)	-	5(6%)	-	11(2%)

One parent Family	104(54%)	43(53%)	36(61%)	37(42%)	3(25%)	223(52%)
Mother with paramour	34(18%)	14(17%)	3(5%)	14(16%)	3(25%)	68(16%)
Intact Family	35(18%)	13(16%)	9(15%)	28(32%)	6(50%)	91(21%)

Note: Figures represent percentages within counties.
(See also Appendix V)

Eighty-nine percent of the children in our sample lived at home with at least one of their natural parents. Ninety percent of the males lived at home compared with 82.5% of the females. Differences by ethnic group in the percentage of children living in their own homes were noted; 87% of the Black children lived in their own homes, as did 93% of the Puerto Rican children and 88% of the White children.

Of the children in the sample, 21% came from intact families; that is both mother and father were present in the home. The highest proportions of children living in intact families were in

Queens and Richmond and the lowest proportions were in the Bronx and New York counties. Black children were less likely to come from intact families than were White children. Puerto Ricans represented 23% of our sample and 23% of the children who came from intact homes.

Sixteen percent of the children in the sample lived in a home where a paramour or step-parent was also in the home. However, in New York county this was reported to be true for only 5% of the children. While 52% of the children in the sample came from one parent homes, in New York county it was 61% of the children. It should also be noted that New York county had the lowest percentage of children living in their own homes.

Of the children who did not live with one or both parents, 9% lived with relatives and the remainder, 2%, lived in foster homes or were in placement at the time the petition was brought. It is of interest to note that 73% of the children living with relatives were Black. This may indicate that an extended family is more readily available for Black children or that such homes are used more frequently by the Department of Social Services as a substitute for foster care.

Chart #8 Parental Background						
	Kings	Bronx	New York	Queens	Richmond	Total
Public Assistance	127(66%)	44(54%)	39(66%)	41(47%)	4(33%)	255(59%)
Criminal Record	6(3%)	1(1%)	3(5%)	2(2%)	-	12(3%)
Corporal Punishment	29(15%)	4(5%)	5(8%)	14(16%)	3(25%)	55(13%)
History of hospitalization	12(6%)	3(4%)	5(8%)	2(2%)	1(8%)	23(5%)
Drug Use	3(1%)	2(2%)	3(5%)	2(2%)	-	10(2%)
Alcohol Use	30(16%)	10(12%)	11(19%)	23(26%)	6(50%)	80(19%)

Note: Figures in parentheses represent percentages within the county. (See also Appendix V)

Fifty-nine percent of the families were known to be receiving public assistance. The percentage of families on public assistance varied considerably by county, from one-third in Richmond to two-thirds in Kings and New York counties. City-wide, 13% of the parents or substitute parents were known to use corporal punishment in disciplining their children.

Only 3% of the parents had criminal records, although 5% of the New York county parents had criminal records. Five percent of the parents had a history of psychiatric hospitalization. Of these 64% were Black; 9%, Puerto Rican and 27%, White. This is similar to the patterns of hospitalization by race for children.

Again the highest percentage of parents with a history of hospitalization were from New York county (8%). Two percent of the parents were known to be drug users and again New York county had the highest percentage of parents in this category (5%). These findings would seem to tie in with the fact that New York county also had a high percentage of children who had been previously known to the Court as neglected, a high percentage of siblings who were known to the Family Court, and a high percentage of delinquent children in the sample.

Eighty parents, or 19% city-wide, were known to have a serious drinking problem. However, in Queens, 26%, and in Richmond, 50%, of the parents had serious drinking problems. Puerto Ricans were least apt to have a drinking problem (15%) compared with 18% of the Black parents and 25% of the White parents.

Chart #9 Sibling Problems by County						
	Kings	Bronx	New York	Queens	Richmond	Total
Family Court History	60(31.4%)	16(20%)	28(47.4%)	31(35%)	1(8.3%)	136(31.5%)
In Placement	12(6%)	7(8.6%)	6(10%)	6(7%)	-	31(7%)
Mentally Ill	4(2%)	2(2.4%)	2(3.4%)	5(5.7%)	-	13(3%)
Mentally Retarded	5(2.6%)	4(5%)	1(1.7%)	-	-	10(2.3%)

Note: Figures in parentheses represent percentages within the county.

City-wide, 31.5% of the children had siblings who were also known to the Family Court. The percentages varied substantially from county to county but only slightly by race and sex.

In New York county almost half of the children had siblings who had been or were before the Family Court. In Richmond only one child out of the twelve in that county had a sibling also known to the Court. In the Bronx 20% of the children had siblings known to the Court, while in Kings and Queens counties the percentages were 31.4% and 35% respectively.

Seven percent of the children had siblings who were in placement. It was found that New York County had the highest percentage in this category (10%). Only 3% of the siblings had a known history of psychiatric hospitalization and 2.3% were considered to be mentally retarded.

Chart #10 Children born out-of-wedlock

By County		By Ethnic Origin	
Kings	65 (34%)	Black	83 (34%)
Bronx	25 (31%)	Puerto Rican	22 (22%)
New York	14 (24%)	White	10 (13%)
Queens	15 (17%)	Interracial/ Other	6 (6%)
Richmond	2 (17%)	Total	121 (28%)
Total	121 (28%)		

Note: Figures in parentheses represent the percentage of children within a county and an ethnic group who were born out-of-wedlock.

Approximately 28% of the children in the study were known to have been born out-of-wedlock. The percentage may in fact be higher as it was not always possible to determine whether a child was born in or out-of-wedlock from the information available in the probation folders. Queens and Richmond had the lowest percentage of out-of-wedlock children and Kings, the highest. Significantly more Black children in the sample were born out-of-wedlock proportionately than were White and Puerto Rican children.

New York county, which had a fairly low percentage of out-of-wedlock children, rated high in such categories as delinquencies, previous neglect petitions and public assistance recipients. Thus, the evidence does not warrant the assumption that being born out of wedlock is a causal factor influencing the incidence of delinquent behavior, neglect or the need for public assistance.

Psychiatric Diagnosis and Care

Particular attention was given by the survey staff to the psychiatric and psychological reports available in the probation folders. The importance of this can be measured by a single statistic: ten percent of the children in the sample had a history of psychiatric hospitalization as compared to the national estimate that 1% to 2% of teenaged children are mentally ill.

Chart #11 Children with a History of Psychiatric Hospitalization by County

By County		Psychiatric Hospitalization by Ethnic Origin and Sex					
Kings	13 (7%)	Male	Black 9 (31%)	Puerto Rican 6 (21%)	White 12 (41%)	Inter./Other 2 (7%)	Total 29 (10%)
Bronx	9 (11%)	Female	7 (54%)	3 (23%)	2 (15%)	1 (7%)	13 (10%)
New York	4 (7%)	Total	16 (6.5%)	9 (9%)	14 (18%)	3 (30%)	42 (10%)
Queens	13 (15%)						
Richmond	3 (25%)						
Total	42 (10%)						

Note: Male and Female: percentage of all males and all females hospitalized. Total: percentage of children within given ethnic group and within total sample who were hospitalized. Two children were in both a municipal psychiatric hospital and a state psychiatric hospital.

Forty children, representing 10% of the sample, had a history of psychiatric hospitalization. Of the total sample, 6.5% of the Black children, 9% of the Puerto Rican, and 18% of the White children had been hospitalized. One out of every 15 Blacks, one out of every 11 Puerto Ricans and one out of every 6 Whites were hospitalized.

There is little difference between the percentages of males and females in the total sample who were hospitalized. However, within each ethnic group, there were substantial differences. Black females were hospitalized considerably more often than Black males, and White males were hospitalized almost three times as often as White females.

Some questions arise as to why White children are so often hospitalized. There are several possible explanations for this. White children are less likely to come to Court than minority group children and when they do their problems are correspondingly more severe. Judges, probation officers, and Clinic personnel may feel that these children need more intensive diagnostic workups.

In addition, White children may be considered by psychiatrists as more interesting to work with and thus are more often admitted to hospitals. Probably some elements of both combine to explain the high percentage of White children hospitalized, as well as other factors not considered by the survey staff.

Chart #12 Out-patient Treatment by County

By County		Out-patient Treatment by Ethnic Origin & Sex					
Kings	38 (20%)	Male	Black 25 (50%)	Puerto Rican 10 (19%)	White 15 (30%)	Inter./Other 1 (1%)	Total 51 (17%)
Bronx	7 (8.6%)	Female	17 (81%)	2 (9.5%)	2 (9.5%)	-	21 (15%)
New York	11 (19%)	Total	42 (58%)	12 (17%)	17 (24%)	1 (1%)	72 (17%)
Queens	13 (15%)						
Richmond	3 (25%)						
Total	72 (17%)						

Note: Percentages within Sex.

Note: Percentages within County.

Seventeen percent of the children had been seen in out-
 31 patient treatment. With the exception of the Bronx, all counties were reasonably close to this percentage. Black females were more likely to have been seen in out-patient treatment than Black males. The converse is true for White children. These figures tend to tie in with the findings on which groups of children were hospitalized most often.

It seems probable that at least some of the children who were hospitalized were also those who had been unsuccessfully involved in out-patient treatment. Considering the wide range of problems that the children present and the relatively small percentage who have been seen for counselling, it is obvious that there are insufficient community resources and that those services that are available are not being utilized for Court related children.

Chart 13 reflects diagnoses, recommendations and source, by county, for the 195 children for whom a psychiatric report was available.

Chart #13 Psychiatric Diagnosis by County

Diagnosis	Kings	Bronx	New York	Queens	Richmond	Total
Passive-Aggressive Personality	24	7	12	16	-	59
Adjustment Reaction Adolescence/Childhood	10	6	9	13	5	43
Anti-social Personality	5	-	2	4	3	14
Schizophrenia	7	1	-	1	-	9
Unsocialized Aggressive Reaction	20	2	5	4	1	32
Inadequate Personality	6	1	4	2	-	13
Drug Dependency	2	-	-	-	-	2
Mental Retardation	4	2	-	1	-	7
Runaway Reaction	4	-	-	-	-	4
Depressive Reaction	8	-	1	3	1	13
Immature Personality	1	-	-	3	-	4
Character Disorder	-	-	1	1	-	2
Acting Out	17	1	3	3	-	24
Schizoid	5	2	5	4	1	17
Personality Disorder	15	1	4	9	-	29
Other/Unknown	6	2	2	4	2	16

Note: Figures represent number of children for whom a given diagnosis was made.

