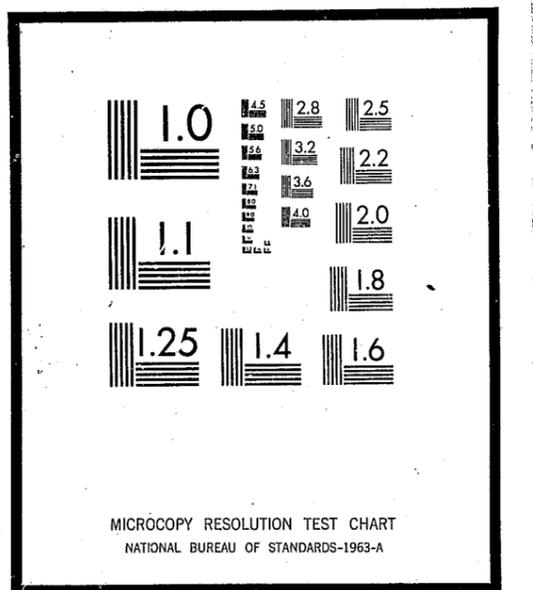


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## THE PINS CHILD A PLETHORA OF PROBLEMS

er, 1973

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

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TABLE OF CONTENTS

The PZNS Child and the Court	64
The Sample Petition	64
Court Delay	68
Probation	70
Additional Petitions	72
Summary and Recommendations	74
Recommendations	79
Appendix	83

TABLE OF CONTENTS

Preface	
Foreword	1
Some case histories	3
PINS Children and the Training Schools	6
The Survey	12
Method	12
Court Procedures	15
The PINS Child - A Profile	19
Ethnic Background/Religion/Sex/Age	20
Family & Environment	23
Marital Status of Mother	25
Income/Care in the Home	28
Parent/Child Relationships	30
The Family/Incidence of Problems	33
Social Agencies/Prior Placements	36
PINS Children and the School System	39
PINS Children - Their Problems	44
Diagnostic Evaluations	48
IQ results	50
Recommendations for care/treatment	53
Referrals for Placement	54
Placements ordered	56



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This report, "The PINS Child, A Plethora of Problems", was prepared by the Office of Children's Services, a unit of the Administrative Board of the Judicial Conference, State of New York. It provides a profile of status offenders, or "persons in need of supervision", brought before the Family Court in New York City. Commentary is provided on the legislative history of the PINS jurisdiction and recent appellate decision on the permissible placements of PINS children.

The report was prepared by Jessica Romm, research associate, and Elizabeth T. Schack, director of the Office of Children's Services. Based on the report, the Policy Committee of OCS - seven present and former judges of the Family Court and the State Administrator of the Courts - submit three major recommendations for change that will, if adopted, result in improved services for PINS children. (Pp. 79-82)

This report was published in December, 1973.

## PREFACE

During the winter and spring of 1972, the Office of Children's Services conducted a survey of the cases of children, adjudicated as "persons in need of supervision" (PINS) and removed from their homes by the Family Court in New York City. The probation folders of 316 children were read by graduate students from the Fordham University School of Education under the supervision of Murray Blackman, a probation officer on leave to complete his Masters in Social Work, and Jessica Romm, research associate, OCS staff.

OCS is particularly grateful to Mr. Blackman for his devotion to the project and the insight that he brought to the evaluation of the material. The Fordham students were John Hitz, to whom special thanks are due for the many hours he gave, Myra Grinnage, Richard Guay, David Hamburg, Gladys Johnson, Douglas McMillin, George Russell and Michael Uppman. This report was prepared by Jessica Romm and Elizabeth T. Schack, Director of OCS.

The Office of Children's Services was established in June, 1972 to serve as an advocate within the judicial system for improved services for court-related children in New York City. In August, 1973 the Office was given some state-wide responsibilities. This is the last of three reports to be issued, based on the first year's work.

## FOREWORD

The ferment in the New York State juvenile justice system came to a sharp climax on July 3, 1973 when the Court of Appeals, the state's highest court, ruled that children found to be "persons in need of supervision" (PINS) may not be commingled with delinquent children in a state training school.<sup>1</sup> Now the state legislature and the public and private sectors of the child care system, alike, are directly challenged to establish appropriate residential facilities for such children when they are found by the Family Court to require care and treatment away from their homes.

PINS children have long been described by judges and by probation officers as the most difficult children before the Family Court; as the children with the most intense emotional and most severe behavior problems; frequently, as children with inadequate and rejecting families. At the direction of its Policy Committee, the Office of Children's Services (OCS) undertook a survey of the case histories of PINS children, adjudicated by the Court in New York City and removed from their homes. A number of questions were to be addressed:

1. In re Ellery C., 32 N.Y. 2d, 588 (1973)

What characteristics do the PINS children have in common? Do they come from broadly similar backgrounds in terms of their parents and siblings, their home environments, their school experiences?

What services do PINS children require - in their homes, their communities, and their schools - that might prevent their entry into the justice system altogether or, once there, their removal from home?

What kind of residential facilities should be developed for PINS children? To what extent does discrimination - based on race or the degree of disturbance - prevent the entry of PINS children into existing private facilities?

Are PINS children really neglected children, as some contend? Or are they really delinquents who have not been "caught in the act", as others insist?

In short: WHO are the PINS children?

WHAT happens to them?

WHY does it happen to them?

## Some Case Histories<sup>2</sup>

Jose G./ Jose was 10 years of age when he was placed in a training school. He had lived in a temporary shelter for months, on three separate occasions, while neglect petitions were pending against his mother - a drug addict and a former resident of a training school herself. His father was serving a long sentence in a state prison.

Jose had been removed from his mother as an abused child and lived with his maternal grandmother for two years. When she could no longer control the boy, he was returned to the shelter.

The shelter soon filed a PINS petition alleging that Jose was "uncontrollable, fights with other boys, refuses to attend school and frequently goes AWOL". A municipal hospital reported that Jose had a "severe behavior disorder with aggressive and anti-social tendencies".

This small child had been subject to the ministrations of the Department of Social Services, Society for the Prevention of Cruelty to Children and the Family Court during his short life. A victim of neglect and abuse - he now vents his fears, frustrations and learned hostilities on others.

David R./ This 14 year old came from an intact family, but one that was described as a "highly unsatisfactory marriage and unstable home". The father was a chronic alcoholic, one brother had cerebral palsy, and two older brothers had been before the Family Court on delinquency charges. Both the Bureau of Child Guidance of the Board of Education and a voluntary counselling agency had tried to work with the child.

2. Throughout this report the names of children whose cases are cited have been changed.

For three years David was in and out of the Family Court in New York City on 12 delinquency petitions, alleging robbery, burglary, and criminal trespass. David was said to have "no sense of guilt or remorse". One hospital provided the diagnostic impression of "behavior problem" and recommended a residential treatment center.

David was finally placed on a PINS petition with a voluntary agency. He soon absconded and was back before the Court on a new delinquency charge when his case was read.

Ann C./ This fragile child spent 13 years moving between the Wassaic State School for the Retarded and three foster families.

When she was brought to Court, the Bureau of Child Guidance considered that she had "school phobia". The Court Mental Health Services reported that she was schizophrenic and presented an IQ of 83.

Ann was brought to Court at age 13, by the voluntary agency that had supervised her foster care, alleging that she was beyond their control and was a "person in need of supervision". She was referred to nine agencies and rejected as "too disturbed", "in need of long term care", because of her "tendency to abscond", her "unwillingness to face problems", and due to her "severe emotional condition and lack of impulse control".

She was finally placed with the Commissioner of Social Services and lived for over a year in a shelter. During that time she was referred to and rejected by four other agencies. Ann ran away and her whereabouts are unknown.

Nancy L./ One of eight siblings born to a mentally limited and suicidal mother, Nancy entered foster care at age six months. At the time of placement she was 12½, said to be a discipline problem in school and to have poor peer relationships.

She presented a full scale IQ of 83 in 1971 although in 1964 the score had been 103. In both 1964 and 1971 Nancy was diagnosed as an "environmentally - culturally and maternally - deprived and damaged child", and as a "passive aggressive personality, aggressive type".

When Nancy ran away from two foster homes, the private agency responsible for her care brought her to Court on PINS allegations. The charges were "running away from foster families, unknown as to whereabouts; beyond control of foster parents; and receiving psychotherapy with no improvement".

Nancy was rejected by eight other voluntary agencies as being "too disturbed", requiring "more structure", and as a child who would not benefit from the agencies' school programs.

Nancy was placed in a training school.

### PINS Children and the Training Schools

A PINS child is defined by the New York State Family Court Act as a boy or girl, before his or her 16th birthday, who is found to be an habitual truant, incorrigible, or out of lawful control.<sup>3</sup> They are, thus, distinguished, at least by label, from children who have been found by the Court to be neglected by adults and from delinquent children who have committed acts that are criminal when done by adults.

The PINS category was created in September, 1962 when the Family Court was established as a statewide court. Prior to that time, truants and unruly children were treated as delinquents. The Joint Legislative Committee on Court Reorganization that drafted the Family Court Act expressed its expectation that the new category "will reduce the instances of stigma and at the same time permit the Court to use appropriate resources in dealing with persons in need of supervision".<sup>4</sup>

The Committee further underlined its expectations by specifically not authorizing the placement of PINS children in training schools. The 1962 State Legislature accepted its

3. Throughout this report, reference to the Court's jurisdiction is to Article 7 of the Family Court Act unless otherwise noted. Originally, females could be adjudicated as PINS to the 18th birthday. The Court of Appeals overturned that in In re Patricia A, 31 N.Y. 2d, 83 (1972) since males could be so adjudicated only to age 16.

4. Second Report of the Joint Legislative Committee on Court Reorganization, McKinney's 1962 Session Laws, p.3435.

Committee's draft and the Family Court Act took effect on September 1st of that year. New York, as the first state to separate behavior problems from the criminal acts of children, was hailed for its creative and humane procedures.

The Legislature failed, however, to provide funds for the creation of additional, specialized facilities - or to use the Committee's words, "appropriate resources" - for the PINS children. It immediately became clear that the private, or voluntary, agencies would not provide sufficient services for the large number of PINS children requiring placement. Within four months after the effective date of the Family Court Act, the Legislature authorized the use of training schools for PINS children "temporarily". Three years later, the use of training schools was authorized on a permanent basis since neither the public nor the private sectors had developed alternative facilities.

Until the Ellery C. decision, the Family Court in New York City was authorized to utilize four categories of placement facilities for both PINS and delinquent children:

1. Nine training schools, large institutions operated by the Division for Youth (DFY) and known as Title III facilities;
2. A wide range of urban homes, group homes, foster homes, and work camps, also operated by DFY and referred to as Title II facilities;
3. Voluntary agency programs that are privately operated, under charter from the State Board of Social Welfare, and funded 90% to 95% by the City and State;
4. Temporary shelters operated by the New York City Department of Social Services.

The Title II DFY programs, voluntary agencies and shelters also provide residential care for neglected and dependent children.<sup>5</sup>

The recent Court of Appeals decision came after a number of intermediate appellate decisions in which the placement of PINS children in the training schools had been reversed. As a result, the number of placements in training schools dropped sharply; the number placed with the Commissioner of Social Services and maintained for months in "temporary" shelters increased sharply; the number returned to destructive environments and rejecting parents also increased sharply.

During the calendar year, 1970, 922 PINS children were placed - 345 with the voluntary agencies and all but a few of the remainder in the training schools. In 1972, 589 PINS children were placed - 374 with the voluntary agencies and the remainder either in the training schools or in the shelters.<sup>6</sup> The children's attorneys fought more aggressively for their PINS clients and judges were reluctant to place children in training schools in view of the higher court decisions. None of this - of course - created new or better services!

5. The charter of a voluntary agency determines the category of children it may accept. Although the Court is authorized to place both delinquent and PINS children with the Commissioner of Social Services, in practice only a few delinquents are ever accepted for care in the shelters.

6. See discussion and chart, pages 61-62.

Although the handwriting was clearly on the wall and the Court of Appeals decision could be anticipated, neither the public nor the private sectors of the child care field nor the judiciary responded adequately. The significant improvements that had been made in the training schools, under the leadership of the Hon. Milton Luger who assumed the directorship of the Division for Youth in 1971, went unnoticed and were poorly presented to the Court of Appeals. Lip service was paid to "opening up" the voluntary agency programs to the PINS children but, as the figures show, that did not occur.

Both the voluntary agencies and DFY Title II programs are highly selective in the children whom they will accept. The children with serious emotional problems, acting out adolescents, drug users, children with a history of mental illness, children who lack an intact family - these are the children who will be denied admission to those elite programs. They are the children who have been placed in the shelters or the training schools.

When the Ellery C. decision was handed down, there were 128 PINS children from New York City then in the training schools. These were the children who were so disturbed that it was known that they would not be accepted by a voluntary agency, children who had been rejected by numerous agencies, children who had failed on probation or in other voluntary programs, and children whom the judges felt could not profit from a life in an open shelter in the city.