The most frequent diagnoses were passive-aggressive personality, adjustment reaction of childhood/adolescence, unsocialized aggressive reaction, and personality disorder. The first two diagnoses are generally considered by the Court as indicative of less serious problems. While 102 children received those diagnoses, a significant number of the 195 children that were diagnosed (61) received the much more serious diagnoses of unsocialized aggressive reaction and personality disorder.

Since differences are seen in type of family background by county, differences in diagnoses by county might be expected. While to some extent this is true the differences do not seem to be correlated with other factors. For example, New York, which had the highest percentage of delinquents and a substantial number of assaults, did not have the highest proportion of children diagnosed as unsocialized-aggressive reaction or personality disorder.

Chart 13A Source of Psychiatric Report/Number of Children seen by County

By County	Hospital	Court Clinic	Euphrasian Residence/ Geller House	Other/ Unknown	Number Seen
Kings	10 (11%)	56 (62%)	16 (17%)	9 (10%)	91 (48%)
Bronx	3 (17%)	11 (61%)	3 (17%)	1 (5%)	18 (22%)
New York	1 (3%)	25 (78%)	3 (9%)	3 (9%)	32 (54%)
Queens	15 (33%)	21 (47%)	7 (16%)	2 (4%)	45 (51%)
Richmond	3 (33%)	3 (33%)	2 (22%)	1 (11%)	9 (75%)
Total	32 (16%)	116 (60%)	31 (16%)	16 (8%)	195 (45%)

Note: Figures in parentheses represent percentages within a county.

City-wide, 45% of the children had been seen for a diagnostic workup. However, the percentage of children who had been seen varied from 22% in the Bronx to 75% in Richmond. The other three counties averaged about 50% each. Approximately 60% of the 195 children who had been diagnosed, were seen at the Court's Mental Health Clinic. Of the total who were evaluated in New York, it was 78%; in Queens, 47%; and in Richmond, only 33%. Queens and Richmond had one-third of their children diagnosed by hospitals, while the other three counties had from 3% to 17% of their children diagnosed by hospitals. Queens and Richmond were the two counties in the sample with the highest percentage of White children and it has been shown by earlier findings that White children were hospitalized most often.

The Court clinics provided full psychiatric diagnoses and psychological evaluations of the children as well as emergency consultations. It is interesting to note that the Court Clinic was utilized for 116 children or 27% of the total sample. Advice was available from other sources for an additional 79 children. Under a new program (Rapid Intervention Project) mental health teams are stationed in each Court to perform emergency evaluations when necessary. Written reports are not made available to probation so it is not known how many children in the sample were evaluated by this program. It was not possible to determine whether the failure to secure full evaluations for the remainder of the children stemmed from the judges' belief that the advice was not needed or that it would be of little practical assistance in the final analysis.

Sixteen percent of the children had been evaluated at
 33
 Euphrasian Residence or Geller House, but in New York, less than
 10% of the children were remanded for diagnosis to one of these two
 places. It is possible that this is because New York County did
 not remand as many children as the other counties.

Chart #13C Psychiatric Recommendations by County

	Kings	Bronx	New York	Queens	Richmond	Total
Home	26(29%)	5(28%)	8(25%)	13(29%)	5(55%)	57(29%)
Residential Treatment Center	29(32%)	6(33%)	9(28%)	18(40%)	1(11%)	63(32%)
Structured Setting	31(34%)	5(28%)	13(41%)	6(13%)	3(33%)	58(30%)
Normal Placement	2(2%)	-	2(6%)	1(2%)	-	5(2.5%)
New York State Training School	1(1%)	1(5%)	-	3(7%)	-	5(2.5%)
Hospital	1(1%)	1(5%)	-	-	-	2(1%)
Other/Unknown	1(1%)	-	-	4(9%)	-	5(2.5%)

Note: Figures in parentheses represent percentages within the county.

Placement was recommended for 65%-70% of the children seen by psychiatrists. This was consistent in all counties except Richmond where placement was recommended for only 44% of the children. These figures should be considered in light of the fact that most children referred for an evaluation are children for whom placement is already being considered. Nonetheless, placement was recommended for many more children than were actually placed. If we look at the figures on recommendations for residential treatment centers and

structured settings with treatment (other than the New York State Training Schools) and then examine the figures in Section II, Chart #15B, Page 44, on the number of children placed in voluntary agencies (which is the type of placement to which these recommendations refer) we see the enormous gap between the need and meeting the need.

Prior Petitions

The Family Court serves as a revolving door for many children as they come to Court alleged to be neglected by their parents or other adults, or to be in need of supervision, or to be delinquent. Forty-nine percent, or 210 children, had been the subject of earlier petitions.

Fifty-one percent of the children had no prior petitions. The remainder of the children had been before the Court one or more times. In Richmond, only 33% and in New York only 37% of the children had no prior petitions. Thus, approximately two-thirds of the children in Richmond and New York were before the Court for at least the second time. Girls were much less likely to have prior petitions than were boys. Fifty-seven percent of the boys had been previously known to Court compared with only 31% of the girls.

Chart #14 Prior Petitions by County						
Petitions	Kings	Bronx	New York	Queens	Richmond	Total
None	103(54%)	45(55%)	22(37%)	47(53%)	4(33%)	221(51%)
<u>Neglect</u>	7(21%)	5(15%)	14(42%)	5(15%)	2(6%)	33
Adjusted	-	1	1	-	-	2
Dismissed	-	1	4	1	-	6
Probation	1	2	3	-	1	7
Other/Unknown	6	1	4	3	1	15
Voluntary Agency	-	-	2	1	-	3
<u>PINS</u>	36(43%)	12(14%)	14(17%)	20(24%)	2(2%)	84
Adjusted	16	4	2	5	1	28
Dismissed	5	3	6	10	1	25
Probation	8	2	1	4	-	15
Other/Unknown	2	3	-	1	-	6
Commissioner of Social Services	1	-	-	-	-	1
New York State Training School	1	-	1	-	-	2
Voluntary Agency	3	-	4	-	-	7
<u>Delinquency</u>	59(44%)	24(18%)	20(15%)	26(19%)	5(4%)	134
Adjusted	25	6	5	5	2	43
Dismissed	27	13	11	12	3	66
Probation	3	2	3	5	-	13
Other/Unknown	1	2	1	2	-	6
New York State Training School	2	-	-	1	-	3
Voluntary Agency	1	1	-	1	-	3

Note: Figures in parentheses indicate percentages by county. Some children had more than one prior petition, therefore the total number of prior petitions, therefore the total number of prior petitions plus the total number of children who had no prior petitions totals more than the 431 children in the sample.
(See Appendix VI for figures by ethnic origin.)

Of the 251 prior petitions, 33 were neglect petitions, 84 were PINS and 134 were delinquencies. The dispositions of all these charges were as follows: adjusted at intake, 29%; dismissed, 39%; probation ordered, 14%; placement (Commissioner of Social Services, voluntary agencies and New York State Training Schools), 7%; and other/unknown dispositions, 11%. The survey staff was unable to learn what the dispositions had been for almost half the previous neglect cases, perhaps because of the number still pending.

New York County which provided only 14% of the total sample had 42% of the previous neglect cases. By contrast, Kings County, which represented 44% of the total sample, had only 21% of the previous neglects. One must question whether this is closely related to a higher incidence of family problems in New York County or more active agency work in the neglect field.

A total of 19 children had been placed outside their homes on previous petitions; 3, as neglected children; 10, as PINS children; 6, as delinquents. Thus, children in the sample had been placed on neglect petitions 9% of the time; on PINS, 12% of the time; and on delinquency petitions, 4.5% of the time. Of the children who were placed on earlier petitions, 8(42%) were from Kings; 1(5%) from the Bronx; 7(37%) were from New York; and 3(16%) were from Queens. Since New York County represents only 14% of our total sample, but here accounts for 37% of the children placed, it indicates that

New York County placed more children proportionately while the Bronx and Queens placed fewer children. Although New York had almost half the previous neglect cases, and placed two out of three of the neglected children who had been placed, they were also over represented in the placement of PINS children.

Fewer Black children had been before the Court earlier on a neglect petition than Puerto Rican and White children and more Black children in the sample had earlier PINS or delinquency petitions. In terms of previous petitions, Black children showed both higher dismissal and higher placement rates. Of 19 children placed on previous petitions, 15 (79%) were Black; 3 (16%), were Puerto Rican; and 1 (5%) was White. Sixteen or 84% of the 19 children placed were males and of these 12 were Black males.

Approximately the same percentage of PINS and delinquents had prior neglect petitions (7% for delinquents and 8.3% for PINS).

Delinquents were more likely to have prior PINS petitions than were PINS children and were also three times as likely to have had a prior delinquency charge.

As noted earlier, the majority of the previous dispositions were adjustments and dismissals. Thus, the majority of the children in the sample who were earlier before the Court received limited, if any, service. Twenty-nine percent of the children who came before the Court as repeaters had had earlier charges adjusted at intake, and 14% of the children had been on probation.

Section II

DISPOSITIONS FOR CHILDREN FOUND TO BE DELINQUENT OR IN NEED OF SUPERVISION

Judges of the Family Court are commanded by statute to order appropriate dispositions for children whom they have found to be delinquent or in need of supervision. When any disposition, other than dismissal or suspended judgement is contemplated, the Court must look to outside agencies - both public and private - to provide the resources.

It is important then, to examine the dispositions ordered for the 431 children in the survey sample: to what extent are the dispositions affected by residence, age, religion, type of petition, ethnic background, family and social history, IQ, psychiatric evaluation and other factors? To what extent do these factors legitimately affect dispositions?

As noted earlier in this report, the Court has a number of alternative dispositions that it may order for children found to be delinquent or in need of supervision. For the bulk of the children in the sample, the dispositions were dismissal, probation or placement with public or private agencies. Although other dispositions

are noted in the discussion that follows (placement with a relative or participation in a drug program) the figures in most instances were too small to be significant.

Probation services, both investigatory and supervisory, are provided by the Office of Probation. The Director of the Office of Probation is appointed by higher court judges and works cooperatively with, but is not responsible to, the Administrative Judge of the Family Court.

When a child is placed on probation, he is assigned to a probation officer who explains the rules of probation to the child and sets up a reporting schedule for him. Failure to comply with the rules of probation can result in the filing of a petition alleging violation of probation and further action by the Court, such as placement. While a child is on probation he generally resides at home.

Placement facilities are provided by the State Division for Youth, a network of voluntary agencies and the City Department of Social Services. The placements, as a rule, are for up to 18 months although the child may be returned home by the agency with which he was placed before the end of that period.

Placement in a voluntary agency is the primary choice of judges, probation officers and law guardians for children needing placement. The voluntary agencies are believed to provide a wide variety of educational and therapeutic services for the children they agree to

accept after careful screening, which usually includes a personal interview with the child and his parents. There are only a few residential treatment centers, funded so as to provide indepth psychiatric treatment. Other facilities are considered treatment oriented and/or as offering a therapeutic milieu.

Probation Recommendations

Once a finding has been made, a judge will, as a rule, order a probation investigation of the child's background, requesting a recommendation as to disposition based on the investigation, psychiatric and psychological reports and other relevant information. For many of the children in the sample, there were several recommendations: an initial recommendation followed by others when the optimum services could not be secured. The variance between initial recommendation, final recommendation and ultimate disposition are significant.

Charts 15, 15A and 15B delineate the probation officers' initial and final recommendations and the actual dispositions for the 431 children in the sample.

Initial Recommendation	Kings	Bronx	New York	Queens	Richmond	Total
Probation	59.6%	35.8%	49.1%	50%	58.3%	51.7%
Voluntary Agency	27.7%	32%	30.5%	28.4%	25%	29%
Commissioner of Social Services	2.6%	-	-	1.1%	-	1.3%
New York State Training School	3.6%	8.6%	10.1%	9%	-	6.4%
Relative	.5%	3.7%	-	1.1%	-	1.1%
Drug Program	.5%	2.4%	5.0%	-	-	1.3%
Dismissal	4.1%	17.2%	3.3%	10.2%	-	7.6%
Other/Unknown	1.0%	-	1.6%	-	16.6%	1.1%

Final Recommendation	Kings	Bronx	New York	Queens	Richmond	Total
Probation	64.3%	40.7%	50.8%	47.7%	50%	54.2%
Voluntary Agency	23%	13.5%	16.9%	17%	8.3%	18.7%
Commissioner of Social Services	3.1%	1.2%	-	2.2%	-	2.0%
New York State Training School	5.7%	9.8%	15.2%	13.6%	-	9.2%
Relative	-	6.1%	-	2.2%	-	1.6%
Drug Program	-	1.2%	5%	-	-	1%
Dismissal	3.1%	27.1%	10.1%	14.7%	25%	11.6%
Other/Unknown	.5%	-	1.6%	2.2%	16.6%	1.3%

Note: Percentage of children within a county for whom a given recommendation was made.

Disposition	Kings	Bronx	New York	Queens	Richmond	Total
Probation	64%	42%	44%	49%	50%	53.5%
Voluntary Agency	19.3%	5%	15%	18.1%	8.3%	15.5%
Commissioner of Social Services	3.6%	1.6%	-	2.2%	-	2.3%
New York State Training School	6.2%	7.4%	12%	10.2%	-	8%
Relative	-	3.6%	1.6%	1.1%	-	1.1%
Drug Program	1%	2.4%	1.6%	-	-	1.1%
Dismissal	5.7%	38%	25.4%	17%	41.6%	18%
Other/Unknown	-	-	-	2.2%	-	.4%

Note: Percentage of children within a county for whom a given disposition was made.

Total Placements	Kings	Bronx	New York	Queens	Richmond	Total
	29.1%	14%	27%	30.5%	8.3%	25.8%

In all counties, Probation was the most frequent recommendation, (both initial and final) by the probation officer and was also the most frequent disposition. Initially, placement in a voluntary agency was the second most frequent recommendation, approximately 30% of the time. It appeared that, at times, probation was recommended because it was known from experience that voluntary agency placement would not be available. It is interesting to note that the Bronx which recommends placement in a voluntary agency the most often

(32% of the time) places the fewest children in voluntary agencies.

In our total sample, 53.5% of the children were placed on probation. However, these percentages varied significantly by county from a low of 42% in the Bronx to a high of 64% in Kings. Queens and Richmond both placed approximately 50% of the children on probation, while New York ordered this disposition for only 44%. Considering the 22% more children placed on probation in Kings than in the Bronx, one must question whether the Bronx placed too few children on probation or Kings placed too many children on probation. It is apparent that there is little uniformity between the counties in dealing with Court children.

Overall 25.8% of the children were placed, 2.3% with the Commissioner of Social Services, 8% in the New York State Training Schools and almost double that number (15.5%) with voluntary agencies. Again, there were considerable differences by county. Queens and Kings placed the most children overall (30.5% and 29%) and also placed the most children in voluntary agencies (18% and 19%). New York placed 27% of its children, 15% in voluntary agencies. Richmond placed only one child (in a voluntary agency) or 8.3%. The Bronx placed only 14% of its children and only 5% of them in voluntary agencies. New York placed the most children in the training schools (12%) and Kings placed the least (6.2%) outside of Richmond which placed none.

Considering that New York county had the highest percentage of delinquents in the survey, it is understandable that one also finds the highest incidence of placements in the training schools. It was closely followed by Queens which had the next highest percentage of delinquents.

One hundred and forty-two children were referred for voluntary agency placement and less than half were accepted (67). Obviously then the recommendations for voluntary agency placements were not followed because the voluntary agencies would not, or could not, accept over half the children referred to them.

To some degree, the differences by county in the number of children placed is obviously related to the extent that efforts are made to secure private placement. For example: the vast majority of the agencies require a psychiatric report before they will consider a referral. Although Bronx county probation officers recommended that 32% of the children be placed in voluntary agencies, only 22% of the children had been seen for a psychiatric evaluation. Thus, it must be questioned how diligently the Bronx Court sought voluntary agency placement.

Richmond and the Bronx dismissed more cases than the other counties, 41.6% and 38% respectively. New York came next with 25% of its cases dismissed, compared to 17% in Queens and only 5.7% in Kings. Again these figures do not seem to be correlated with the earlier findings as to where the children with the most serious

problems live.

There are, of course, a number of reasons that a probation officer's initial recommendation in a particular case may not be followed. The law guardian may be opposed to the plan and may argue his point strongly. The investigating probation officer who has made the recommendation is rarely present in the courtroom. A court liaison officer represents the probation officer in the courtroom. Because of the volume of cases handled by the court liaison officers, they may not be as familiar with a given child as is the law guardian and hence are unable to argue for the probation recommendation as effectively as might be wished. Additionally, when the recommendation is for probation - for example - the Court may find, at the time of disposition, that the child's conduct has improved and he does not require Court supervision.

To some extent the high rate of dismissals in Richmond, the Bronx and New York may reflect the judges' inability to place a child in appropriate programs, their unwillingness to place children at all or a belief that the child is not amenable to Court supervision.

However, if the assumption is accepted that probation and voluntary agency placement offer the most ongoing and substantial services to children and dismissals offer the least - than it becomes clear that Kings offered the most services to the children and the Bronx offered the least.

It appears that judges and court staff in different counties may have different philosophies as to the handling of children at disposition. It is clear that in all counties, the recommendations of the probation officers were not followed by the Court, particularly in regard to voluntary agency placement. Only half the children for whom placement was recommended actually were placed in voluntary agencies. This seems to be due primarily to the unavailability of voluntary placement for many children.

In view of the types and severity of family and personal problems, it is clear that the majority of the children in the sample will need substantial help if they are to avoid troubled lives. It would follow then that those children needing the most service, - that is, those with the most serious problems - should receive the best services available. However, when IQ, age, psychiatric history, type of petition, and the like are correlated it is clear that this does not happen.

Ethnic Origin: Effect on Disposition

A comparison of the dispositions that the Court was able to order for the Black, Puerto Rican and White children in the sample reveals shocking disparities. For example:

- . Thirteen percent of the Black children in the sample and 10% of the Puerto Rican children were placed in public facilities in contrast to 3% of the White children.

Eighty-eight percent of the White children who were placed went to voluntary agencies but only 53% of the Black children and 55% of the Puerto Rican children who were placed were accepted by these agencies.

Chart #16 Disposition by Ethnic Origin

Disposition	Black	Puerto Rican	White	Interracial /Other	Total
Probation	133(54%)	51(52%)	43(55%)	4(40%)	231(54%)
Relative	4(2%)	-	1(1%)	-	5(1%)
Drug Program	3(1%)	1(1%)	-	1(10%)	5(1%)
Dismissal	37(15%)	22(22%)	17(22%)	1(10%)	77(18%)
Other/Unknown	-	2(2%)	-	-	2(.5%)
Commissioner of Social Services	7(3%)	2(2%)	1(1%)	-	10(2%)
New York State Training School	25(10%)	8(8%)	1(1%)	-	34(8%)
Voluntary Agency	36(15%)	12(12%)	15(19%)	4(40%)	67(15.%)
Total	245(57%)	98(23%)	78(18%)	10(2%)	431(100%)

Note: Percentages reflect children within a given race who had a given disposition. (See also Appendix VII)

Chart #16 shows the relationship between ethnic origin and dispositions. Probation was the most common disposition for children in the sample for all ethnic groups except Interracial/Other children who were placed in voluntary agencies at the same rate. The

cases of White and Puerto Rican children were dismissed 22% of the time while the cases of Black children were dismissed only 15% of the time. The lower rate of dismissal for Black children in these cases contrasts with the higher percentage of dismissals of Black children on prior petitions. Twenty-eight percent of the Black children were placed compared with 22% of the Puerto Rican children and 21% of the White children.

The figures cited above on the placement of Black, Puerto Rican and White children clearly show that minority group children are not accepted by the voluntary agencies on an equal basis with White children. When the figures are broken down by sex it can be seen that more males are placed than females.