The full impact of the Ellery C. decision is not known. By mid-September, the Division for Youth had designated four of the schools for delinquents and four others for PINS children. Eventually, all of the PINS facilities, including one secure facility, will be coed. There will be one secure facility for delinquent boys, one coed facility, one large school just for delinquent boys and a similar one for delinquent girls.<sup>7</sup>

However, it is questionable whether this arrangement of existing facilities can stand, in light of the statement in the decision: "It follows, therefore, that persons in need of supervision may not validly be placed in a state training school." In addition, as noted, one of the newly designated "PINS only" facilities is a secure one.

The opinion cited the Family Court Act that authorizes the "supervision, treatment or confinement" of delinquents and the "supervision or treatment" of PINS children. "Confinement" becomes a key word. All but two of the training schools are operated as open cottage programs, without locks or bars or the other features of a place for the incarceration of persons.

This, of course, raises questions. Is a PINS child "confined" when he is placed against his will in a DFY urban home, voluntary agency program, city shelter or one of the open training schools now operated only for PINS children?

7. One training school, at Otisville, was transferred to the State Narcotic Control Commission in August, 1973. See also, discussion, page 62-63.

If confinement, or placement, in an open program labelled a training school is unconstitutional, can PINS children be held against their will in a similar program labelled voluntary agency?

The decision, in speaking of the commingling of PINS and delinquent children, states ".....children in need of supervision should not be placed in institutions in which juvenile delinquents are confined". It should be noted that PINS, delinquent, neglected and abandoned children (and children who fit into none of those categories or labels) are commingled in some voluntary programs, in psychiatric hospitals, schools for the retarded and the like.

The net result may be that the Court of Appeals, while failing to define appropriate "treatment" for PINS children, has actually mandated the placement of delinquents in facilities separate and apart from all other children no matter what their needs may be. It is feared by some that the major efforts of DFY, as well as any additional funds it may secure, will be used to improve services for PINS children to the disadvantage of the delinquents.

If the use of a training school for the care of PINS children, separate and apart from delinquent children, is permitted by the higher courts, it may result in more children being placed overall and more being placed in those large facilities. As noted above, the decline in PINS placements in the training schools has not been matched by an increase in voluntary agency placements.

## THE SURVEY

As noted earlier, one of the major reasons for the survey of PINS children was to develop detailed information on the background of the children, their needs, and the extent to which those needs are and can be met by existing private and public services. It is hoped that the information gathered will be helpful to the higher courts and that it will stimulate the Legislature to provide sufficient funds for the development of appropriate resources.

The material is presented in three parts: an explanation of the survey methodology and court procedures; a profile of the PINS children; and a description of the handling of 316 children by the Court, probation, detention facilities, and the like. It is followed by a summary and recommendations from the Policy Committee of the Office of Children's Services.

### Method

Seven hundred and fourteen PINS children were placed outside their homes as persons in need of supervision by the

Family Court between June, 1971 and May, 1972.<sup>8</sup> Every second case was selected, by sex and by county, to make up the sample. A complete sample would have included 357 cases. However, 41 probation folders could not be located. Therefore, the sample population consists of 316 children.

A questionnaire was developed after consultation with judges of the Family Court, probation officers, law guardians and experts in the child welfare field. Detailed instructions were prepared for the students who reviewed the folders. Five students from the Fordham University School of Education worked under the regular supervision of a probation officer who was on leave to complete courses for a Masters in Social Work. Over all supervision was maintained by the permanent staff of the Office of Children's Services.

Information transcribed from the probation records included details about the child's mental and physical condition, peer relationships, school experiences, relationships with parents and siblings, home environment, previous foster care placements and the like. Also noted was similar information about the parent(s) and others in the household - other contacts with the Court, mental and physical health, for example. The information was culled from the probation investigation reports and other material in the folders: school re-

8. The dramatic reduction in the numbers of PINS children being placed has been noted earlier. Those figures were for the calendar year while this survey straddled 1971 (the total number decreased by 13% that year) and 1972 (the total number decreased by 29% that year).

ports, psychiatric and psychological reports, letters to and from voluntary agencies, and documents from other agencies that were of significance in the child's life.

Many of the children had multiple petitions pending against them, filed both before and after the petition on which the placement in the survey sample was ordered. The information in the body of this report as to allegations, age and residence at the time of placement relates specifically to the petition that caused the child to be in the sample. As will be shown later, many of the children had earlier petitions before placement and additional petitions after placement. Other information was gathered from the complete probation folder.

Some of the probation folders were replete with material while others were quite skimpy and, as noted earlier, the folders for 41 children could not be found. The records of all children in the same family who have been or are before the Court are kept in the same folder, so that it was frequently possible to garner additional information about the family background from material relating to a sibling. Although significant differences were noted in the composition of the sample and in the functioning of the Court from county to county, this commentary has been developed on a citywide basis. Some of the differences are shown in tables in the appendix.<sup>9</sup>

9. It is important to note here the possible skewing of certain statistics because of the higher proportion of White children and the small number of Puerto Rican children in Queens County.

Since so much that happens to a child before the Family Court in the City of New York depends on his stated religion, age and (it appears) his ethnic background, every effort was made to secure this information for each child in the sample. In gross terms then:

- . One hundred and eighty-one children in the sample were boys; 135, girls.
- . By religion, 130 were stated to be Protestant; 164, to be Catholic; and 14, to be Jewish. The religion of eight children could not be determined.
- . Seventy-six of the children were White; 151 were Black, and 79 were Puerto Rican. Ten of the children were of mixed parentage or their ethnic background could not be determined.
- . The majority of the children (222) were between their 13th and 16th birthdays.

#### Court Procedures

The New York State Family Court Act defines a "person in need of supervision" (PINS) as a boy or girl who, before his or her 16th birthday, is found by the Family Court to be an habitual truant, incorrigible, or out of control of lawful authority. When the Court finds that a child exhibited the behavior alleged, it must also find that the child is in need of supervision and treatment if an order of probation or placement is to be made. The Court then is expected to order an appropriate disposition in the light of the child's need for treatment and supervision.

Court action is initiated by the filing of a petition setting forth the allegations by the petitioner who seeks the Court's help. As will be shown later, a considera-

ble majority of the petitions are filed by the children's mothers. The Family Court Act mandates a bifurcated procedure: one hearing at which the facts are adduced and a finding is made, and a second hearing at which the order of disposition is issued. Multiple hearings may be held before the finding is made and before a final disposition is ordered. During this period, the child may be held in detention, remanded to a shelter or diagnostic facility, or paroled home.

The children are represented by attorneys from the Juvenile Rights Division of the Legal Aid Society at all stages of the procedure. While the Act authorizes private counsel, in practice the Legal Aid attorneys, or law guardians, are assigned to virtually every child brought before the Court. This is particularly important for PINS children since in so many cases the parent is proceeding against the child.

After a finding of fact has been made, the Court, as a rule, orders a probation investigation and report as well as a psychiatric and psychological evaluation. The latter is essential if the Court is considering placement with a voluntary agency program. The agencies will not consider the referral material unless it includes such evaluation. During the period of the survey, the Court was required to make referrals serially; that is, to one agency at a time. This procedure, imposed by the agencies, meant that a child might wait in detention or shelter care for months while one

agency after another spent weeks in deciding to reject the child for care.<sup>10</sup>

When placement is ordered it is for a period of up to 18 months and may be extended, after a hearing, for additional one year periods until the child's 18th birthday.<sup>11</sup> Any of the agencies that provide care for a PINS child may discharge or parole him home at an earlier date if it believes that the child does not require or will no longer benefit from the program. In addition, an agency may return to Court and petition for a transfer of placement if the child is not "working out" in the program.

PINS children may also be placed under probation supervision for up to a year with terms and conditions set by the Court: for example, obey a curfew, attend school, enter counselling and the like. As will be shown later, many of the children in the sample were placed in residential care only after they had been tried on probation and were returned to Court for violating the conditions. Others had both additional PINS charges and delinquency charges that were dismissed at the time the PINS placement was ordered.

In this area there may well be another fall-out from the Ellery C. decision. The PINS procedure is frequently referred to as the "kids' way of copping a plea". The judge

10. Under a new procedure developed by OCS, Department of Social Services, Office of Probation and the agency heads, children in detention may now be referred to every appropriate agency at the same time.

11. Placements of girls may be extended to the 20th birthday. However, as a result of the Patricia A. decision (supra, at page 6) it is seldom sought.

may order the substitution of a PINS petition for a delinquency petition or, as noted, discharge or dismiss pending delinquency petitions to the PINS petition. Two trends could be discerned within a short period after the decision. Some of the judges were unwilling to reduce delinquency charges since it appeared to mean that the training schools could not be utilized if no other placement could be secured. In addition, some probation officers who, in the past, had urged petitioners to file a PINS petition rather than a delinquency petition, were not doing so.

#### THE PINS CHILD - A PROFILE

The PINS children in the survey came, for the most part, from the poorest and most deprived neighborhoods in the City of New York. (See maps, appendix) One third of the children had been in placement prior to the survey petition. Fifty-three children, or 17% of the entire sample, had been placed before their sixth birthday. A majority of the children in prior placement had been abandoned or voluntarily placed by their parents under an agreement with the Commissioner of Social Services. Sixty-five percent, or 205 children, had had contact with at least one social agency prior to the survey petition.<sup>12</sup> One hundred and ten of the children had been tried on probation prior to the placement in the survey.

*Behind the words in the petitions - "truant", "incorrigible", "out of control" - were a host of problems that may distort, warp and possibly destroy the children's ability to grow into happy, productive adults.*

12. This figure does not include contact with public assistance workers from the Department of Social Services.

Ethnic Background/Religion/Sex/Age

Forty-eight percent of the children in the sample were Black. The ethnic background of three percent of the children could not be determined and the remaining 49% of the sample divided almost evenly between Puerto Rican and White children. The proportions of Puerto Rican and Black children in the sample (far higher than the ratio of the Black and Puerto Rican population to the overall City population) were to be expected. Blacks and Puerto Ricans are the largest minority groups in the City, groups that live for the most part in poverty stricken neighborhoods where the incidence of mental and physical problems, anti-social behavior and societal neglect is inordinately high.

As will be seen from Table 1, 78% of the Black children were stated to be Protestant while 92% of the Puerto Rican and 71% of the White children were Catholic. This undoubtedly affected - to some degree - the proportionately larger number of White and Puerto Rican children accepted for voluntary agency placement. There are not only more Catholic agencies, numerically, but they tend to be larger and to accept more adolescents.

The survey staff was unable to obtain the religious identification of eight of the children and ten children were of mixed parentage or their ethnic background could not be determined. It should be noted that not all children denominated as Protestant, Catholic or Jewish in Court records main-

tain a formal affiliation with an established religious organization. They are assigned a label, however, (based on statements of present or past family adherence to a faith) since a child's religious background significantly affects the services that will be available for him.

	Black	Puerto Rican	White	Other	Total, % of sample
Protestant	118 (78%)	3 (4%)	5 (7%)	4 (40%)	130 (41%)
Catholic	32 (21%)	73 (92%)	54 (71%)	5 (50%)	164 (52%)
Jewish	-	-	14 (18%)	-	14 (4.5%)
Other	1 (1%)	3 (4%)	3 (4%)	1 (10%)	8 (2.5%)
Total, % of Sample	151 (48%)	79 (25%)	76 (24%)	10 (3%)	316 (100%)

New York State's Constitution and statutes require that a child be placed, where practicable, with persons of his own religious faith or in institutions operated by such persons.<sup>13</sup> Although the sectarian agencies accept children of other faiths to varying degrees, priority is generally given to their own faith. This focus on religious matching, which has delayed and sometimes seems to deny a child access to placement, is now being tested in Federal Court as discriminatory and as an unconstitutional use of public money to support religious organizations.<sup>14</sup>

13. New York State Constitution, Article VI, Sec. 32.

14. Shirley Wilder et al v. Jules Sugarman et al, Docket #73, Civ. 2644.

As noted earlier, 181 of the children, or 57%, were boys. As can be seen from Table 2, this ratio between boys and girls remained fairly constant when broken down by ethnic background.

	Black	Puerto Rican	White	Other	Total, % of sample
Males	86 (57%)	44 (56%)	45 (59%)	6 (60%)	181 (57%)
Females	65 (43%)	35 (44%)	31 (41%)	4 (40%)	135 (43%)
Total	151	79	76	10	316

Percentages relate to numbers within each ethnic group.

However, significant differences appear when the data is analysed by age. Two hundred and twenty-two, or 70% of the entire sample, were between 13 and 16 years of age. Sixty-seven percent of the boys and 75% of the girls were in this age group. (Table 3) However, note Table 4. Thirty-two percent of the total number of Black children and 26% of the Puerto Rican children were below their thirteenth birthday, as contrasted with only 16% of the total number of White children.

	7 - 10	11 - 13	14 - 16	16+	Total
Males	10 (5%)	50 (28%)	121 (67%)	-	181
Females	-	23 (17%)	101 (75%)	11 (8%)	135
Total	10	73	222	11	316

	7 - 10	11 - 13	14 - 16	16+
Black	5 (3%)	44 (29%)	98 (65%)	4 (3%)
Puerto Rican	3 (4%)	18 (22%)	55 (70%)	3 (4%)
White	2 (3%)	10 (13%)	62 (81%)	2 (3%)
Other	-	1 (10%)	7 (70%)	2 (20%)
Total	10 (3%)	73 (24%)	222 (70%)	11 (3%)

This would appear to stem from the greater access that White children have to community services such as counselling, mental health clinics and the like.<sup>15</sup> As the maps in the appendix indicate, the Black and Puerto Rican children came from areas where there is a dearth of services while the White children came from somewhat better communities in terms of available services. In addition, as will be shown later, school authorities appear to be more lenient toward - or adverse to taking action against - White children.