As will be shown later, there was little variation between the percentages of males and females placed as PINS children. There was, however, significant differences between the placement of male and female delinquents.

In general, White males in the sample were placed in a voluntary agency at a higher rate than minority group males. The figures for the females of all ethnic backgrounds were approximately the same. However, the type of petition on which a child was placed had a strong effect on placement. Blacks, found to be delinquent, were placed in voluntary agencies more often than Whites. The reverse was true for children found to be in need of supervision.

Twenty-five out of the 34 children placed in the training schools were Black, eight were Puerto Rican and one was White (only two girls were placed in the training school system). Thus, one out of every ten Blacks in the sample was placed in a training school, compared with only one out of every 78 White children. For Black males in the sample, approximately one out of every seven was placed at the New York State Training Schools. It should also be noted that these figures reflect the placements ordered city-wide. There was considerable variation within the counties.

Perhaps the following case history is reflective of what can and does happen to a Black child in the Court system.

Allen, age 15, was one of eight children, six of whom have been before the Court earlier or had been patients in a psychiatric hospital. A total of seven neglect petitions have been filed against his parents. It was only after the father, said to be a paranoid personality bordering at times on the psychotic, stabbed one of his daughters, that all of the children were removed from the home. At that time, Allen was 15 and had already been placed in a training school. The mother, a chronic schizophrenic, had always been overwhelmed by the needs of her large family.

At age seven Allen had been placed on home instruction by the Bureau of Child Guidance. At age eight, his mother brought him to Court on a PINS petition. He was found to have an IQ of 108 and placement was recommended. At the time of his last placement in the training school, Allen had been arrested six times for robbery, once on a rape charge, and again two months later for a stabbing. His first arrest came when he was nine years old. He had been placed in the New York State Training School three times on these petitions and had actually spent over four years in the training schools.

The history of Allen and his family is extensive. Few if any attempts seem to have been made to provide psychiatric help or even counselling. The only voluntary agency to which Allen was referred, rejected him as being psychotic and in need of hospitalization. Recently the training school reported that Allen, who reads at a third grade level, was not intelligent enough to benefit from a school program.

At this writing, Allen is 16. His next offense will see him treated as an adult offender. With Allen's history it seems certain there will be a next offense because the juvenile justice system has failed him all along the way. No one knows whether placement in a voluntary agency would have made a difference to Allen. Clearly, however, this child needed far more help than he ever received if he was to avoid becoming what he now seems to have become -- a dangerous, violence prone youth.

Age: Effect on Disposition

It has been shown earlier that the vast majority of children who are alleged or found to be delinquents or in need of supervision are between their 12th and 16th birthdays. As will be shown below, the age at which a child enters the system can have a significant effect on his fate.

Chart #17 Disposition by Age

Disposition	7-9	10	11	12	13	14	15	16	Total
Probation	2 (50%)	2 (40%)	7 (50%)	18 (62%)	57 (63%)	74 (53%)	71 (49%)	-	231 (54%)
Relative	-	-	-	-	1 (1%)	1 (1%)	3 (2%)	-	5 (1%)
Drug Program	-	-	-	-	2 (2%)	2 (2%)	1 (1%)	-	5 (1%)
Dismissal	2 (50%)	-	2 (14%)	2 (7%)	13 (14%)	22 (16%)	33 (23%)	2 (40%)	76 (18%)
Other/Unknown	-	-	-	-	-	1 (1%)	1 (1%)	-	2 (.5%)
Commissioner of Social Services	-	-	-	2 (7%)	2 (2%)	4 (3%)	2 (1%)	-	10 (2%)
New York State Training School	-	-	1 (7%)	2 (7%)	4 (4%)	13 (9%)	14 (9%)	-	34 (8%)
Voluntary Agency	-	3 (60%)	4 (29%)	5 (17%)	12 (13%)	21 (15%)	19 (13%)	3 (60%)	67 (15.5%)
Total	4 (1%)	5 (1%)	14 (3%)	29 (7%)	91 (21%)	138 (32%)	144 (34%)	5 (1%)	430 (100%)

Note: One child of unknown age. Figures in parentheses represent percentage within a given age.

It can be seen from this chart that the younger children were placed on probation more frequently than the 14 and 15 year olds. From age 12 on dismissals rise so that 23% of the 15 year olds had their cases dismissed as did 40% of the 16 year olds. The figures on training school placements are skewed by the three 11 and 12 year old children placed in the training schools. However, more

than three times as many 14 and 15 year olds were placed than 13 year olds.

A total of 67 children were placed in voluntary agencies: sixty percent of the 10 year olds, 29% of the 11 year olds, 15% of the 14 year olds and 13% of the 15 year olds. Thus, clearly the younger children were placed in voluntary agencies more often. Most of the voluntary agencies have established a low age as a part of their intake criteria.

John P., age 11, was referred to a voluntary agency for placement. Following a pre-placement interview, he was accepted. There was no immediate opening so his name was put on a waiting list. For over six months John waited for a bed.

Finally a letter arrived from the agency. Through an administrative error, John's name had been left off the waiting list inadvertently. They could no longer accept John, now age 12, because they did not admit boys past their 12th birthday.

It is apparent from the figures that the younger children received more "services" from the Court - that is placement or probation. The large number of 14 and 15 year olds whose cases were dismissed probably reflects both an absence of appropriate placement facilities and judicial skepticism of the value of probation for acting-out adolescents.

IQ: Effect on Disposition

The IQ test scores were known for 168 of the children in the sample. The results of these tests are frequently a determining factor in the dispositions that a judge is able to order.

Disposition	50-69	70-74	75-79	80-89	90-99	100+	Total
Probation	8 (57%)	13 (76%)	7 (41%)	22 (42%)	12 (30%)	8 (30%)	70 (42%)
Relative	-	-	-	1 (2%)	-	1 (4%)	2 (1%)
Drug Program	-	-	-	-	2 (5%)	1 (4%)	3 (2%)
Dismissal	2 (14%)	1 (6%)	-	5 (9%)	6 (15%)	6 (22%)	20 (12%)
Commissioner of Social Services	-	-	4 (23%)	2 (4%)	-	-	6 (3%)
New York State Training School	1 (7%)	2 (12%)	3 (18%)	7 (13%)	4 (10%)	2 (7%)	19 (11%)
Voluntary Agency	3 (21%)	1 (6%)	3 (18%)	16 (30%)	16 (40%)	9 (33%)	48 (29%)
Total	14 (8%)	17 (10%)	17 (10%)	53 (32%)	40 (24%)	27 (16%)	168 (100%)

Note: Figures in parentheses indicate percentage of children within an IQ range who had a given disposition. (See Appendix VIII for figures on IQ by race.) Two children had IQ's between 50 and 59. Both were placed on probation.

Chart #18 shows the correlations between IQs and dispositions. As might be anticipated, IQ plays a significant role in dispositions. As we have noted previously, most voluntary agencies require a minimum IQ for placement. Of the children placed in voluntary agencies for whom the IQ was known, only seven, or 15% had IQ's under 80, while 25, or 52%, had IQ's of 90 or over. Children with lower IQ's were more often placed on probation. Children with IQ's between 70 and 90 were placed in the training schools more often than children with higher IQs. Children with higher IQ's had their cases dismissed more often than children with lower ones.

To this information must be added the fact that intake at the State Schools for the Mentally Retarded has been closed and that the State Training Schools are not required to accept children with an IQ below 70. For some children, therefore, the Court has no resources, no matter how great their need or how serious their anti-social acts might be. The failure to provide services for these children is shocking.

Questions must be raised here as to the types of tests used to measure the abilities of children before the Court. The statistics revealed that the minority group children had an average IQ of 80-89, while White children had an average IQ of 90-99. The tests used by the Court's Mental Health Services, where the majority of the children were tested, were standardized on White children. A number of studies have shown that minority group children, particularly those

from the urban areas, do not perform well on these tests.

One child, sadly neglected by society, illustrates the problem:

Carmen, age 14, was brought to Court for running away from home, truancy and a suicide attempt. Her problems started shortly after she learned that she was an adopted child.

Carmen was sent to Juvenile Center and stayed there for six months. She was seen for psychological testing twice and found to be mildly retarded (FSIQ 61). No placement could be found for Carmen. She was returned home and ran away the next day.

More than a year had elapsed since Carmen first came before the Court. The final disposition was placement with the Commissioner of Social Services. Although nobody felt that a temporary shelter would meet her needs, there was nothing else available.

Type of Petition: Effect on Disposition

Whether a child has been found to be delinquent or a person in need of supervision has a major effect on the disposition the Court can or will order for him. Some of the voluntary agencies have charters that authorize them to accept both categories of child, but in practice, few of them accept delinquents. Beyond this, during the period of the survey, judges were becoming more and more reluctant to place PINS children in the training schools. Repeated exposés have revealed the lack of treatment services in the schools. In addition, there had been a number of reversals of

placements by the intermediate appellate courts. As noted earlier, the comingling of PINS and delinquents in training schools has now been termed unconstitutional by the Court of Appeals. The failure of the State or the City to develop public residential facilities, the selective policies of the voluntary agencies and higher court decisions are now contributing factors to the denial of appropriate residential care for PINS children.

Disposition	Black	Puerto Rican	White	Total
Probation	59 (55%)	29 (56%)	28 (53%)	116 (55%)
Relative	3 (3%)	-	1 (2%)	4 (2%)
Drug Program	-	1 (2%)	-	1 (.5%)
Dismissal	16 (15%)	8 (15%)	10 (19%)	34 (16%)
Other/Unknown	-	2 (4%)	-	2 (1%)
Commissioner of Social Services	7 (7%)	2 (4%)	-	9 (4%)
New York State Training School	3 (3%)	1 (2%)	-	4 (2%)
Voluntary Agency	18 (17%)	9 (17%)	14 (26%)	41 (19%)
Total	106 (50%)	52 (25%)	53 (25%)	211 (100%)

Note: Figures in parentheses represent percentages within ethnic origin. (See also Appendix IX.)