#### Family and Environment

Eighty percent of the children, or 253 families, came from health districts shown by eleven social, economic and health indices to be the most deprived areas in the City,

15. One must also question whether preventive and treatment services for children in the community under voluntary auspices are equally available for non-White children.

areas where few community or outreach services are to be found. The average PINS family living in these slums consisted of a mother, three children and one other - a grandmother, aunt or paramour were the most frequent. Only 27% of the children came from intact families.

Contrary to the popular belief that poor people are highly transient, 34% of the families had lived in the same apartment for three to six years and an additional 27% had maintained the same residence for a longer period of time. A considerable majority of the families occupied apartments of five rooms or more.

However, the apartments were repeatedly described in the probation reports as small, dirty, and deteriorated. Many of the families asserted a desire to move to better apartments in better communities, not only for improved living situations but to remove their children from undesirable companions in the crime-ridden neighborhoods. Fifteen families reported that they had been rejected for public housing because the sample child or another member of the family was "in trouble" with the Court system. Another 15% of the sample, or 47 families, reported that they were on waiting lists for public housing.

The poor quality of the housing can be judged by the fact that the median rent was \$101 - \$125 per month. When the median rent is calculated for the Bronx, Kings, New York and Richmond counties (omitting the higher rents, ranging from \$126 to \$150 per month, paid by Queens families )

the median - \$75 to \$100 - becomes even more revealing.

#### Marital Status of Mother

Seventy-three percent, or 232 of the children, came from single parent families or broken homes. Only 84 of the 316 children had an intact family; that is, a mother and father who were living together. (Table 5) When the figures are analysed, they underscore the lack of continuity and cohesion among these poverty families and the consequent lack, at times, of care or adequate supervision for many of their children.

Table 5. Sample population by parental status and ethnic origin

	Black	Puerto Rican	White	Other	Total, % of sample
Married	24 (16%)	24 (30%)	31 (41%)	5 (50%)	84 (27%)
Never married	71 (47%)	32 (41%)	10 (13%)	2 (20%)	115 (36%)
Separated ) Deceased)	44 (29%)	15 (19%)	20 (26%)	1 (10%)	80 (25%)
Divorced	12 (8%)	8 (10%)	15 (20%)	2 (20%)	37 (12%)
Total	151(100%)	79 (100%)	76 (100%)	10 (100%)	316 (100%)

Additionally, mental health research shows a significant correlation between mental and familial stability.<sup>16</sup> As

16. Thomas Langer, "Comparison of Experience and Behavior of Poorer and Higher Status Groups: Findings and Hypotheses", Mental Health of the Poor, pp. 37-38; Samuel Finestone, Community Mental Health Services in New York City, Center for New York City Affairs, New School for Social Research, 1973.

will be shown later, most of the children in the sample were either disturbed themselves or came from families with serious emotional problems.

Only 16% of the 151 Black children, as opposed to 30% of the 79 Puerto Rican and 41% of the 76 White children, came from intact families. Here is another barrier to the Black child's access to care. Voluntary agencies prefer, if not demand, an intact or cooperative family with whom they can work for the eventual return of the child to the community. Thus, children whose problems are frequently caused by their parent(s) are frequently rejected because of those parents!

	Black	Puerto Rican	White	Other	Total, % of rel. group in sample
Protestant	65	1	2	2	70 (54%)
Catholic	11	36	14	-	61 (37%)
Jewish	--	--	2	-	2 (14%)
Other	1	2	-	-	3 (37.5%)
Total, % of ethnic group in sample	77 (51%)	39 (49%)	18 (24%)	2 (20%)	136 (43%)

Forty-three percent of the total sample were born out of wedlock. This included 51% of the Black children in the sample; 49% of the Puerto Rican children and 24% of the White children. A comparison of the figures in Tables 5 and

6 reveals that in each ethnic group some parents were married after the birth of the child. Perhaps of significance, 54% of the Protestant children in the sample were born out of wedlock as opposed to only 37% of the Catholic children. For an additional 37% of the children, of all ethnic backgrounds, the parents were separated or divorced or the father was deceased.

The child's age at the time of the father's departure from the home was known for 144 children. Table 7 shows

	0 - 5	6 - 8	9 - 11	12 - 15	Total
Males	46 (57%)	7 (9%)	17 (21%)	11 (13%)	81 (100%)
Females	34 (54%)	13 (21%)	10 (16%)	6 (9%)	63 (100%)
Total	80 (55%)	20 (14%)	27 (19%)	17 (12%)	144 (100%)

that in 55% of the cases, in which the child's age at the time the father left was known, the father had disappeared before the child's fifth birthday and, in another 33%, before the 11th birthday. Significantly, 130 boys, or 72% of the boys in the sample, were living in female headed homes at the time of placement, as were 101 girls, or 75% of the girls in the sample.

In summary, it can be seen that the considerable majority of the PINS children came from family backgrounds at variance with those of middle class families. As noted

earlier, these are factors that serve as barriers to the children's entry into care and treatment.

*James S./ A 12 year old boy, James' family is one of New York's transients, moving from one welfare hotel to another. During the year before placement, James was enrolled in five public schools because of his family's shifting residence.*

*His mother reportedly loved her 10 children but was overwhelmed by their multiple needs and was unable to properly care for and supervise them. James had difficulty in dealing with the constant upheavals and lack of stability. His problems came clearly to the attention of the authorities when he threw himself before a moving car: it was considered a suicide attempt or suicidal gesture.*

*James was placed in a voluntary agency as a PINS child on a petition brought by the Bureau of Attendance of the Board of Education.*

#### Income/Care in the Home

Fifty-three percent, or 166 of the families in the sample, received public assistance, a somewhat surprising figure since it has been generally assumed that a substantial majority of the Family Court's clients were public assistance recipients. An additional 28 families received supplemental assistance. Thus, 61% of the sample, or 194 families, were living in severe poverty. The median earned income for a family of five in the sample ranged between \$5,000 and \$7,000.

Two hundred and twenty-seven of the mothers were unemployed housewives. Of the 89 employed mothers, 36 were in clerical or civil service positions; 13 were identified as paraprofessionals; six, as in domestic service; nine held white collar positions and 21, blue collar jobs. The employ-

ment for four others was not identified.

The 227 unemployed mothers were listed as providing supervision and primary care for the child in the home, as were 26 working mothers. A grandmother provided primary care for only 17 (5%) of the children in the sample, while another relative, neighbor, or an institution provided the care for approximately 15% of the sample.

It should be noted here that the New York State Social Services Law prohibits foster care payments to grandparents.<sup>17</sup> It is generally believed that a significant number of grandparents would open their homes to their grandchildren if they could receive such payments. Frequently living on small pensions or social security, grandparents are unable to stretch their budgets to provide food, clothing and other necessities for the children. Although the children are eligible for Aid to Dependent Children, such payments are significantly lower than the foster care rates paid by the City. Additionally, many of the grandparents are reluctant to become involved with public assistance or welfare services.

Efforts to amend the statute and provide foster care payments have been turned down by the Legislature several times. Legislative debate indicated a fear that if grandparents were to be given foster care payments, the mother - from whom the child had been removed or who had deserted the

17. New York State Social Services Law, Sec. 371 (14)

child - might return to her parent's home and benefit from those increased rates! Pennv-wise, pound-foolish. The cost of foster care with a family in the child's community is presently estimated at \$3,400 per year while annual costs in a child care institution, either a voluntary agency or a DFY facility, ranged from \$9,000 to \$25,000 in 1972.<sup>18</sup>

#### Parent/Child Relationships

For most children, the reports of the probation officers provide a fairly detailed description of the parents and children - ranging from the pre-natal health of the mother down to the attitude and relationship of parent to child and child to parent at the time of the investigation and report. Parents may be categorized as rigid or strict in discipline and in their expectations of the child; as "inadequate" or unable to cope with their children's behavior or the problems that confront them personally within and without the home; as "neglectful" in providing material benefits or sufficient supervision, love or understanding; as "rejecting" of the child, including in some instances wanting to be relieved of the trouble of raising him. (Table 8)

These four evaluations of the PINS children's parents figured most prominently in the sample. Fifty-two percent were labelled inadequate; 49%, rejecting; 36%, rigid

18. See: "Schedule of Rates to Voluntary Foster Care Agencies", Special Services for Children, Department of Social Services, New York City, October, 1972; Juvenile Justice Con-founded; N.C.C.D., Hackensack, N.J., 1972; Costs of Institutional Care for Delinquent Adolescents in New York State; Ways and Means Committee, N.Y.S. Assembly, N. Y., 1973.

and strict in expectations; and another 35% were reported to be neglectful of their child's welfare. At times two or more of these assessments were made for the same parent. One hundred and one of the families in the sample, 32%, indicated that corporal punishment was used to discipline the children. Eighteen percent of the children were reported to be in conflict with siblings and 20% to be in conflict with a substitute parent or paramour.

	Black	Puerto Rican	White	Other	Total, % of sample
Rigid, strict	52 (34%)	35 (44%)	22 (29%)	4 (40%)	113 (36%)
Inadequate	72 (48%)	39 (49%)	49 (64%)	5 (50%)	165 (52%)
Neglectful	51 (34%)	31 (39%)	27 (35%)	1 (10%)	110 (35%)
Rejecting	71 (47%)	39 (49%)	38 (50%)	6 (60%)	154 (49%)
Sibling problems	25 (17%)	22 (28%)	9 (12%)	1 (10%)	57 (18%)
Sub.Parent problems	32 (21%)	21 (27%)	10 (13%)	1 (10%)	64 (20%)
Corporal punishment	43 (28%)	32 (40%)	24 (32%)	2 (20%)	101 (32%)
Note: Percentages relate to total within each ethnic group					

Sixty-four percent of the White parents, 48% of the Black parents and 49% of the Puerto Rican parents were termed inadequate. Thirty-five percent of the White parents, 34% of the Black and 39% of the Puerto Rican parents were labelled neglectful. Twenty-nine percent of the White parents, 34% of

the Black parents and 44% of the Puerto Rican parents were deemed to be rigid and strict in their expectations and the manner in which they supervised their children. There was little variation by ethnic background in reported conflicts with siblings and paramours and in the use of corporal punishment.

The differences in percentages from one ethnic group to another must be considered in the light of the comparatively few White children who appear in the Court, proportionate to their number in the City's child population. It would seem that the White children who do come to the Court have more disorganized or inadequate parents than do the other children. On the other hand, it may be that Black and Puerto Rican parents are more willing to seek the help of the Court or are more quickly referred to the Court by schools, social agencies and the police than are the White parents.

The attributes assigned to parents of all ethnic backgrounds naturally have a profound effect on their children's lives. Were they less inadequate, neglectful, rejecting or rigid, they might have prevented the child's entry into the juvenile justice system in the first place. Once there, however, these are parental qualities that work against the child's entry into voluntary agency placement.

*William M./ This nine year old child, product of overtly rejecting and separated parents, was found to be a PINS child. The charge was arson that had resulted in damages of over \$2,000.*

*William was in foster care placement in rural Pennsylvania from his sixth through eighth year. He returned to a mother who repeatedly told him that he was an unwanted child and to a step-father who favored the child's sister. His parents were said to use corporal punishment on William with regularity.*

*In the third grade, William was placed on "medical suspension" by the Bureau of Child Guidance for being assaultive to school personnel and other students. He was later provided with home instruction. Thus, he was kept in a problematic family situation and no treatment was provided.*

*William was diagnosed by a municipal hospital as having "schizophrenia of childhood - pseudo-psychopathic type". His full scale IQ was 79. He was placed in the training school without referral to any voluntary agency, since virtually no agency will accept a known fire-setter.*

#### The Family/Incidence of Problems

Information was sought as to the extent that the mental or physical illness, mental retardation, alcoholism, or drug use on the part of parents or siblings impinged on the lives of the PINS children. Problems were noted for 155 mothers with whom the children lived and for 122 fathers, some of whom had left the home. The figures that follow relate to the incidence of the particular problem to the total number of mothers or fathers, as the case may be, for whom problems were noted; the percentages, to the sample of each ethnic group.

Fifty-three of the mothers (27, Black; 13, Puerto Rican; 10, White; 3, unidentified) were reported to have serious physical problems. Nine Black fathers, three Puerto Rican and eight White fathers (two not identified) were similarly reported.