Chart #19A Delinquency Dispositions by Ethnic Origin				
<u>Disposition</u>	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Total</u>
Probation	74(53%)	22(48%)	15(60%)	111(53%)
Relative	1(1%)	-	-	1(.5%)
Drug Program	3(2%)	-	-	3(1%)
Dismissal	21(15%)	14(30%)	7(28%)	42(20%)
Other/Unknown	-	-	-	-
Commissioner of Social Services	-	-	1(4%)	1(.5%)
New York State Training School	22(16%)	7(15%)	1(4%)	30(14%)
Voluntary Agency	18(13%)	3(7%)	1(4%)	22(10%)
Total	139(66%)	46(22%)	25(12%)	210(100%)
Note: Figures in parentheses represent percentages within ethnic origin. (See also Appendix IX.)				

It is seen that delinquents had their cases dismissed more often than PINS and were placed on probation slightly less frequently than PINS children. However, White delinquents were placed on probation most often, 60% of the time. While White PINS children were placed in voluntary agencies far more often than minority group children, it can be seen that Blacks were placed in voluntary agencies more frequently on delinquency charges. Black children had their cases dismissed 15% of the time on both PINS and delinquency petitions. However, Puerto Rican and White delinquents had their cases dismissed far more often than Puerto Rican and White PINS.

Appendix VII shows that males in general were placed considerably more often than females. Since 35% of the males were PINS children and 65% were delinquents, this affects the placement findings.

Some consideration must be given to the effect that parental attitudes may have on the judicial decision process. Parents of delinquents are said to be more willing to take their children home than are those of PINS children. If this is correct (and there are no statistics to prove or disprove the statement), it perhaps stems from the fact that delinquent children have generally committed an offense against property or someone outside the family. The PINS children, on the other hand, are generally brought to Court by parent(s) who see themselves as unable to control their children and in need of assistance. Some seem all too ready to rid themselves of responsibility - others seem genuinely concerned about the child because of his acting-out behavior.

Psychiatric Recommendations: Effect on Disposition

Diagnoses and recommendations, submitted by the Court's clinic and other diagnostic services, were available for 195 children in the sample. Although such recommendations are only one factor in a judge's decision, they have a significant impact on the Court's willingness to make some orders of disposition and its ability to make others.

Chart #20 Psychiatric Recommendation by Disposition

Psychiatric Recommendation	Probation	Relative	Drug Program	Dis-missal	Com. of Soc. Ser.	Training School	Vol. Agency	Total	%
Remain Home	41	-	1	7	3	1	4	57	29%
Residential Treatment Center	21	2	1	8	2	7	22	63	32%
Structure with Treatment	16	1	-	8	2	12	18	57	29%
Normal Placement	-	-	-	2	-	1	2	5	3%
New York State Training School	-	-	-	-	-	3	3	6	3%
State Hospital	-	-	-	-	-	-	2	2	1%
Other/Unknown	3	-	-	1	-	-	1	5	3%
Total	81	3	2	26	7	24	52	195	100%
Percent	42%	1%	1%	13%	4%	12%	27%	100%	

Note : The figures (reading across the page) shows what happened to children for whom a given psychiatric recommendation was made. (See also Appendix X)

The psychiatrists recommended placement outside their homes for 68% of the children whom they saw. Slightly less than 30% of the children were seen as able to remain at home. For 3% of the children the recommendation was unknown. Of the 195 children seen, 42% were placed on probation, another 13% had their cases dismissed, and 43% were placed. Thus, 55% of the children remained at home, although it had been recommended for less than 30% of the children. There was a difference of 25% between the percentage of children for whom placement was recommended and the percentage of children actually placed. In addition, although training schools were recommended as the placement of choice for only six children, four times that many were so placed.

It is clear that the recommendations of the psychiatrists were followed only some of the time. One reason for this is, of course, directly related to the unavailability of residential treatment for many children who need it. However, it should be noted that of the six children for whom the New York State Training School was recommended, only three were actually placed there. The other three children went to voluntary agencies. In addition, hospitalization was recommended for two children, both of whom were placed in voluntary agencies.

When the recommendations are analysed according to ethnic origin and sex, it can be seen that the children for whom "remain at home" was most often recommended were White males. The children who were

least often diagnosed as able to remain at home were White females. It may be that psychiatrists are more protective in their views toward females and particularly White females, since there is no other known evidence for White females so often being in need of placement. In fact White males in the sample were hospitalized three times as often as White females and presumably needed placement the most often since a child who has been hospitalized is usually significantly more disturbed and in need of treatment than a child who has not been hospitalized.

All of the White children for whom the psychiatrists recommended that they remain at home did so. However, 14% of the Black children for whom the recommendation was that they remain at home were in fact placed (in voluntary agencies).

A structured setting (other than the New York State Training School) was recommended most often for Black males and White females. One would expect that males in general would need structure more often than females, if for no other reason than they are so frequently involved in serious delinquent acts. However, traditionally adolescent girls have been regarded as more difficult to handle in institutions than adolescent males.

Placement in a residential treatment center was the recommendation for 32% of the children seen by psychiatrists. It was recommended most often for White males and Puerto Rican females. Structured settings that were treatment oriented were recommended another 30% of the time so that voluntary agency placement was seen as

needed for at least 62% of the children seen by psychiatrists. However, only 27% of the children seen by a psychiatrist were placed in voluntary agencies.

Placement in foster homes or group homes was recommended for only five children. Perhaps these particular children were seen more as victims of their environment (i.e. neglected children) and this is why foster care was seen as appropriate for them. Survey data shows that at least 33 children had been before the Court on neglect petitions prior to the petition that was disposed of during the survey period. Undoubtedly many more had elements of serious neglect in their family backgrounds. We question whether the current behavior of the children was seen as too disturbed at this time to warrant consideration of foster home placement or whether it was lack of foster care in voluntary and/or public facilities.

Recommendations for placement in the training school were made for only six children. Despite this fact 24 children in the sample were placed in the New York State Training Schools. Seventeen were Black, six were Puerto Rican and one was White. Presumably placement was necessary for these children and they were not acceptable for whatever reasons to the voluntary agencies.

Voluntary agency placement was recommended by a psychiatrist for 120 children, yet only 52 or less than half actually obtained

such placement. The remainder of the children either stayed at home or went to the New York State Training Schools, neither of which was consistent with clinical recommendations.

It is interesting to note that when all categories other than "remain at home" and "other/unknown" are considered, it is shown that placement was recommended for 63% of the White children, 69% of the Black children and 74% of the Puerto Rican children. There is no evidence to explain why placement is more frequently recommended for Puerto Rican children than for either the Black or the White children.

The Puerto Rican children in this survey have been shown to have less serious family problems. This should mean then, that more Puerto Rican children could remain at home under parental and probation supervision. One must question whether the predominantly White and English speaking clinical and hospital personnel are able to adequately diagnose and make recommendations for Spanish speaking children.

History of Psychiatric Hospitalization: Effect on Disposition

The profound effect (generally negative) that psychiatric hospitalization can have on the services available for Court related children can be estimated by a review of the dispositions ordered for 40 children in the sample.

Chart #21 Children with Psychiatric History by Disposition and Ethnic Origin					
Disposition	Black	Puerto Rican	White	Interracial/Other	Total
Probation	6 (38%)	2 (25%)	6 (46%)	1 (33%)	15 (37.5%)
Relative	1 (6%)	-	-	-	1 (2.5%)
Drug Program	-	-	-	1 (33%)	1 (2.5%)
Dismissal	3 (19%)	2 (25%)	2 (15%)	-	7 (17.5%)
Commissioner of Social Services	1 (6%)	-	-	-	1 (2.5%)
New York State Training School	4 (25%)	3 (37.5%)	1 (8%)	-	8 (20%)
Voluntary Agency	1 (6%)	1 (12.5%)	4 (30%)	1 (33%)	7 (17.5%)
Total	16 (40%)	8 (20%)	13 (32.5%)	3 (7.5%)	40 (100%)

Note: Figures in parentheses represent percentages within a given ethnic group. One White and one Puerto Rican child had been hospitalized in both municipal and state psychiatric hospitals.

Of the 40 children who had a known history of psychiatric hospitalization, 40% were Black, 20% were Puerto Rican and 32.5% were White. Information contained elsewhere in this report shows that White children in the sample were hospitalized more than twice as often as the Black children. Children with a history of hospitalization were placed more often (40%) than the children in the total sample (25.8%). They were placed on probation less often but approximately the same percentage had their cases dismissed.

Placements in voluntary agencies that offer psychiatric treatment were only slightly higher than such placements for children who did not have a history of psychiatric hospitalization.

However, the children who have been hospitalized were placed in the training schools, where little, if any, psychiatric treatment is available, more than twice as often as children in the overall sample. In fact the only White child in the entire sample who was placed in a training school was a child with a history of psychiatric hospitalization. Among children with a history of such hospitalization, the training school was the disposition for 25% of the Black children and 37.5% of the Puerto Rican children.

In terms of placement, children who have been hospitalized fare badly and this is particularly true for minority group children. Although four of 13 White children who had been hospitalized were placed in voluntary agencies, only one of the 16 Black and one of the eight Puerto Rican children were placed in a voluntary agency. Thirteen out of 26 or 50% of the males with a history of hospitalization were placed compared with only two out of 11, or 18%, of the females who were placed.

Children who have been in a psychiatric hospital are probably more in need of placement than children who have not been hospitalized. It seems the Court recognizes this since 40% of the children who had been hospitalized were placed compared with only 25% of the total sample. It is unfortunate that so many of the children were placed in the training schools, presumably for lack of appropriate resources in the voluntary sector.

Reasons for Rejection

As has been noted previously, placement in a training school is deemed by judges, probation officers and law guardians alike, as the end of the line, the last resort. Therefore, if placement is seen as necessary, referrals will be made to the voluntary agencies.

1.	Too Acting Out-----	37	(18%)
2.	Too Disturbed-----	29	(14%)
3.	Needs more Structure-----	24	(12%)
4.	Unmotivated for Placement-----	20	(10%)
5.	I.Q. Level-----	19	(9%)
6.	No Vacancies-----	13	(6%)
7.	Age-----	10	(5%)
8.	Needs more Treatment-----	9	(4%)
9.	Unavailable/Uncooperative Family-----	9	(4%)
10.	Referral Withdrawn-----	6	(3%)
11.	Reading Level-----	5	(2%)
12.	Drug Use-----	2	(1%)
13.	Other/Unknown Reasons-----	24	(12%)

Note: Seventy-five children were referred for placement and rejected for a total of 207 reasons.

Chart #22 shows the children rejected for voluntary placement by reason given. A total of 67 children in this study were placed with voluntary agencies. Seventy-five children were referred for placement but rejected. Some children, among the 67, were accepted by the first agency to which they were referred so this chart covers only those children who were referred and not accepted by the first agency.

The predominant reasons given for rejection were that the child was too acting out and that the child was too disturbed. These reasons were followed by the "need for more structure", "child unmotivated" and I.Q. level. In the past, the lack of an intact family as well as low reading levels were frequently given as reasons for rejection. As the chart indicates, these reasons are much less frequently used.

Victor C., age 14, had never known what it means to be accepted and wanted. His mother, a long time heroin addict and prostitute, had never been able to care for him and voluntarily committed him, at age 9, to the Commissioner of Social Services.

Victor was first placed in an institution and then in a foster home. The foster parents complained of truancy, running away from home and thefts from a local store. A PINS petition was filed and Victor was sent to Juvenile Center while the Court attempted to find another voluntary agency placement for him.

Seen by the Court's Mental Health Services, Victor was diagnosed as

"unsocialized aggressive reaction". The recommendation was for a structured setting with treatment. Referred to voluntary agencies he was rejected as being "too acting out" and "too aggressive".

When he was finally sent to a training school, Victor was said to have made an excellent adjustment. Staff reports indicated that although Victor had a quick temper, his aggressiveness had been only in the verbal area and that, in the short time he had been in the training school, he had been able to modify his verbal aggression.

The voluntary agencies are attempting to be more flexible about the children they admit. In the past, all children were accepted for 18 months. Currently a number of voluntary agencies are accepting children for 30 and 90 day periods on a trial basis. These trial visits mean that the children, who are considered marginal candidates by the agencies, are being given a chance. However, also to be considered is the detrimental effect that these 30 or 90 day trial periods have. The child is left in limbo and must feel additional anxiety because of the uncertainty as to the outcome.

A reason for rejection that is often given is "unavailable/uncooperative family". Many of the children who come before the Family Court are there because they lack reasonably stable homes and parents who are interested in them and can provide them with special care when needed. Judges, probation officers and law

guardians often comment on parents of PINS children who see the Court as a "dumping ground" for an unwanted and troublesome child. If this child is then rejected because the agency feels his family will not cooperate, the child is essentially doubly penalized for circumstances over which he has little or no control. For example:

Susan S., age 13, was returned to the Family Court from an institution for neglected children, alleged to be rowdy, to talk back to her counselors, to fail to keep appointments with her social worker and to exhibit other mildly acting out behavior which the institution felt it could not tolerate.

Prior to this placement Susan had been in five different foster homes. The records show the child was transferred because of the foster parents' problems. Her mother had been in a state institution for many years and her father's whereabouts were unknown.

After spending almost a year in a temporary shelter, Susan was asked to come for a pre-placement interview at a voluntary agency. At the end of the interview, it was decided not to accept Susan.

Although the interviewers felt she was motivated for placement and was otherwise acceptable to them, they had a blanket policy of not accepting children

when they could not also work with the child's family. Thus, Susan who had never known the benefits of a stable home life, was returned to "temporary care" in a shelter.

To review: we have examined some of the factors which influence what happens to a child brought before the Family Court on PINS and delinquency petitions. Probation intake screens almost all PINS and delinquency charges before petitions are filed, eliminating those regarded as less serious from further Court processing. Cases sent to Court are further screened by an intake judge who determines if the Court does, in fact, have jurisdiction and, when appropriate, forwards the case to a trial part. A finding that a child is delinquent or a person in need of supervision must be made after allegations have been proved 'beyond a reasonable doubt'. An investigating probation officer then further screens the child and recommends a disposition to the Court. The high incidence of dismissals at this point raises questions of whether cases are being dismissed because the child does not need help or because the help he needs is not available. It seems probable that the lack of services is a major problem in most of the cases.

* * * * *

SUMMARY AND RECOMMENDATIONS

This report provides detailed information about children before the Family Court, alleged or found to be delinquent or in need of supervision. It delineates the environment from which they come, their relations with their families and schools, their age, sex and ethnic background, and their manifold personal problems.

The Policy Committee of the Office of Children's Services, in the preface, acknowledged the efforts that have been made to improve the situation and stated its conviction that the problems have not been sufficiently addressed.

We believe that the failure to move ahead, despite those efforts on the part of public and private agencies that provide services for children, are attributable to two major reasons:

(1) the lack of adequate and detailed information about the families and children involved and (2) the fragmented and compartmentalized delivery of service systems that allow each department and agency to say "let someone else provide for that child."

We believe this report provides a large part of the information that has been needed for so long; that no one can now plead ignorance of the scope of the problem. The report must be given the most careful and sustained study by all public and private agencies that provide services for children. These include, at least, the State's Division for Youth, Department of Mental Hygiene, Department

of Social Services, Division of Probation, Education Department, and their local counterparts. It must also be considered by the Governor's staff and the Judiciary, Mental Health and Social Services Committees of the New York State Legislature.

The following facts should, in particular, be given sustained consideration:

- Eighty-seven percent of the children in the survey were between the ages of 13 and 16 years. It should be noted that the voluntary agencies seldom admit children of this age to their residential programs and these are the years of great stress for children.
- Seventy-three percent of the children were known to be truants. In each county, one community school district was shown to have an exceptionally high rate of truants. Not surprisingly three of these are districts in which a majority of the students were Black and one of them has has a majority of Black and Puerto Rican students.

The families of children brought to Court have many and serious problems, as a rule. For example:

- Although 89% of the children in the survey were living in their own home, only 21% come from intact families, i.e., lived with a mother and father.
- Fifty-nine percent were receiving public assistance or supplemental assistance. Many were living at a poverty, although earned, income level.
- Over 31% of the survey children had siblings who had been before the Court as neglected, PINS or delinquent children.
- Forty-nine percent of the survey children had prior petitions: 33 neglect petitions, 84 PINS petitions and 134 delinquency petitions.

The Court was unable to follow the recommendations of psychiatrists, psychologists and probation officers in a considerable majority of the cases.

. Placement in a voluntary agency was recommended by probation officers for 30% of the 431 children. Such placement was secured for only 15% of the children.

. Placement in a voluntary agency was recommended by psychiatrists for 64% of the 195 children seen. It was secured for only 27% of the children seen.

Racial discrimination in the acceptance of children is denied by the voluntary agencies. However, the following facts must be considered:

. 13% of the Black and 10% of the Puerto Rican children in the sample were placed with public facilities

in contrast

2% of the White children were placed with public facilities.

. 88% of the White children who were placed went to voluntary agencies

in contrast

Only 53% of the Black and 55% of the Puerto Rican children who were placed found acceptance with the voluntary agencies.

. Only one White child was sent to a training school

in contrast

Twenty-five Black and eight Puerto Rican children were sent to training schools.

The Policy Committee of the Office of Children's Services believes that this report amply documents the failure of major government agencies to provide adequately for the troubled children who eventually come before the Family Court. It demonstrates

as well, that New York State can no longer rely on voluntary agencies to provide residential care for disturbed children.

We, therefore, submit two key recommendations:

I. An absolute top priority must be given to the development of services for children before the Family Court of the State of New York, with an understanding that the time for talking is past and the time for acting is here and now.

Services planned for "all the children in need" have given preference, heretofore, to non-court related children as opposed to those whose anti-social acts and behavior have evinced their great need. The statement that "all children should have equal access to care" has been belied by practices that have discriminated against the most seriously disturbed, deprived and disorganized children -- primarily the Black and Puerto Rican children, as this report shows.

The services that are required for court children range from a much stronger probation staff, supportive services in the community, special programs in the schools, half-way houses, to a wide variety of residential facilities.

II. The State Division for Youth must be given, by statute, the primary responsibility for planning and the development of services and most importantly - for contractual relations with other government agencies and with the voluntary agencies.

This responsibility should no longer be split between 57 counties, the City of New York, and a myriad of state, local government and private agencies. The State Division for Youth is the logical agency to plan and provide services for the children and youth of the state.

These recommendations are submitted by the Policy Committee of the Office of Children's Services to the Administrative Board of the Judicial Conference, the Governor, the Legislature, and the public, in the belief that, if they are accepted, New York can move toward the realization of justice for and treatment of its children.

* * * * *

FOOTNOTES

1. The Office of Children's Services is a special unit of the Administrative Board of the Judicial Conference, State of New York, established in June, 1972, to conduct basic research on the needs of children brought before the Family Court. During the first year the Office of Children's Services dealt only with Family Court in New York City. As of August 1, 1973 it was given some state-wide responsibilities.
2. (a) "Juvenile delinquent" means a person over seven and less than sixteen years of age who does any act which, if done by an adult, would constitute a crime.

(b) "Person in need of supervision" means a male less than sixteen years of age and a female less than eighteen years of age who does not attend school in accord with the provisions of part one of article sixty-five of the education law or who is incorrigible, ungovernable or habitually disobedient and beyond the lawful control of parent or other lawful authority. Family Court Act, Section 712 and see footnote 5 to this report.
3. Characteristics of the Population in New York City Health Areas, 1970, by Family Income, Department of Research and Program Planning Information, Community Council of Greater New York, 225 Park Avenue South, New York, New York, March 1973.
4. Other Latin children includes children with Spanish surnames who were not Puerto Rican.
5. When the PINS category was established, it included girls up to their 18th birthdays. In 1972, the Court of Appeals ruled that the age distinction between males and females was unconstitutional. In re Patricia A., 31 N.Y. 2d 83 (1972).
6. "Intake is the name applied to the preliminary procedure for Family Court cases designed to divert cases from the Court to other appropriate services." Directive on Family Court Intake, Office of Probation, September 3, 1968.

Intake Officers can "attempt to adjust suitable cases before a petition is filed over which the Court apparently would have jurisdiction." "Efforts at adjustment pursuant to the rules of Court under this section may not extend for a period of more than two months without leave of a judge of the Court who may extend the period for an additional sixty days." Complainants cannot be prohibited from bringing a case to Court. Family Court Act, Section 734.