Table 9. Incidence of problems among parents by ethnic origin

Mothers	Black	Puerto Rican	White	Other	Total, % of sample
Mental Retardation	4 (3%)	-	-	-	4 (1%)
Physical Problems	27 (18%)	13 (16%)	10 (13%)	3 (30%)	53 (17%)
Mental Illness	22 (15%)	11 (14%)	14 (18%)	1 (10%)	48 (15%)
Alcoholism	19 (13%)	2 (3%)	8 (11%)	1 (10%)	30 (9%)
Drug Use	6 (4%)	3 (4%)	2 (3%)	-	11 (3%)
Criminal Court Record	5 (3%)	2 (3%)	2 (3%)	-	9 (3%)
<u>Fathers</u>					
Physical Problems	9 (6%)	3 (4%)	8 (11%)	2 (20%)	22 (7%)
Mental Illness	3 (2%)	1 (1%)	7 (9%)	2 (20%)	13 (4%)
Alcoholism	25 (17%)	17 (22%)	15 (20%)	1 (10%)	58 (18%)
Drug Use	3 (27%)	6 (8%)	2 (3%)	-	11 (3%)
Criminal Court Record	7 (5%)	5 (6%)	6 (8%)	-	18 (6%)
Percentages relate to sample within each ethnic group					

Mental illness of the parents was noted for 61 children. Eighteen percent of the White mothers had a history of mental illness as opposed to 15% of the Black and 14% of the Puerto Rican mothers. Although the difference is not statistically significant, these figures may be somewhat indicative of the preferential access of White persons to mental

health services as discussed earlier. This is further underscored by the fact that 9% of the White fathers, as opposed to only 2% of the Black and 1% of the Puerto Rican fathers (and two unidentified) had a history of treatment for mental problems.

Eighteen percent of the fathers were reported to be alcoholics or to drink to excess as opposed to only 9% of the mothers. Unexplained is the fact that 13% of the Black and 11% of the White mothers were said to be alcoholics or abusers of alcohol, as opposed to only 3% of the Puerto Rican mothers. A surprisingly small number of parents, 22, were said to be drug abusers.

Table 10. Incidence of problems among 279 siblings

Problem	Number and Percent of Children
Mental Retardation	6 (2%)
Mental Illness	20 (7%)
Drug Usage	36 (13%)
Family Court involvement	145 (52%)
Neglect petitions	72 (26%)
PINS, delinquency petitions	73 (26%)
Placement <sup>1</sup>	72 (26%)
Voluntary agency	43 (15%)
Training schools	29 (10%)
1. Placements included those voluntarily made by parents as well as Court placements	

Turning to the problems of siblings, 279 were noted to have problems. One hundred and forty-five siblings had been involved in a Family Court proceeding. One-half of those proceedings were against parents charged with neglecting their children. Over 15% of the siblings had been or were in placement with a voluntary agency and ten percent had been or were then in placement with the training school system. Seven percent of the siblings had a history of mental illness and 13% were said to be drug abusers or experimenters.

This family background has surely contributed to the reasons that caused the children in the survey to enter the juvenile justice system.

#### Social Agencies/Prior Placements

Two hundred and five of the children, or 65% of the sample, had had a total of 275 contacts with social agencies and a special bureau of the Board of Education. Not included in the figure are contacts the children may have had with public assistance workers or the Court.

Ninety children, or 28% of the sample, had been in voluntary counselling and 22% had attended a mental health clinic or been treated at a psychiatric hospital. Sixteen percent of the sample (51 children) had been screened by the Bureau of Child Guidance of the Board of Education for placement in special school programs. The Bureau of Child Welfare, Department of Social Services, had provided services for 46 youngsters and the Society for the Prevention of Cruelty to Children had intervened in the lives of another 17 children.

<u>Agency</u>	<u>Number of Contacts</u>	<u>Percentage of sample</u>
Bureau of Child Guidance Board of Education	51	16%
Bureau of Child Welfare Department of Social Services	46	15%
Society for the Prevention of Cruelty to Children	17	6%
Voluntary counselling	90	28%
Mental health clinic or psychiatric hospital	71	22%
Total	275	

It would appear from these figures, standing alone, that many of the children had received a good deal of service before they came to Court. However, the probation material indicated that many of the children referred to a mental health clinic or to a counselling agency went only once or at the most, two or three times. There was little evidence in the records of attempts by those agencies to secure the child's continued attendance. Additionally, one must question whether the Bureau of Child Guidance's efforts - which resulted most frequently in suspension and the provision of inadequate special classes or home instruction - could be said to have helped the children. (See below, page 40)

A full 33% of the children in the sample, 104, had lived away from their immediate family prior to the placement on the petition in the sample. Forty-six of the children had been separated from their natural parent(s) before the age of

six. Twenty-five percent of the 104 children had been placed in a child care institution; 18% with foster parents; and 42% with relatives. Another 14% of the children had been treated in a state hospital for mentally ill children. Some of the children had been in several types of placement outside their homes for a total of 124 placements.

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Other</u>	<u>Total</u>
Males	24 (28%)	12 (27%)	17 (38%)	2 (33%)	55 (30%)
Females	23 (35%)	14 (40%)	12 (39%)	-	49 (36%)
Totals	47 (31%)	26 (33%)	29 (38%)	2 (2%)	104 (33%)
Percentages relate to number within each ethnic group					

Only 22 of the children had gone into care as a result of Family Court action; the remainder lived with relatives by choice or had been voluntarily released by their parents for care under the auspices of the Bureau of Child Welfare. Thirty-eight percent of the children removed by the age of six were White children. This is, perhaps, due to the fact that there were comparatively more White children before the Court, in proportion to Black and Puerto Rican children, in the late 1950s and early 1960s when the removals occurred. It is also possible that earlier identification of need and preventive services were available for White children. In addition, the Queens children in the sample may tend to skew the results. Thirteen of the 29 White children living apart from their parent(s) were from Queens.

Thus it is seen that one-third of the sample had lived at one time in foster care arrangements, with all the insecurity that that brings to a child, and that a significant number of those children had lived so since their earliest years. Although there had been numerous contacts with social agencies for many of them, they had not really been helped. If these children from multi-problem families are not being helped significantly by the child care/social services systems in New York City, what can be said of the school system?

#### PINS Children and the School System

The vast majority of the children in the survey attended a public school, with only a handful attending a non-public school. Serious school problems, over and beyond truancy, were reported for 145 children, 46% of the sample. Truancy featured in the allegations against 71% of the children. Sixteen percent of the children had been seen by the Bureau of Child Guidance.

A full 25% of the sample had been suspended, placed on home instruction, attended a "school for socially maladjusted children" (600 school), or were in special classes. The figure includes:

- . 32% of the Black children in the sample
- . 18% of the Puerto Rican children in the sample
- . 20% of the White children in the sample

These figures reveal not only the serious problems of the PINS children but raise questions as to the role of and willingness of both the public and non-public school systems to help such children.

	Black	Puerto Rican	White	Other	Total
Suspension	30 (20%)	6 (8%)	8 (11%)	1 (10%)	45 (14%)
600 school	9 (6%)	3 (4%)	5 (7%)	-	17 (6%)
CRMD class <sup>1</sup>	5 (3%)	1 (1%)	-	1 (10%)	7 (2%)
Home instruction	4 (3%)	4 (5%)	2 (3%)	-	10 (3%)
Total	48 (32%)	14 (18%)	15 (20%)	2 (20%)	79 (25%)

1. Class for children with retarded mental development. Percentages relate to numbers within each ethnic group

Children are placed in these special school situations by the Bureau of Child Guidance when they are referred by their local public school. They are first examined by a psychiatrist, given psychological tests and seen by a social worker. Once the testing has been completed, the child may be placed in a special class, a 600 school or on home instruction.

Forty-five of the children had been given "medical suspensions" at the time of placement on the sample petition. It should be noted that these suspensions are ordered without a hearing or any safeguards for the children's right to an education in the regular public school system.

The data from this PINS survey underscore some of the serious charges made by a state commission on education, recently.<sup>19</sup>

"Many special classes, particularly those for the mentally retarded, have traditionally been dumping grounds for children who are difficult or whom teachers cannot reach academically. Yet experts have long pointed out that such groupings work to the disadvantage of the underprivileged who may be educationally, but not mentally retarded."

"...special classes may have become a convenient place for children who are not really wanted in the public school. On the average 6% more Black students were in the special classes in segregated school districts and 25% in desegregated districts."

(It was found) "that Black and Spanish-surnamed Americans account for an astonishing 92% of the entire enrollment of the 600 schools, while by contrast the Black and Spanish surnamed Americans public school enrollment across the entire city comes to only 60.2%."

As noted, 45 children, or 14% of the entire sample, were waiting assignment to a special class, school, or home instruction at the time they were removed from the community by the Court. Another 34 children were already attending 600 schools or special classes or receiving home instruction.

Twenty percent of the Black children in the sample were on suspension as contrasted with 8% of the Puerto Rican and 10% of the White children. By contrast, 12% of the Black children, 10% of the Puerto Rican and 9% of the White children were already in special education situations.

19. Report of the N.Y. State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, Manly Fleischman, Chairman, Vol. 2, New York, N.Y. 1972.

Although the number of children in the sample who received home instruction was small (10), special note should be taken. When a child is denied access to a classroom setting he is left idle most of the time, does not have the advantage of peer interaction, and may become an insurmountable burden to his mother who already may have had problems in coping with him before and after school.

Home instruction is supposed to be limited to children whose physical disability makes it impossible for them to benefit from a public school class. However, the Fleischman Commission reported that in the 1969-70 school year 44% of the children receiving home instruction were emotionally disturbed, not physically handicapped at all. This was true of the ten children on home instruction in the sample.

In what seems a mockery, the parent is required to sign a letter agreeing to home instruction for the child and promising to be at home with the child, particularly during the hours of instruction. The lessons are provided for two hours on three days of the week. Thus, the parent is prevented from holding a full time job unless there is another adult member of the family available. In addition to the lessons, counselling is supposed to be provided for both the child and family. The survey staff was told by an employee of the Bureau of Child Guidance that "this depends on the individual case, available staff and community resources".

Consider this child:

Thomas J./ This 11 year old boy from an intact family had a history of excessive absences throughout his school experiences. He was reported to be "hostile, uncommunicative, withdrawn", to have no friends and to be completely out of the control of his parents.

Home instruction was recommended for Thomas. However, it was not provided because his mother would not accept counselling.

Thomas was removed from his home and placed with a voluntary agency so he could have an opportunity for an education.

Turning to the 75% of the sample children who were in a regular public school class, the median grade level was the eighth and the median reading level was 5-6. As has been shown elsewhere, the vast majority of the children in the sample (222 children out of 316) were 13, 14, and 15 years of age. They have obviously been passed on from one grade to the next even though they are reading significantly below their grade level. Twenty-seven of the children were reading at the 1-2 level and another 64 at the 3-4 level. Six of the children in special classes were non-readers.

Edward S./ This nine and a half year old boy was in the third grade prior to placement. School reports described him as "hyperactive" and stated that he ran in the hallways and stairwells, fought, and truanted frequently. He had been suspended several times.

Edward and three half-siblings had been placed with relatives since their early years. He first lived with an uncle who beat him so severely that he was scarred and then, with a great aunt. The aunt brought Edward and his brother to Court at the insistence of the police who believed that the boys had been involved in four robberies.

Edward was diagnosed as "behavior disorder of childhood". His IQ fluctuated between 78 and 92 within an eight month period. Placement in a residential setting with therapy was recommended for Edward. The Court tried to secure this service for him without avail. Edward was then placed, three months after the finding had been entered, with the Commissioner of Social Services.

School related problems are, thus, seen as a major factor in the lives of PINS children and as causal to their appearance in the Court. The foregoing information describes yet another hurdle that must be surmounted when placement is sought for a PINS child. Most of the voluntary agencies and DFY Title II programs require that the child be able to fit into their school programs and have established minimum grade levels, IQ levels, and the like. Only the training schools have been available for the non-reader or seriously backward students.

PINS Children - Their Problems

It is contended by some that the most serious problem that a PINS child has is a mother who turns to a quasi-criminal justice system for help in coping with her child. Sixty-five percent of the 316 petitions in the survey were filed by the children's mothers. Twenty percent of the families refused to take their child home, once the court action was initiated, and eight percent of the children themselves refused to return home with their parent(s).

The major allegations as set forth in the petitions were truancy, absconding, and keeping late hours. Subsidiary charges, however, reveal the extent of the children's problems,

behavior, and acts. Thirty-five percent of the girls were alleged to be sexually promiscuous or to associate with undesirable companions, generally older boys or adult men. Twenty-three percent of the girls were charged with exhibiting disruptive or abnormal behavior at home, in the schools, and in the community.

Twenty-one percent of the 181 boys were alleged to associate with undesirable companions and another 22%, to be disruptive or abnormal in their behavior both at home and in school. Sixteen percent of the children, 36 boys and 16 girls, were alleged to abuse or experiment with drugs. Another 20 children used alcohol to excess.<sup>20</sup> Over one-third of the sample, 77 boys and 29 girls, were alleged to have stolen or committed assault.

Table 14. Subsidiary allegations by sex			
	Males	Females	Total
Drug use	36 (20%)	16 (12%)	52 (16%)
Stealing	50 (28%)	15 (11%)	65 (21%)
Assault	27 (15%)	14 (10%)	41 (13%)
Abnormal behavior	9 (5%)	13 (10%)	22 (7%)
Disruptive behavior	31 (17%)	18 (13%)	49 (16%)
Sexual promiscuity	4 (2%)	18 (13%)	22 (7%)
Undesirable companions	38 (21%)	30 (22%)	68 (22%)
Fire setting	7 (4%)	-	7 (2%)
Percentages relate to each allegation			

20. In the 15 months since the last child in the sample was placed, there has been a notable decrease in the number of Court children involved in hard drugs and a notable increase in the number of children who abuse alcohol.

Information garnered from the probation investigation reports, school and medical reports, provides another dimension to the formal allegations as can be seen from Table 15. Twenty-one percent of the children were said to use or experiment with heroin while another 21% were involved with other drugs, pills, marijuana, and the like. In view of the reports of widespread drug usage in the public schools during the time the survey children were before the Court, the combined figure of 42% of the sample's population seen as involved to some extent with drugs seems more valid than the 16% formally alleged to be involved. Some of the children were said to be using both hard and soft drugs.

Table 15. Characteristics of the sample population by ethnic origin

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Other</u>	<u>Total</u>
School problems	76 (50%)	27 (34%)	36 (47%)	6 (60%)	145 (46%)
Home problems	28 (19%)	32 (41%)	28 (37%)	3 (30%)	91 (29%)
Hostile attitude	33 (22%)	17 (22%)	17 (22%)	2 (20%)	69 (21%)
Heroin use	31 (21%)	19 (24%)	15 (20%)	2 (20%)	67 (21%)
Other drugs	12 (8%)	18 (23%)	32 (42%)	6 (60%)	68 (21%)
Physical problems	18 (12%)	13 (16%)	6 (8%)	-	37 (12%)
Psychiatric hospitalization	29 (19%)	8 (10%)	12 (16%)	3 (30%)	52 (16%)
Percentages relate to number within each ethnic group					

Sixty-two percent of the White children in the sample were said to use drugs, two-thirds of them being involved with pills or marijuana. By sharp contrast, only 29% of the Black children were said to use drugs, but of those almost three times as many used heroin or cocaine as used pills. Forty-seven percent of the Puerto Rican children were believed to be involved with drugs, dividing equally between hard and soft drugs.

Sixteen percent of the children in the sample had a history of psychiatric hospitalization: 19% of the Black children, 16% of the White children, and 10% of the Puerto Rican children. Another 12% of the children were said to have medical or physical problems of serious proportions (epilepsy, diabetes, bone deformities, and the like). By ethnic background, it was 12% of the Black and 16% of the Puerto Rican children as opposed to only eight percent of the White children.

Twenty-two percent of the children were labelled "hostile" - suspicious of authority figures and peers alike, unable or unwilling to cooperate, generally unmotivated. This did not vary from one ethnic group to another.

As can be seen from Table 15, however, there was a significant variation when problems at home and at school were reported. Only 19% of the Black children were reported to have problems in the home as opposed to 41% of the Puerto Rican and 37% of the White children. As discussed earlier, serious school problems, over and beyond truancy, were reported for 46% of the sample. Significantly, this was true for 50% of

the Black children in the sample, 34% of the Puerto Rican children, and 47% of the White children.

*Robert J./ This 14 year old adolescent was placed in a training school as a PINS child after earlier placements under probation supervision and in shelter care. The finding was based on "late hours, absconding, bad companions known to be drug users, failure to accept treatment".*

*Robert was a non-reader. He had been placed in a class for children with retarded mental development (CRMD) when he was in the third grade and then later transferred to a 600 school. He lived with his mother, reported to be ambivalent toward Robert at times and rejecting at others. His father was absent and a series of paramours apparently lived in the home.*

*Robert was seen and, at times, cared for by the Kings County Psychiatric Hospital, Kings Park State Hospital, Interboro Psychiatric Clinic, Greenpoint and Jewish Hospitals in the two years prior to the training school placement. Foster care placement in a residential treatment center or treatment-oriented center was recommended but could not be secured for Robert by the Court or by the Commissioner of Social Services.*

*Robert was rejected by all the agencies to which he was referred as needing more treatment than they could provide. He was finally placed in a training school.*

Diagnostic evaluations: Psychiatric diagnoses and psychological evaluations were available for 254 children, approximately 80% of the sample. The diagnostic workups are ordered almost routinely when a judge is considering placement, since this material is required if referrals are to be made to a voluntary agency or one of the DFY Title II facilities. There were indications that the workups had been done for some of the remaining 62 children although the reports were not in the probation folders.

Examinations were apparently not ordered for some children, however - primarily those who were using or experimenting with drugs, 15 year olds, or those with a history of persistent acting out behavior, children who eventually were placed with the training schools or with the Commissioner of Social Services. One can surmise that the judges felt hopeless about securing placement with the voluntary agencies for these children.

The reports are provided to the Court by its own Mental Health Clinic, by one of the municipal hospitals to which the Court may remand the children for in-patient diagnostic evaluation and short term treatment, or by one of two diagnostic centers, Euphrasian Residence and Geller House, operated by the Sisters of the Good Shepherd and the Jewish Board of Guardians, respectively. Of the sample, 58 girls and two boys were seen at the private diagnostic centers, and ten girls and 14 boys were remanded to the city hospitals.<sup>21</sup>

Twenty-one different diagnostic categories were applied to the 254 children. The three most frequent were "personality disorder" (55 children), "adjustment reaction to adolescence" (48 children), and "passive-aggressive personal-

21. Euphrasian Residence, with 30 beds, is for girls only while Geller House, with 20 beds, accepts both sexes. The disproportionately smaller number of boys remanded stems from the smaller number of beds and because Geller House opened midway during the period when the sample children were before the Court. A third diagnostic center, operated by the Jewish Child Care Association has since opened. For more detailed information on hospital remands, see Desperate Situation - Disparate Services, available from the Office of Children's Services.

ity" (27 children). The other most frequently used diagnoses were "schizophrenia" (18), "unsocialized aggressive personality" (18), "adjustment reaction to childhood" (17), and "run-away reaction" (16).

The gravity of the psychiatric problems, combined with the multiple family and school problems that have already been discussed, makes it virtually impossible to secure appropriate care and treatment for these PINS children, either within community based facilities or in placement away from their homes, as shown in the following case:

*Jeff A./ This 14 year old child has been in and out of Queens Children's Hospital four times. There he was diagnosed as "schizophrenia childhood type" and in testing presented a full scale IQ of 84. The boy was described as sullen, easily led, and easily aroused to aggressive action.*

*Both parents were in the home and both were said to reject Jeff and his brothers, who had also been hospitalized at Queens Children's Hospital. Jeff had been suspended from school for carrying a knife and threatening teachers and other students.*

*The PINS allegations were "beyond control, late hours, bad companions, school discipline problem". Jeff was placed on probation but it was revoked when he threatened his father with a knife, stole money, and drugs were found in his bedroom. Jeff was referred to and rejected by five private agencies and DFY Title II. He was accepted by, but refused to attend, a drug program.*

*Jeff was finally placed in a training school as a PINS child although there was an open delinquency charge pending.*

IQ results: The children presented full scale IQ scores spread between 51 and 100+. The median score was between 81 - 90. The tests used by the Court's Mental Health Clinic, where the majority of the children were tested,

were the Wechsler Intelligence Scale for Children, the Bender Gestalt Visual Motor Test, and the Draw-a-Figure Projective Test.

The Clinic has been severely criticized, as have the public schools and other public agencies, for using these tests that were standardized on White, middle class children generally.<sup>22</sup> It is charged that these tests discriminate against the Black and the Puerto Rican children. The statistical breakdown in Table 16 is presented with an awareness that these charges are still unanswered.

	Total Tested	Number with 90+ IQ	Percentage of ethnic group Tested
Black	122	50	41%
Puerto Rican	64	30	47%
White	61	36	59%

For example, out of the 122 Black children tested, 41% presented an IQ of over 90, as did 47% of the 64 Puerto Rican children who were tested. By contrast, 59% of the White children registered an IQ of 90 or over. Approximately the same differences emerge when percentages are drawn against the total in the sample for each ethnic group.

22. "Psychological Testing: Is It a Valid Judicial Function?" Alan Sussman, New York Law Journal, July 31, August 2 and August 3, 1973.

IQ scores were available for 78% of the sample (247 out of 316 children). Almost 13% of the children had full scale IQs of 75 or below, while four percent had IQs of 70 or under. The latter figure must be compared with the national estimate that approximately three percent of the school age population is retarded to some degree.<sup>23</sup>

An earlier study found that 6.5% of 247 delinquent and PINS children who were placed outside their homes had IQs of 70 or less.<sup>24</sup> The two surveys are not necessarily in conflict. The earlier survey included children found to have committed serious delinquent acts, children for whom placement seemed almost mandatory. It was almost always in the training school system. In addition, the smaller number in this survey reflects the judges' reluctance to place PINS children in the training schools generally.

Forty-eight percent of the children tested fell into the 70 - 90 range and 48%, into the 90 - 100+ range. As might be expected, a majority of the latter group were placed with the voluntary agencies while those with the lower scores were placed with the training schools or in the shelters. It should be noted, however, that six children with IQs of below 75 were accepted by the private sector, evidence the voluntary agencies efforts to meet a growing need. Nine other children

23. Digest of Crisis in Child Mental Health: Challenge for the 1970s, Final Report of the Joint Commission on Mental Health of Children, Washington, D.C., 1969, P. 25.

24. Juvenile Justice Confounded: Pretensions and Realities of Treatment Services, Committee on Mental Health Services inside and outside the Family Court, N.C.C.D., Hackensack, N.J., 1972.

with IQs below 75 were placed with the Commissioner of Social Services, eight went to the training schools and one to DFY, Title II.

As noted earlier, both the voluntary agencies and DFY Title II programs expect children to be able to fit into their school programs and have established minimum IQ scores and reading levels which the children must meet.

Recommendations for care/treatment: The order of a judge for a psychiatric and psychological evaluation carries with it a request for advice from the mental health professionals as to the most appropriate disposition for the child. Should the child be returned home? If so, under what conditions? Is counselling desirable or, perhaps, mandatory? Should the child attend a mental health clinic in the community? Should the child be removed from his home and immediate community? If so, in what type of setting should the child be placed?

In order of incidence, the psychiatrists recommended for the 254 children the following placements: a residential treatment center for 116 children, or 46% of those evaluated; a structured residential program for 85 children (33%); return home with counselling to be provided for 27 children (11%); placement in a foster home for 17 children (7%); placement in the training school system for seven children (3%); and transfer to a state hospital for two mentally ill children (1%).

A program with structure was recommended for 42% of the girls as opposed to 25% of the boys. This recommenda-

tion is frequently regarded by judges, probation officers, and law guardians as a covert recommendation for placement in the training schools. It was made for 29% of the Black and the White children as opposed to 44% of the Puerto Rican children. It has been suggested that structure is recommended more frequently for Puerto Rican girls for cultural reasons, because more of their mothers are insistent that they be "taught to obey" and because Catholic institutions are available for their care.

A residential treatment center was the optimal disposition, in the opinion of the psychiatrists, for 48% of the boys as contrasted with only 41% of the girls. No rationalization for this difference has been educed, nor is it apparent why this recommendation was made for 48% of the Black and the White Children, while it was recommended for only 34% of the Puerto Rican children.

#### Referrals for Placement

The preceeding pages have described children with a multiplicity of problems, children from the ghettos of the City with families that are disorganized and disturbed. They are the children that the judges of the Family Court felt could not remain in their own homes and communities.

When placement is sought with a voluntary agency or DFY Title II, the probation investigation report, psychiatric and psychological reports, and any other relevant material must accompany the referral. Each agency takes considerable time in deciding whether the child will fit in its program and

then either accepts or rejects the child. Frequently, an agency will insist that the child come to the institution for a pre-placement interview or short stay. As will be shown later, finding placement for a disturbed child can be a lengthy process.

Children in the sample were referred to 41 voluntary agencies and to DFY Title II. Fifteen agencies accepted 142 children, or 78% of the 182 that were placed with voluntary agencies. Another 26 agencies accepted the remaining 48. DFY Title II accepted only eight children!

Generally, several reasons are given for rejecting a child - and the reasons describe the PINS child. The child is too old for the program. The child's IO level is too low, or the reading level is too low to permit the child to fit into the agency's school program. One hundred and one children were said to be "too acting out" and another 64 were labelled as "too disturbed". The other reason that featured most prominently was the lack of an intact or cooperative family.

Some comment must be made on the persistence with which the Court sought appropriate placements for children. While 105 children were referred to two or more agencies, 72 children appeared to have been placed directly with the training schools or the Commissioner of Social Services without any effort to secure either voluntary or DFY Title II placement.

As a rule, these were drug users, the older adolescents, or children who presented such a multiplicity of problems that it could be guaranteed in advance that neither the voluntary agencies nor DFY Title II would accept the children. Indeed, experienced judges and probation officers can scan a child's history as portrayed in the probation folder and predict with comparative certainty the chances of securing anything but a public placement for the child. Sometimes, however, unusual efforts by an individual judge, probation officer, or law guardian do overcome the expected pattern of rejection. This was evident in New York County where the law guardians were extremely active and in Queens County where probation officers were quite aggressive in securing services.

Placements Ordered

As noted above, a majority of the children - 182 out of 316 - were placed with a voluntary agency. It is important now to consider the placements that were ordered in terms of the children's ethnic origin, sex and religion.