7. Fact-finding hearing means a hearing to determine -for a delinquent- whether the respondent did the act or acts alleged in the petition; for a person in need of supervision - whether the respondent is an habitual truant, incorrigible, ungovernable or habitually disobedient and beyond the control of his parents, guardian or legal custodian. Family Court Act, Section 742.

If the judge feels that the allegations have been proved beyond a reasonable doubt, he makes a finding of fact which is similar to a criminal court finding an adult defendant is guilty.
8. Family Court Act, Section 729
9. In New York City, children who are to be detained in a secure facility are sent to Spofford Juvenile Center in the Bronx.
10. The New York State Family Court Act, Section 241, mandates the representation of alleged delinquents and persons in need of supervision (PINS) by counsel, unless waived. The majority of the children are represented by the Juvenile Rights Division, Legal Aid Society.
11. In re Winship, 397 U.S. 358 (1970).
12. During the course of a probation investigation, a probation officer interviews the child and his parents, obtains reports from his school and other social agencies which know the child and his family. After the information has been gathered, a report is submitted to the Court recommending what disposition should be made in order to most help the child and also protect the community.
13. Evaluations are generally ordered by the Court as an aid in determining the child's needs. These evaluations are a prerequisite if the child is to be referred for placement. Most evaluations are performed by the Court's Mental Health Services. If it is felt that a child is seriously disturbed and needs to be observed in a psychiatric hospital, the Court may remand the child to a municipal psychiatric hospital for observation.

14. When judgement is suspended, the Court retains jurisdiction over the case. If the child violates the terms or conditions of the suspended judgement, the Court may order any disposition that was possible originally. Family Court Act, Section 755.
15. A child who is placed on probation is expected to report to his probation officer regularly, attend school, come home on time and the like. Failure to comply with the rules of probation can lead to the filing of a violation of probation and the placement of the child. Family Court Act, Sections 753, 754, 757, 779.
16. Such extensions are authorized for girls up to age 20. However, in light of the Patricia A. decision, it is generally believed that the distinction between boys and girls will not be permitted to stand should it be litigated.
17. Commitments are made for up to three years. Although the Family Court Act makes these provisions for commitment to the Division for Youth, such provisions are not covered in the executive law governing the Division for Youth. Family Court Act, Section 758.
18. Family Court Act, Section 716.
19. In re Ellery C., 32 N.Y. 2d 588 (1973).
20. Of the cases missing, 8 were from Kings County; 7, from Bronx County; 4, from Queens; 13, from New York; and 2, from Richmond. New York County is the borough of Manhattan, Kings County is the borough of Brooklyn and Richmond is the borough of Staten Island.
21. We have reason to believe that many of the figures in the Bronx are considerably lower than they should be as the survey staff had difficulty in obtaining the necessary information from the material in the records.

On April 18, 1973, Judge Reginald S. Matthews of the Family Court wrote: "My experience seems to show that the degree of disintegration within the family in say the Bronx and the resultant effect upon the children who come before us is far more severe than in most other counties.....The alienated child in the Bronx is far wiser, more experienced and I might add more of a risk and/or danger than in other areas."
22. As there were only 10 children in the sample who were interracial or other Latin children, the categories have been combined.

23. The religious federations are Catholic Charities, Federation of Protestant Welfare Agencies and the Federation of Jewish Philanthropies. Their child care facilities are reimbursed by the city and state for 90 to 95% of their costs.
24. Richmond is all one school district (#31). See also Appendix I.
25. Middle Class Whites Still Leaving City, Edward C. Burks, New York Times, May 29, 1973, pages 1 & 22.

No district in the Bronx has a majority of Blacks. The districts are all a majority of Puerto Ricans or of Blacks and Puerto Ricans. District 29 is the only district in Queens with a majority of Blacks. See also Appendix I.

26. Children were considered to be drug users if their probation folders showed the child admitted to any type of drug use, if a medical report indicated drug use or if they had been found in possession of drugs or drug implements. The Court was not authorized to make a finding of addiction and order commitment to the State Narcotic Control Commission (now Drug Abuse Control Commission) until September 1, 1973. It is generally believed that the number of children using heroin has substantially decreased in the past year.
- ~~27.~~ 27. This report will be released in November, 1973.
28. Some families were receiving supplemental assistance, as there was a working parent, but the income from employment was insufficient to meet the family's needs.
29. Crisis in Child Mental Health: Challenge for the 1970's, final report of the Joint Commission on Mental Health of Children (New York: Harper & Row), page 2.
30. These children were sent either by the Court or through their families to psychiatric hospitals for observation.
31. Outpatient treatment encompassed any type of therapy or counseling at a hospital or other clinic or at a private counselling agency.

32. If a child was diagnosed as a passive-aggressive personality with acting-out features, both categories were checked. Therefore there are more diagnoses than children seen.
33. Euphrasian Residence and Geller House are facilities operated by the voluntary sector. They accept children on temporary remand from the Court and provide diagnostic evaluations and assistance in placement if that is deemed necessary for a particular child.
34. Psychological Testing: Is It A Valid Judicial Function?, Alan Sussman, New York Law Journal, July 31-August 3, 1973.
35. The Office of Children's Services developed statistics on the placement of PINS and delinquents in the public and private sectors based on information provided by the Family Court. These figures clearly show that few delinquent children are accepted for placement by the voluntary sector.

APPENDIX I

School Districts by Age of Truant

District	8	9	10	11	12	13	14	15	16	Total	Percentage
New York											
1	-	-	-	-	-	1	1	2	1	5	1.6%
2	-	-	-	-	-	1	1	2	-	4	1.3%
3	-	-	-	-	-	2	4	8	-	14	4.4%
4	-	-	-	-	-	2	1	4	-	7	2.3%
5	-	-	-	-	-	1	3	4	-	8	2.5%
6	-	-	-	-	-	2	1	-	-	3	.9%
Bronx											
7	-	-	-	1	1	2	2	4	-	10	3.2%
8	-	-	-	-	-	-	2	1	1	4	1.3%
9	-	-	-	1	2	5	5	4	-	17	5.4%
10	-	-	-	-	-	1	-	3	-	4	1.3%
11	-	-	-	-	-	1	2	1	-	4	1.3%
12	-	-	-	1	-	4	1	7	-	13	4.1%
Kings											
13	-	-	-	-	1	2	7	5	-	15	4.7%
14	-	-	-	-	3	5	4	6	-	18	5.7%
15	1	-	-	-	3	3	6	5	-	18	5.7%
16	-	-	-	1	2	4	12	9	-	28	8.9%
17	-	-	2	-	1	5	8	3	-	19	6.1%
18	-	-	-	-	3	-	1	2	-	6	1.9%
19	-	-	-	-	1	4	4	7	-	16	5.1%
20	-	-	-	-	-	3	1	3	-	7	2.3%

APPENDIX I continued

School Districts by Age of Truant

District	8	9	10	11	12	13	14	15	16	Total	Percentage
21	-	1	-	-	-	3	3	3	-	10	3.2%
22	-	-	-	-	-	1	-	3	-	4	1.3%
23	-	-	-	-	1	4	4	2	-	11	3.5%
Queens											
24	-	-	-	-	-	3	1	2	-	6	1.9%
25	-	-	-	-	-	-	-	1	-	1	.3%
26	-	-	-	-	-	-	-	1	-	1	.3%
27	-	-	-	-	1	2	6	4	1	14	4.4%
28	-	-	1	1	1	2	4	4	-	13	4.1%
29	-	-	-	1	1	3	9	6	-	20	6.4%
30	-	-	-	-	-	-	4	1	-	5	1.6%
Richmond											
31	-	-	-	-	-	3	3	3	-	9	2.8%
Totals	1	1	3	6	21	69	100	110	3	314	7.3%

Note: One truant of unknown age.

APPENDIX II

Drug Use by Ethnic Origin and Sex

	<u>Black</u>		<u>Puerto Rican</u>		<u>White</u>		<u>Total</u>	
	M	F	M	F	M	F	M	F
Heroin	18 (11%)	7 (9%)	4 (6%)	5 (15%)	4 (7%)	1 (5%)	26 (9%)	13 (9%)
Pills	-	1 (1%)	1 (2%)	2 (6%)	3 (5%)	2 (9%)	4 (1%)	5 (4%)
Hallucinogens	-	-	-	-	-	1 (5%)	-	1 (1%)
Alcohol	10 (6%)	4 (5%)	2 (3%)	-	3 (5%)	2 (9%)	15 (5%)	6 (4%)
None	128 (77%)	62 (78%)	50 (78%)	24 (71%)	44 (79%)	15 (68%)	222 (76%)	101 (74%)

Note: Figures in parentheses represent percentage of children (by sex) within a given ethnic group who use specified drugs and percentage who use none.