A residential treatment center placement, recommended for 116 children, was secured for only 28, less than one-fourth of those for whom it was recommended. Note, however, that it was secured for almost 63% of the White children for whom it was recommended as opposed to only 10% of the Black and 9% of the Puerto Rican children. (Table 17)

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Other</u>	<u>Total</u>
Residential treatment center recommended	58	22	32	4	116
Actual placement	6 (10%)	2 (9%)	20 (62.5%)	-	28 (24%)

Overall, 182 children, or 58% of the sample, were placed with the voluntary agencies. By sharp contrast, only three percent - eight children - were accepted by DFY Title II programs.<sup>25</sup> Twenty percent of the children were placed in the training schools and 19% were placed with the Commissioner of Social Services. Two children were placed with their grandmothers.

- . 51% of the Black children went to the public sector
- . 42% of the Puerto Rican children went to the public sector
- . 17% of the White children went to the public sector

These figures tend to show that religious preference does work against the chances of the Black, and to a lesser extent, the Puerto Rican child's entrance into voluntary agency programs. Seventy percent of the Catholic children (114) and

25. The children placed in DFY Title II programs are included with those placed in the voluntary agencies in the charts and discussion that follows.

100% (14) of the Jewish children were placed in voluntary agencies as contrasted with only 45% (58) of the Protestants. It is important to recall that 41% of the sample's population, or 130 children, were Protestant and that of those, 118 (91%) were Black children.

Table 18. Placement of 316 PINS children

	Black	Puerto Rican	White	Other	Total
Commissioner of Social Services	41 (27%)	14 (18%)	4 (5%)	2 (20%)	61 (19%)
Training Schools	36 (24%)	18 (23%)	9 (12%)	-	63 (20%)
Voluntary Agencies	74 (49%)	45 (59%)	63 (83%)	8 (80%)	190 (61%)
Total	151 (100%)	77 (100%)	76 (100%)	10 (100%)	314 (100%)

Note: Two Puerto Rican children, one boy and one girl, were placed with grandmothers. DFY Title II placements are included with voluntary agency placements.

Sixty-one children, 32 boys and 29 girls, in the sample were placed with the Commissioner of Social Services during the 12 month period, June, 1971 - May, 1972. The Commissioner is expected to report to the Court four months after each placement as to the care that has been provided for the child. As this report is written, the Court has been notified that 14 of the 61 children (23%) have been placed in long term care with voluntary agencies. Another 23 (38% of the 61) are reported as AWOL, discharged, transferred to

Table 19. Placement of Male PINS by religion

	Protes- tant	Catholic	Jewish	Other	Total
Commissioner of Social Services	19 (24%)	11 (12%)	-	2 (50%)	32 (18%)
Training Schools	23 (29%)	18 (21%)	-	1 (25%)	42 (23%)
Voluntary Agencies	37 (47%)	58 (67%)	10 (100%)	1 (25%)	106 (59%)
Total	79 (100%)	87 (100%)	10 (100%)	4 (100%)	180 (100%)

Note: Placements with DFY Title II included with voluntary agency placements.

Table 20. Placement of Male PINS by ethnic background

	Black	Puerto Rican	White	Other	Total
Commissioner of Social Services	20 (23%)	9 (21%)	2 (3%)	1 (17%)	32 (18%)
Training Schools	23 (27%)	14 (33%)	5 (11%)	-	42 (23%)
Voluntary Agencies	43 (50%)	20 (46%)	38 (84%)	5 (83%)	106 (59%)
Total	86 (100%)	43 (100%)	45 (100%)	6 (100%)	180 (100%)

Note: Placements with DFY Title II included with voluntary agency placements.

a mental hospital, or returned to their mothers. No information has been provided to the Court about the remaining 24 children, 39% of those in the sample who were placed with the Commissioner.

Of the 61 children placed with the Commissioner, 67% were Black, 23% were Puerto Rican - as contrasted with only seven percent White children. Fifty-seven percent of the children placed with the DFY Title III (training school) programs were Black; 29%, Puerto Rican; and 14%, White.

Forty-one percent of the boys were placed with the public sector as were approximately 37% of the girls. There are significant but unexplained differences in the placements of boys and girls. Eighty-four percent of the White boys were accepted by voluntary agencies as compared to 80% of the White girls. By contrast, 46% of the Puerto Rican boys and 73% of the Puerto Rican girls went to voluntary agencies, while 50% of the Black males and a comparable 48% of the Black females were so placed. Twenty-seven percent of the Black males as opposed to 20% of the Black girls were placed in training schools. Similarly, 33% of the Puerto Rican boys went to the training schools as contrasted with only 12% of the Puerto Rican girls.

The foregoing information must be considered in light of the drastic reduction in the total number of PINS children placed in the last three years. As shown in Table 23, the number of placements has dropped by 39%, from 922 children in 1970 down to 589 in 1972.

	Protes- tant	Catholic	Jewish	Other	Total
Commissioner of Social Services	18 (36%)	10 (13%)	-	1 (25%)	29 (21%)
Training Schools	11 (22%)	10 (13%)	-	-	21 (16%)
Voluntary Agencies	21 (42%)	56 (74%)	4 (100%)	3 (75%)	84 (63%)
Total	50(100%)	76(100%)	4(100%)	4(100%)	134 (100%)

Note: Placements with DFY Title II included with voluntary agency placements.

	Black	Puerto Rican	White	Other	Total
Commissioner of Social Services	21 (32%)	5 (15%)	2 (7%)	1 (25%)	29 (21%)
Training Schools	13 (20%)	4 (12%)	4 (13%)	-	21 (16%)
Voluntary Agencies	31 (48%)	25 (73%)	25 (80%)	3 (75%)	84 (13%)
Total	65(100%)	34(100%)	31(100%)	4(100%)	134(100%)

Note: Placements with DFY Title II included with voluntary agency placements.

Table 23. Placement of PINS children, calendar years 1970, 1971, 1972

	1970	1971	1972
State training schools	482 (52%)	295 (37%)	99 (17%)
Voluntary agencies	345 (37%)	357 (45%)	374 (63%)
Commissioner of Social Services	95 (10%)	145 (18%)	116 (20%)
Total	922	797	589

Source: Annual Statistical reports and disposition sheets, Family Court, City of New York

These figures underscore the impact of the intermediate appellate decisions that had reversed placements of PINS children in the training schools. While the voluntary agencies now provide care for a larger percentage of the PINS children, the total number accepted by those agencies from the Court has remained virtually static. Undoubtedly, some of the children placed with the Commissioner of Social Services have moved into long term care with the agencies. However, from the placements secured for the children in the sample, who were placed with the Commissioner, it would not appear to be a significant number.

There is one over-riding conclusion that can be drawn from this information: the State, through the Division for Youth, must move now to develop its own appropriate resources for PINS children. As noted earlier, DFY has designated certain schools just for the care of PINS children. Beyond the basic question of whether this arrangement will withstand litigation, other questions arise:

Will these "PINS only" training schools attempt to establish a selective criteria for admission - or will they be required to accept every child on a Court referral?

Will the number of PINS placements increase if the judges believe they can place the children in a school designated for only PINS children without fear of reversal by an appellate court?

What kind of programs will distinguish the "PINS only" institutions from the training schools for delinquent children?

THE PINS CHILD and THE COURT

We turn now to the way in which the Court dealt with the 316 survey children. Fifty-three percent of the children (167) had been in Court on earlier petitions. Thirty-five percent of them were placed after they had first been tried on probation. When the case reading began (November, 1972 or 18 months after the first placement in the sample), 39%, or 123 children, had returned to Court on a total of 176 new petitions.

The Sample Petition

Sixty-five percent of the petitions were filed by the child's mother and another 17%, by a relative. The Bureau of Attendance of the Board of Education filed 10% of the petitions, while a child-care institution filed 19 petitions, or 6%, of the total. Two percent were filed by the police or fire departments. While the number of children brought to Court by a child-care institution is not significant in relation to the total sample, it is indicative of the turnstile nature of the PINS children.

These were children who had been placed in care - either voluntarily by their parent(s) (13) or by the Court (6). Now the institution was requesting the Court to adjudicate the child as a PINS and make a different placement. Four of the children had been placed earlier with the Commissioner of Social Services. It is almost axiomatic that when a child has

"failed" with one voluntary agency, he or she will not be accepted by another on Court referral.

The allegations in the petitions and the subsidiary ones, garnered from the probation folders, have been discussed earlier (pp 44-45) and need not be dealt with in detail here. However, it is important to recall that both the formal and informal allegations included such issues as suspected drug abuse, disruptive behavior, sexual promiscuity, and associating with undesirable companions. These issues often influence a judge's decision to detain a child in the locked detention facility, Juvenile Center, or to hold him temporarily in one of the shelters operated by the Commissioner of Social Services.

Table 24. Location of remand by ethnic origin

	Black	Puerto Rican	White	Other	Total
Juvenile Center	91 (60%)	41 (52%)	34 (45%)	1 (10%)	167 (53%)
Shelter	32 (21%)	19 (24%)	14 (18%)	4 (40%)	69 (22%)
Diagnostic Center	26 (17%)	15 (19%)	18 (24%)	1 (10%)	60 (19%)
Hospital	10 (7%)	4 (5%)	9 (12%)	1 (10%)	24 (8%)
Other	1 (1%)	1 (1%)	1 (1%)	-	3 (1%)

Percentages relate to total of ethnic group in the sample

Detention, as opposed to "holding" in a shelter, is authorized for only two reasons: because it is believed that the child will not return to Court at the next hearing date

or because it is believed that the child might, in the interim, commit an act that is a crime when committed by an adult. One hundred and sixty-seven children; or 53% of the sample, were detained at Juvenile Center during all or part of the time that their cases were pending in the Court. Sixty percent of the Black children in the sample were so detained, as were 52% of the Puerto Rican and 45% of the White children.

It is obvious from Table 24 that some of the children were remanded to more than one kind of facility. It has not been possible from the form in which the data was collected to correlate those factors.

Sixty-nine children were held in the shelters pending disposition of their cases. Of these, 21% were Black; 24%, Puerto Rican; and 18%, White. In addition, 60 children were remanded to diagnostic centers, 24 to municipal hospitals and three to temporary shelters run by voluntary agencies.

There appeared to be substantial differences both in the percentages and types of remands in terms of ethnic origin. However, as can be seen from Table 25, there was not a significant difference in the remands of boys and girls except to diagnostic centers.

Table 25. Location of remand by sex			
	Male	Female	Total, % of sample
Juvenile center	94 (52%)	73 (54%)	167 (53%)
Shelters	42 (23%)	27 (20%)	69 (22%)
Diagnostic Center/ Hospital	16 (9%)	68 (50%)	84 (27%)
Percentages relate to number of each sex in total sample			

Fifty-two percent of the boys were remanded to Juvenile Center, as opposed to 54% of the girls. Twenty-three percent of the sample boys were remanded to a shelter, as opposed to 20% of the girls. By contrast, however, 50% of the girls and only 9% of the boys were remanded for a diagnostic workup. As noted earlier, however, this is primarily due to a lack of facilities for boys.

The large number of children remanded for diagnostic evaluations, 84 or 27% of the sample, gives one dimension of the PINS profile. Another is to be found in the reasons for remanding some children: the families refused to take home 60 children, 20% of the sample, once court action had commenced; and 24 children refused to return to their homes. Ninety-four children, or 30% of the sample, were remanded because they "refused to cooperate". It should be noted that the probation officers seldom indicate in the folders whether the remand was also based on fear that the child would abscond or commit a criminal act in the interim.

*Deborah W./ This thirteen year old child spent four years of her short life in a state hospital for mentally ill children. A bare five months after her discharge from the hospital, she was brought to Court on a PINS petition. The charges were absconding and "out of control".*

*Deborah had been expelled from school as a behavior problem at the time. She was said to be emotionally neglected by her mother who wanted to "get rid of her". Her diagnosis was "adjustment reaction of adolescence; disorder of impulse control; runaway reaction".*

Deborah spent six months waiting placement; she was in a municipal psychiatric hospital, a shelter and a detention facility. Her mother would not take her home.

After rejections by voluntary agencies as "too disturbed", "too aggressive", and "inclined to runaway", Deborah was placed in a training school.

#### Court Delay

One of the most troublesome things about the PINS jurisdiction for judges, probation officers, and law guardians alike, is the length of time it takes to bring a case to final disposition. This is due, in large part, to the lengthy process of referral, rejection, and referral to another agency, or a third or fourth. Only children in detention benefit from the multiple referral procedures described earlier. For those who are being held in the shelters or who have been paroled home, it may take months to find a placement.

The probation folders did not contain sufficient information to permit an analysis of the reasons for the delay at each stage of the process. However, the extent of the delay should be set forth so that court planners can take steps to eliminate some of the causes that stem from court procedures and personnel shortage both in the court, the Office of Probation, and the Court Mental Health Services.

The Family Court Act requires that a fact-finding hearing be commenced within three days after the filing of a petition if the child is in detention. If the child is in detention, the fact-finding hearing may be adjourned on the motion of the child or his parent for a reasonable period of

time; on motion of the Court itself or the petitioner for not more than three days unless the petitioner alleges homicide or serious assault. Successive adjournments may be granted only under special circumstances.

	Same day	1-14 days	15-28 days	28+ days
Black	60 (40%)	46 (30%)	12 (8%)	33 (22%)
Puerto Rican	31 (40%)	20 (26%)	6 (8%)	21 (27%)
White	33 (44%)	18 (24%)	4 (5%)	20 (27%)
Other	5 (50%)	1 (10%)	-	4 (40%)
Total	129 (41%)	85 (27%)	22 (7%)	78 (25%)
Time period not known for two children. Percentages relate to total within each ethnic group				

As Table 26 shows, findings were entered on 41% of the cases the day the petition was filed. These were generally petitions against children who had been before the Court many times in the past or children who had been on probation and had violated one or more of the terms and conditions. However, it took 28 days or longer for a finding to be made on 25% of the cases.

Once a finding has been made the Court may move immediately to the dispositional hearing or adjourn the case. By statute, only two adjournments, of not more than ten days each, are permitted when a child is in detention unless the child's parent and his law guardian consent. If the child is not in detention, the dispositional hearing may be adjourned

for a reasonable period of time, not in excess of sixty days.

Table 27. Lapse of time between fact-finding and disposition by ethnic origin

	0-3 months	3-6 months	6+ months
Black	40 (27%)	42 (28%)	68 (45%)
Puerto Rican	27 (34%)	22 (28%)	30 (38%)
White	22 (29%)	20 (26%)	34 (45%)
Other	3 (30%)	1 (10%)	6 (60%)
Total	92 (29%)	85 (27%)	138 (44%)

Time period not known for one child. Percentages relate to total within each ethnic group.

The time between fact-finding and the order of disposition amount to over six months for 44% of the cases and over three months for an additional 27%, so totalling 71% of the children for whom a minimum of three months elapsed between fact-finding and disposition. The figures are skewed because some of the children were on probation during the period and placement was not being considered. Unfortunately, it has not been possible to draw correlations between the two factors.

There appeared in this area to be little distinction, stemming from ethnic origin, in the manner in which the Court dealt with the children.

#### Probation

As noted earlier, 110 children in the sample were first placed on probation and were only placed in residential

care when they had shown by their conduct that they could not remain in the community. Fifty-eight percent of the Black children, 42% of the White children, as opposed to only 24% of the Puerto Rican children, had been placed under probation supervision. It appears likely that the much higher percentage of Black children placed on probation stems from the severe difficulties that surround the placement of Black children generally.

Table 28. Children on probation by ethnic origin and sex

	Black	Puerto Rican	White	Other	Total
Males	27 (31%)	10 (23%)	20 (44%)	1 (17%)	58 (32%)
Females	31 (48%)	9 (26%)	12 (39%)	-	52 (39%)
Total	58 (38%)	19 (24%)	32 (42%)	1 (10%)	110 (35%)

Percentages relate to total number in each ethnic group

Sex did not appear to make an appreciable difference in the placement of Puerto Rican and White children on probation. However, as the above table shows, only 31% of the Black males as opposed to 48% of the Black females were placed on probation.

The children were placed on probation at a time when the Office of Probation was under a rigid hiring freeze and the supervising officers had large caseloads. One must wonder how many of these children might have remained in their homes if the probation officers had had more time for each individual child.

Additional Petitions

Altogether the 316 children in the sample had a total of 653 petitions filed against them: 197 prior to placement, the 316 petitions on which placement was ordered, and 140 following their return from placement. In addition, there were 36 petitions filed requesting a transfer of placement. When the earlier and later petitions are consolidated, 38 involved neglect petitions against their parent(s); 118 were additional PINS petitions, while 181 were delinquency petitions.

One hundred and thirty-four of the children in the sample had had a total of 197 petitions filed in the Court prior to the petition on which placement was ordered. Of these, 33 were neglect petitions; 87 were PINS petitions, and, 77 were delinquency petitions. There was a record of 23 other petitions but the categories could not be determined.

Of the known dispositions on the earlier petitions: 35 had been dismissed; 31, withdrawn; 16 children had been placed on probation; 16, placed in residential care as a neglected or PINS child. Fifteen children were discharged and one child was placed on suspended judgement.

The judge is authorized to order the substitution of a PINS petition for a delinquency petition, as noted earlier. All of the children in the survey were placed on petitions that began as PINS petitions. However, many of the children had open delinquency and PINS petitions pending

at the time of placement. Those petitions were dismissed or "discharged" to the petition on which placement was ordered.

As shown elsewhere, by the time the case reading began in November, 1972, many of the children had been discharged and were back in the community. One hundred and twenty-three children had returned to Court, having accumulated a total of 140 petitions.

One hundred and four delinquency petitions had been filed against 57 of the children; 31 PINS charges had been filed against 25 children. There were five neglect petitions. In addition there were 36 requests for transfer of placement, 15 filed by the Commissioner of Social Services and 20 by voluntary agencies. DFY filed one petition for transfer. A majority of these petitions were still pending when the folders were read.

\* \* \* \* \*

## SUMMARY AND RECOMMENDATIONS

This report shows that the status offenders, the PINS children, who come before the Family Court and are found to require residential treatment do, indeed, have characteristics in common. The children have, for the most part, serious emotional problems of their own, problems that are aggravated if not caused by the disorganization of their families, by inadequate and rejecting parents and disturbed siblings. They come, again for the most part, from neighborhoods that are destitute and bereft of services, that are hot houses for the development and encouragement of anti-social or deviant behavior. They have been ill served by the school systems and frequently pushed out of school without provision of adequate help.

The services they require are manifold: adequate housing; outreach services in the community that can provide counselling and, if needed, therapy, as well as supervised recreation and supportive services for them and their parents; public schools that are willing to work with, rather than push out, troubled or troublesome children. Were these services there, some of the children might never have entered the juvenile justice system. Were these services there, some of the children might have remained in their homes.

No one can question that discrimination does prevent or deter the access of some PINS children to existing services, both community based and residential. Slum-bred children, whose problems or whose families' problems are so extreme as to bring them to the Court, must compete for services with less troubled children whose parents knowledgeably seek the assistance of public and private agencies. Discrimination against the severely disturbed, acting-out adolescent - and in New York City that is primarily the Black child and, to a somewhat lesser extent, the Puerto Rican child - is pervasive throughout the public and private child care, education, health, and mental health systems.

There were 316 PINS children in this study, children found to be in need of supervision and treatment and placed outside their homes by the Family Court in the City of New York between the months of June, 1971 and May, 1972. Forty-eight percent of the children were Black; 25%, Puerto Rican; and 24%, White. One hundred and eighty-one were boys; 135, girls.

These facts must be addressed:

- . *Two hundred and twenty-two of the children were between 13 and 16 years of age, an age group for which there are few placement resources.*
- . *Sixteen percent of the children had a history of psychiatric hospitalization. Thirteen percent of the children for whom IQ scores were available had tested at 75 or under.*
- . *Forty-two percent of the children were said to be involved with drug usage or experimentation.*

- . Placement in a residential treatment center was recommended for 116 children. It was secured for only 28 children: 63% of the White children for whom it was recommended as opposed to only 10% of the Black and 9% of the Puerto Rican children.
- . A majority of the sample, 190 children, were placed with voluntary agencies and DFY Title II programs. However, 51% of the Black and 42% of the Puerto Rican children in the sample were placed in the training schools or with the Commissioner of Social Services as opposed to only 14% of the White children.
- . Twenty-four percent of the Black and 24% of the Puerto Rican children were placed in training schools in contrast with only 12% of the White children so placed. Thus, 20% of the sample, overall, were placed with the training school system.
- . Another 19% of the sample was placed with the Commissioner of Social Services. This included 27% of the Black and 18% of the Puerto Rican children in the sample while only 5% of the White children were placed with the Commissioner.
- . Forty-five percent of the Protestant children were placed with voluntary agencies as opposed to 70% of the Catholic and 100% of the Jewish children who were accepted by those agencies.

This report shows that the PINS children are, for the most part, victims of societal neglect. It shows that their families are frequently too disturbed and disorganized to properly supervise and care for them.

These points stand out:

- . Eighty percent of the children, or 253 families, lived in health districts shown by eleven social, economic and health indices to be the most deprived areas of the City.
- . Sixty-three percent, or 194 families, were known to live below the poverty line.

- . Thirty-three percent of the children had been in placement prior to the Court ordered placements as PINS children. This included 31% of all the Black children in the sample; 33% of the Puerto Rican children; and, 38% of the White children.
- . Twenty-five percent of the children, at the time of placement, were on medical suspension from school or were attending a 600 school (school for socially maladjusted children), a class for children with retarded mental development, or were receiving home instruction. This included 32% of all the Black children in the sample; 18% of the Puerto Rican children; and 20% of the White children.
- . Only 27% of the 316 children came from intact families; that is, homes in which the father and mother were living together.
- . Fifty-two percent of the parents were described as inadequate; 49%, as rejecting of their child or children; 36%, as rigid and strict in the treatment and supervision of their children; 35%, as neglectful of their children.
- . Sixty-five percent of the children were brought to Court by their parent(s). Twenty percent of the parents refused to take their child home once the Court action had been initiated and eight percent of the children refused to return home with their parent(s).
- . Forty-eight percent out of 122 fathers and 19% out of 155 mothers noted for serious problems were reported to be alcoholic or to drink to excess; 42% of those same parents (61) had a history of mental illness.

The PINS children, coming from multi-problem families, are also victims of societal neglect and, thus, in a very real sense are neglected children. Still it is often difficult to distinguish the PINS children from the delinquent children by the time they come to Court.

These facts must be considered:

- . One hundred and ten of the children had been tried on probation. They were placed only after they had violated one or more of the terms and conditions of probation.
- . The 316 children in the sample had a total of 653 petitions filed against them by the time the cases were read, 18 months after the first child in the sample was placed: 197 prior to the sample placements; 316 petitions on which the sample placements were ordered; and 140 petitions following the children's discharge from placement.
- . Thirty-eight of these petitions were neglect petitions against the children's parents. One hundred and eighteen were additional PINS petitions and 181 were delinquency petitions.
- . Prior to placement in the sample, 134 children were the subject of a total of 33 neglect petitions, 87 PINS petitions, and 77 delinquency petitions - in addition to the petitions on which they were placed.
- . After placement, 123 children amassed 135 petitions: 31 PINS petitions and 104 delinquency petitions. There were five neglect petitions against parents.
- . While the vast majority of the PINS petitions alleged truancy, incorrigibility, and "out of control", there were subsidiary allegations in the petitions or noted in the probation folders. These included stealing, drug use, disruptive behavior, assault and sexual promiscuity.

The Family Court and the Office of Probation are not without blame. The long delays in reaching final dispositions have been recited. So also, the too frequent failure to seek alternatives to training school placements has been noted. The fact that over a third of the entire sample, 110 children, had been placed after being under probation supervision must indicate a degree of inadequacy on the part of the probation officers as well as the instability of the children and the problems with their families. Beyond that, the large number

of petitions (197) filed prior to the placement in the sample indicates that, at least for some of the children, the Court should have sought residential services at an earlier date.

#### RECOMMENDATIONS

In sum, this report is a recitation of a plethora of problems, of unmet needs of a large number of children, of failures to provide services by both the public and private child care systems. Certainly it raises more questions than it answers. The Policy Committee of the Office of Children's Services recognizes the attempts that have been made in recent years to meet some of the problems that have restricted the provision of residential care for disturbed children.

We acknowledge, particularly, the efforts of the Hon. Milton Luger, Director of the Division for Youth, to improve the conditions in the training schools. Parenthetically, we wonder whether - if those improvements had been adequately described to the judges of the Court of Appeals - the Ellery C. decision might have gone the other way.

We are also appreciative of the steps taken by the Hon. Barbara B. Blum, Assistant Commissioner/Deputy Administrator, Special Services for Children, Department of Social Services, and the voluntary agencies toward the development of new programs. We welcome new mental health programs that are to be established under the leadership of Dr. June J. Christmas, Commissioner of the Department of Mental Health and

Mental Retardation Services, for the children who can remain at home.

*Too little has been done, however.*

It has been repeatedly said that the fragmented and compartmentalized child care system must be welded together so that a child can move through the system without having to surmount artificial barriers to treatment services. This would require the cooperation of at least the State and City Departments of Social Services, State and City education establishments, State and City Departments of Mental Hygiene, the State Division for Youth, and a wide variety of voluntary agencies. This has been talked about often, but so far little has been achieved.

The members of the Policy Committee of the Office of Children's Services - in view of this full report, the Ellery C. decision, pending litigation in federal court<sup>26</sup>, and their experiences as judges of the Family Court - submit these comments and recommendations:

1. We recognize that the Ellery C. decision may give impetus to the drive to remove the PINS children from the Court altogether. We do not believe this should be done. These children cannot be left dependent on a social services system or on schools and voluntary programs that have failed and continue to fail to meet their needs. Instead, appropriate

26. Shirley Wilder et al v. Jules Sugarman et al, Docket #73 Civ. 2644

resources must now be developed. This means, at least:

A realistic commitment on the part of the legislative and executive branches of state government to appropriate the sums that are necessary to develop sufficient services. The temporizing of the 1960s must not be repeated in the 1970s.

2. We believe that the Division for Youth is the most logical and appropriate agency of government to develop these resources. DFY should also handle contractual relations with voluntary agencies. So long as each county and the City of New York enter into separate agreements with the agencies it will be impossible to effectively regulate them or to assure that all children have access to those agencies, on an equal and non-discriminatory basis. These recommendations require:

Provision of adequate fiscal resources to DFY for the development and operation of additional and more diversified programs for both community-based and residential treatment.