CONTINUED

1 OF 2

APPENDIX III

Delinquency Charges by County

	Kings	Bronx	New York	Queens	Richmond	Total
Arson	1	1	-	-	-	2
Assault	17	4	11	14	2	48
Attempted Homicide	-	1	1	1	-	3
Burglary Tools	5	3	1	4	-	13
Burglary	30	12	1	8	2	53
Criminal Mischief/ Trespass	11	5	4	7	1	28
Drug Related	4	-	2	-	-	6
Grand Larceny	3	5	2	1	-	11
Grand Larceny Auto	9	-	1	4	-	14
Harrassment	1	1	-	-	-	2
Homicide	-	-	1	-	-	1
Loitering	-	-	-	1	-	1
Menacing	1	1	3	-	1	6
Petit Larceny	6	2	2	4	-	14
Possession of a Weapon	12	10	8	5	1	36
Stolen Property	16	5	6	12	-	39
Rape	2	5	2	-	-	9
Reckless Endangerment	-	3	2	-	-	5
Resisting Arrest	3	6	2	-	-	11
Robbery	21	15	20	16	-	72
Sex Charges	1	2	2	1	1	7
Theft of Services	-	1	-	-	-	1
Unauthorized Use of Vehicle	6	4	1	6	-	17

APPENDIX IV

Delinquency Charges by Ethnic Origin and Sex

	MB	MPR	MW	MO	FB	FPR	FW	Totals
Arson	1	-	1	-	-	-	-	2
Assault	28 (58%)	5 (10%)	5 (10%)	-	9 (19%)	1 (2%)	-	48
Attempted Murder	2	1	-	-	-	-	-	3
Burglary Tools	4	6	1	1	1	-	-	13
Burglary	28 (53%)	19 (36%)	6 (11%)	-	-	-	-	53
Criminal Mischief/ Trespass	17 (61%)	3 (11%)	4 (14%)	-	4 (14%)	-	-	28
Drug Related	5	-	-	-	-	1	-	6
Grand Larceny	5	3	2	1	-	-	-	11
Grand Larceny Auto	8 (57%)	2 (14%)	4 (29%)	-	-	-	-	14
Harrassment	1	1	-	-	-	-	-	2
Homicide	1	-	-	-	-	-	-	1
Loitering	1	-	-	-	-	-	-	1
Menacing	2	1	1	-	2	-	-	6
Petit Larceny	4 (29%)	4 (29%)	2 (14%)	-	2 (14%)	1 (7%)	1 (7%)	14
Possession of Weapon	18 (50%)	7 (19%)	5 (14%)	1 (3%)	5 (14%)	-	-	36
Stolen Property	24 (61%)	9 (23%)	5 (13%)	1 (3%)	-	-	-	39
Rape	6	3	-	-	-	-	-	9
Reckless Endangerment	3	-	-	1	1	-	-	5
Resisting Arrest	6 (55%)	3 (27%)	-	-	2 (18%)	-	-	11
Robbery	50 (70%)	6 (8%)	1 (2%)	3 (4%)	9 (12%)	3 (4%)	-	72
Sex Charges	5	2	-	-	-	-	-	7
Theft of Services	1	-	-	-	-	-	-	1
Unauthorized Use of Vehicle	8 (47%)	3 (18%)	5 (29%)	1 (6%)	-	-	-	17

APPENDIX V

Family Background by Ethnic Origin and Sex

	Black		Puerto Rican		White		Total	
	M	F	M	F	M	F	M	F
Own Home	15 (87%)	63	60 (93%)	31	50 (88%)	19	261 (90%)	113 (82.5%)

Note: Percentage within ethnic group of children living in own home.

	Black		Puerto Rican		White		Total	
	M	F	M	F	M	F	M	F
Intact Homes	28 (44%)	11	12 (23%)	9	24 (33%)	5	64 (21%)	25

Note: Percentages within category by ethnic origin.

	Black		Puerto Rican		White		Total	
	M	F	M	F	M	F	M	F
Living with Relative	13 (73%)	14	4 (13.5%)	1	3 (13.5%)	2	20 (9%)	17

Note: Percentages within category by ethnic origin.

	Black		Puerto Rican		White		Total	
	M	F	M	F	M	F	M	F
Parents Hospitalized	9 (64%)	5	-	2 (9%)	4 (27%)	2	13 (5%)	9

Note: Percentages within category by ethnic origin.

	Black		Puerto Rican		White		Total	
	M	F	M	F	M	F	M	F
Alcohol use by Parents	45 (18%)		15 (15%)		20 (25%)		80 (19%)	

Note: Percentages within ethnic group.

APPENDIX VI

Two hundred twenty-one children with no prior petitions
by Ethnic Origin and Sex

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Interracial /Other</u>	<u>Total</u>
Male	64 (51%)	29 (23%)	30 (24%)	3 (2%)	126 (43%)
Female	54 (57%)	23 (24%)	18 (19%)	-	95 (69%)
Total	118 (48%)	52 (53%)	48 (61.5%)	3 (30%)	221 (51%)

Note: Percentages within male and female,
Total percentages within ethnic origin.

Children with prior petitions by Ethnic Origin and
type of petition

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Interracial /Other</u>	<u>Total</u>
Neglect	15 (46%)	8 (24%)	8 (24%)	2 (6%)	33 (100%)
PINS	54 (65%)	17 (20%)	12 (14%)	1 (1%)	84 (100%)
Delinquency	76 (61%)	25 (20%)	18 (15%)	5 (4%)	124 (100%)
Total	145 (50%)	50 (21%)	38 (16%)	8 (3%)	241 (100%)

Note: Percentages within type of petition.

Total number of prior petitions dismissed by
Ethnic Origin

<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Interracial /Other</u>	<u>Total</u>
64 (66%)	15 (15.5%)	15 (15.5%)	3 (3%)	97 (100%)

APPENDIX VI continued

Placement of 19 Children on Prior Petitions by Ethnic Origin and Sex
(Commissioner of Social Services, Voluntary Agencies, New York State
Training School)

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Interracial /Other</u>	<u>Total</u>
Male	12	3	1	-	16 (84%)
Female	3	-	-	-	3 (16%)
Total	15	3	1	-	19 (100%)

APPENDIX VII

Dispositions by Ethnic Origin and Sex

Disposition	Black		Puerto Rican		White		Interracial /Other		Total
	M	F	M	F	M	F	M	F	
Probation	89 54%	44 56%	33 52%	18 53%	32 57%	11 50%	3 37.5%	1 50%	231
Relative	1 .5%	3 4%	-	-	-	1 4%	-	-	5
Drug Program	3 1.5%	-	1 1%	-	-	-	-	1 50%	5
Dismissal	21 13%	16 20%	14 22%	8 24%	10 18%	7 32%	1 12.5%	-	77
Other/ Unknown	-	-	-	2 6%	-	-	-	-	2
Commissioner of Social Services	2 1%	5 6%	1 1%	1 3%	1 2%	-	-	-	10
New York State Training School	24 14%	1 1%	7 11%	1 3%	1 2%	-	-	-	34
Voluntary Agency	26 16%	10 13%	8 13%	4 11%	12 21%	3 14%	4 50%	-	67
Total	166	79	64	34	56	22	8	2	431
	245		98		78		10		

Note: Percentages within ethnic group and sex.

APPENDIX VIII

IQ Scores by Ethnic Origin

	50-59	60-69	70-74	75-79	80-89	90-99	Over 100	Total
Black	1	10	19	10	32	23	8	94
Puerto Rican	1	1	2	2	10	4	2	22
White	-	1	5	1	6	10	13	36

APPENDIX IX

Type of Petition by Ethnic Origin and Sex

PINS		Black	Puerto Rican	White	Total
Male		46 (45%)	23 (23%)	32 (32%)	101
Female		60 (55%)	29 (26%)	21 (19%)	110

Delinquency		Black	Puerto Rican	White	Total
Male		120 (65%)	41 (22%)	24 (13%)	185
Female		19 (76%)	5 (20%)	1 (4%)	25

APPENDIX X

Psychiatric Recommendations and Dispositions by
Ethnic Origin and Sex

<u>Black Males</u>	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	13 54.2%	1 12.5%	-	3 16.7%	17 26%
Residential Treatment Center	4 16.6%	3 37.5%	5 31.3%	5 27.8%	17 26%
Structured Environment	6 25%	4 50%	10 62.5%	8 44.4%	28 42%
Normal Placement	-	-	-	-	-
New York State Training School	-	-	1 6.2%	2 11.1%	3 4.5%
Hospital	-	-	-	-	-
Other	1 4.2%	-	-	-	1 1.5%
Total	24 36.4%	8 12.1%	16 24.2%	18 27.3%	66 100%

<u>Black Females</u>	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	10 50%	1 20%	-	1 10%	12 33.3%
Residential Treatment Center	5 25%	3 60%	-	4 40%	12 33.3%
Structured Environment	4 20%	-	1 100%	3 30%	8 22.2%
Normal Placement	-	1 20%	-	1 10%	2 5.5%
New York State Training School	-	-	-	-	-
Hospital	-	-	-	-	-
Other	1 5%	-	-	1 10%	2 5.5%
Total	20 55%	5 14%	1 3%	10 28%	36 100%

APPENDIX X continued

Psychiatric Recommendations and Dispositions by
Ethnic Origin and Sex

<u>Puerto Rican Males</u>	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	5 71.4%	-	1 20%	-	6 33.3%
Residential Treatment Center	2 28.6%	-	1 20%	1 20%	4 22.2%
Structured Environment	-	-	1 20%	2 40%	3 16.7%
Normal Placement	-	1 100%	1 20%	1 20%	3 16.7%
New York State Training School	-	-	1 20%	-	1 5.5%
Hospital	-	-	-	1 20%	1 5.5%
Other	-	-	-	-	-
Total	7 38.9%	1 5.5%	5 27.8%	5 27.8%	18 100%

<u>Puerto Rican Females</u>	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	2 37.5%	-	-	-	2 15.4%
Residential Treatment Center	3 50%	1 50%	-	2 50%	6 46.2%
Structured Environment	1 12.5%	1 50%	-	2 50%	4 30.7%
Normal Placement	-	-	-	-	-
New York State Training School	-	-	1 100%	-	1 7.7%
Hospital	-	-	-	-	-
Other	-	-	-	-	-
Total	6 46.2%	2 15.4%	1 7.7%	4 30.7%	13 100%

APPENDIX X continued

Psychiatric Recommendations and Dispositions by
Ethnic Origin and Sex

<u>White Males</u>					
	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	9 56.2%	4 80%	-	-	13 40.6%
Residential Treatment Center	5 31.3%	-	1 100%	7 70%	13 40.6%
Structured Environment	2 12.5%	-	-	2 20%	4 12.5%
Normal Placement	-	-	-	-	-
New York State Training School	-	-	-	-	-
Hospital	-	-	-	1 10%	1 3.1%
Other	-	1 20%	-	-	1 3.1%
Total	16 50%	5 15.6%	1 3.1%	10 31.3%	32 100%

<u>White Females</u>					
	<u>Prob- ation</u>	<u>Dis- missal</u>	<u>Training School</u>	<u>Voluntary Agency</u>	<u>Total</u>
Home	1 16.7%	-	-	-	1 9.1%
Residential Treatment Center	2 33.3%	1 33.3%	-	1 50%	4 36.4%
Structured Environment	2 33.3%	2 66.7%	-	1 50%	5 45.4%
Normal Placement	-	-	-	-	-
New York State Training School	-	-	-	-	-
Hospital	-	-	-	-	-
Other	1 16.7%	-	-	-	1 9.1%
Total	6 54.5%	3 27.3%	-	2 18.2%	11 100%

END