The elimination of selective criteria now used to regulate admission to Title II programs.

A redoubling of DFY's efforts to (1) improve the quality of care and treatment provided for children in the training schools and (2) to replace those large institutions with a variety of smaller facilities nearer to the children's homes.

Statutory authority for DFY to regulate the total rate paid to voluntary agencies for the care of any child and to require changes, where needed, in admission criteria and the like.

3. Finally, for too long our society has been content to accept the myth that any program operated by a private agency is automatically better than one run by a govern-

ment agency. It is generally believed that the voluntary agency programs are superior to DFY programs but no one knows if they really are. If all resources are to be used appropriately, it is essential that those who must place children - judges and commissioners of social services - and those who must develop services - have full information.

This means that:

The State Board of Social Welfare - the body responsible for chartering, inspecting and supervising the voluntary agencies - must carefully evaluate those programs and release the findings to judges of the Family Court and commissioners of social services, DFY, the Governor and the Legislature.

The State Board of Social Welfare must be given the funds necessary to secure adequate and competent staff to fulfill its responsibilities.

In summary, the members of the Policy Committee recognize that these ~~are social responsibilities~~ that require legislation, large sums of money, and major changes in the child care system. We cannot afford to do less, however. On all sides we see children who have been neglected and abused by society, children who now act out their problems and, if they are not helped, may well become tomorrow's adult offender.

BRONX					Total, % of Sample
	Black	Puerto Rican	White	Other	
Protestant	19 (70%)	3 (11%)	-	-	22 (33%)
Catholic	8 (30%)	23 (89%)	10 (77%)	-	41 (61%)
Jewish	-	-	3 (23%)	-	3 (5%)
Other	-	-	-	1 (100%)	1 (1%)
Total, % of Sample	27 (40%)	26 (39%)	13 (19%)	1 (2%)	67 (100%)

KINGS					Total, % of Sample
	Black	Puerto Rican	White	Other	
Protestant	49 (83%)	-	2 (12%)	2 (40%)	53 (47%)
Catholic	10 (17%)	28 (90%)	11 (65%)	3 (60%)	32 (46%)
Jewish	-	-	4 (23%)	-	4 (4%)
Other	-	3 (10%)	-	-	3 (3%)
Total, % of Sample	59 (53%)	31 (28%)	17 (15%)	5 (4%)	112 (100%)

Table I-C

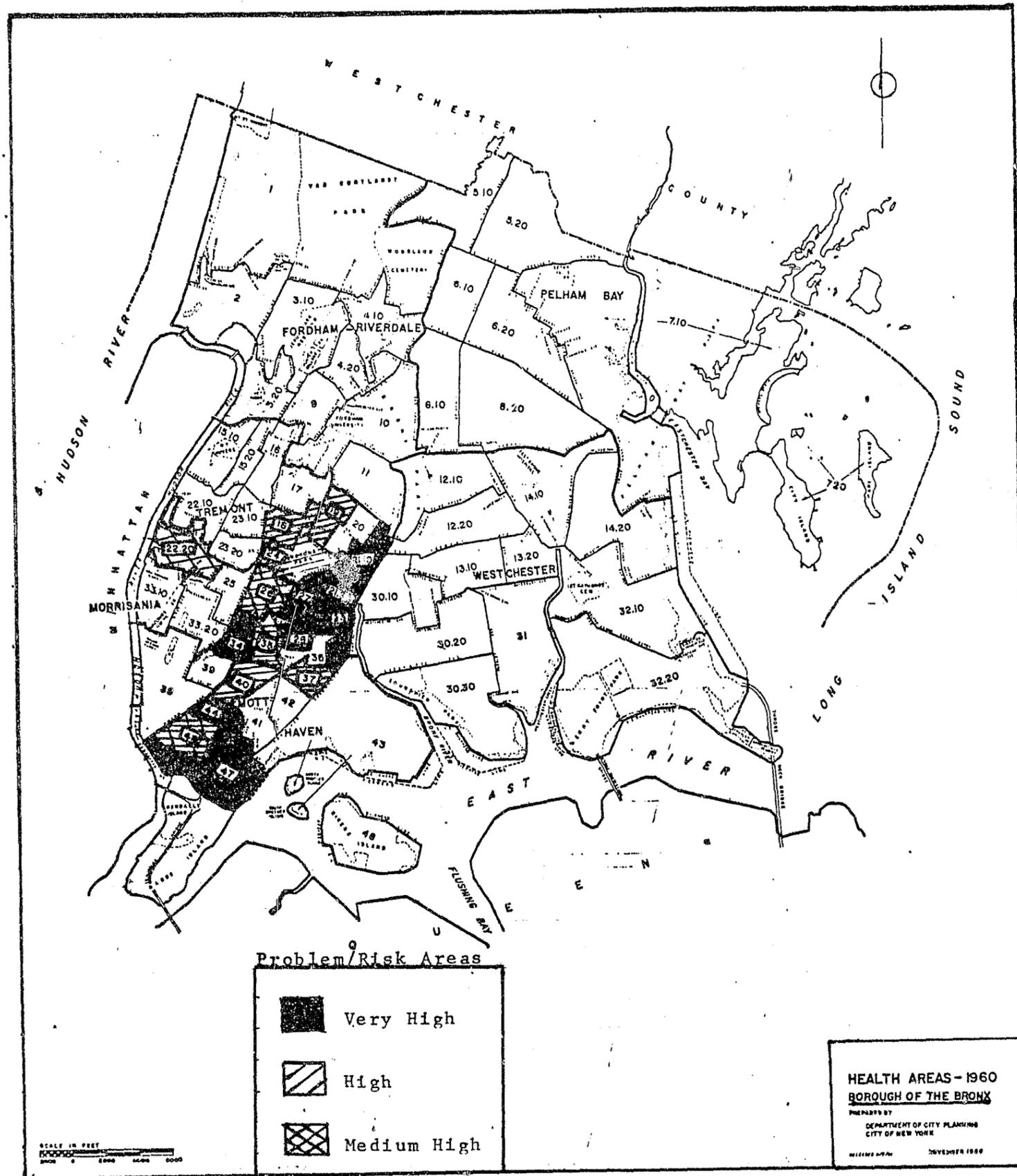
NEW YORK					
	Black	Puerto Rican	White	Other	Total, % of Sample
Protestant	15 (60%)	-	-	1 (50%)	16 (30%)
Catholic	9 (36%)	19 (100%)	6 (76%)	1 (50%)	35 (65%)
Jewish	-	-	1 (12%)	-	1 (2%)
Other	1 (4%)	-	1 (12%)	-	2 (3%)
Total, % of Sample	25 (46%)	19 (35%)	8 (15%)	2 (4%)	64 (100%)

Table I-D

QUEENS					
	Black	Puerto Rican	White	Other	Total, % of Sample
Protestant	33 (86%)	-	3 (8%)	1 (50%)	37 (47%)
Catholic	5 (14%)	2 (100%)	26 (72%)	1 (50%)	34 (44%)
Jewish	-	-	6 (17%)	-	6 (8%)
Other	-	-	1 (3%)	-	1 (1%)
Total, % of Sample	38 (48%)	2 (3%)	36 (46%)	2 (3%)	78 (100%)

Table I-E

RICHMOND					
	Black	Puerto Rican	White	Other	Total, % of Sample
Protestant	2 (100%)	-	-	-	2 (40%)
Catholic	-	1 (100%)	1 (50%)	-	2 (40%)
Jewish	-	-	-	-	-
Other	-	-	1 (50%)	-	1 (20%)
Total, % of Sample	2 (40%)	1 (20%)	2 (40%)	-	5 (100%)



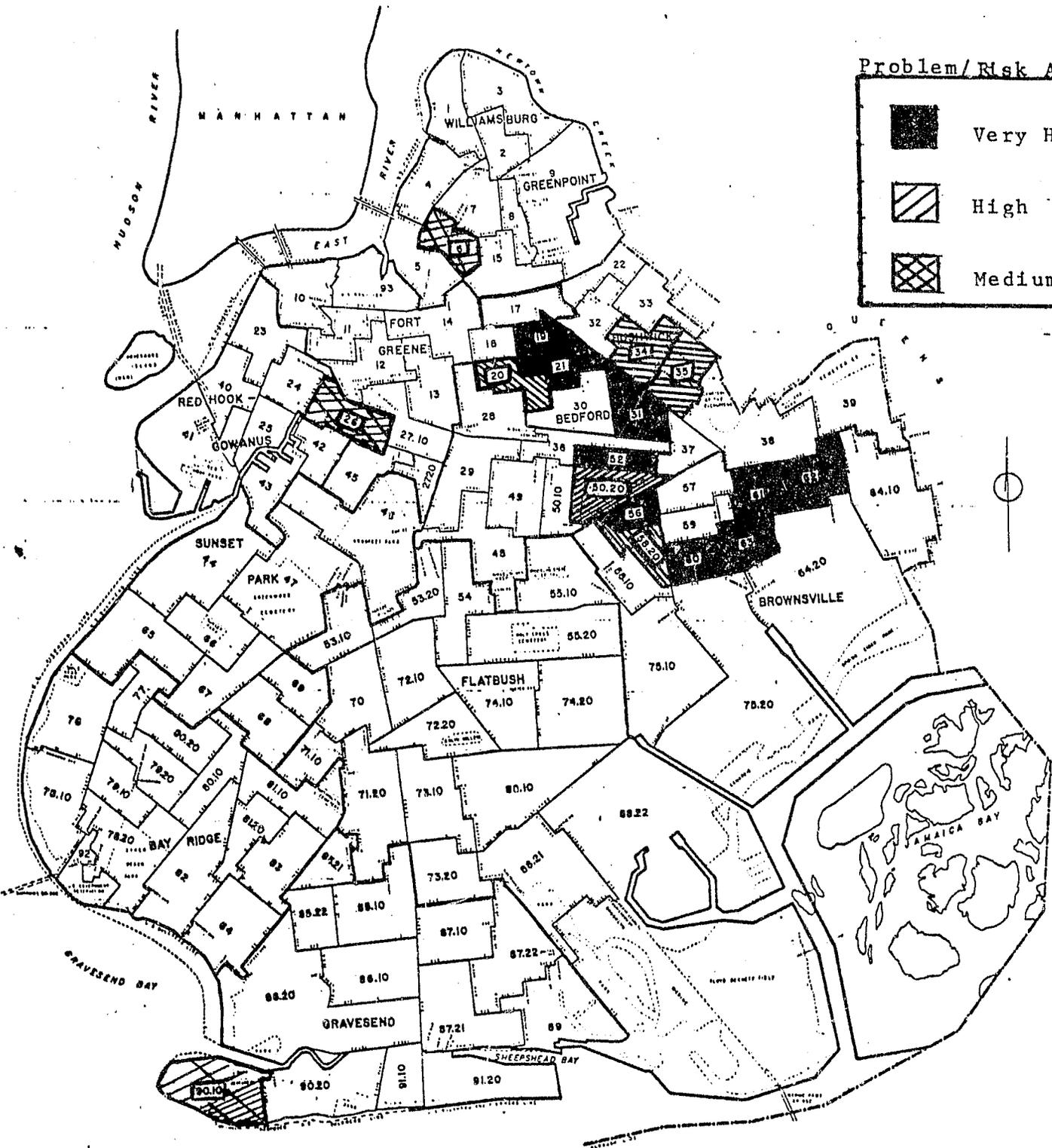
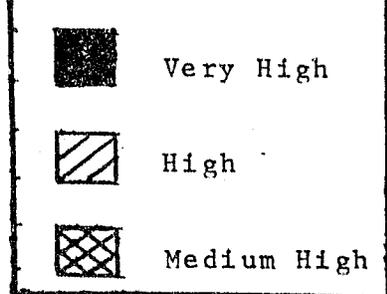
HIGH RISK HEALTH AREAS (HA)  
BPNX

HA	7-15 YRS. 1970	JDS/ 1,000 1971	AR- RESTS 1971	IM/* 1,000 1971	% O.W. 1971	V.D.* 7-20 YRS. 1971	%** DROP- OUT 16-21 YRS. 1971	%** UNEM- PLOY. 16-21 YRS. 1971	P.A./ 1,000 CASES 1971	P.A./ NO.OF CASES 1971	MEDIUM INCOME 1970	MEAN INCOME 1970
18	3,550	103	69	27	48	718	41	41	453	2,116	\$5,069	\$5,830
19	5,740	67	77	37	46	614	38	42	400	3,193	5,385	6,215
21.1	3,213	93	79	32	41	1,056	47	45	458	2,798	5,071	6,044
21.2	3,623	99	113	30	53	509	48	31	543	2,737	4,382	5,386
24	2,569	113	65	25	44	1,011	48	55	507	1,797	4,531	5,254
27	5,023	82	108	28	56	1,078	40	41	496	3,358	4,746	5,363
28	3,599	85	110	38	59	1,076	40	40	424	2,215	5,041	5,552
29	5,383	134	227	32	46	838	40	37	515	4,433	5,108	5,963
34	2,518	104	79	37	57	1,314	47	38	461	1,767	4,506	5,369
37	4,517	96	101	16	49	515	46	39	453	3,043	5,336	7,600
40	4,456	72	50	32	45	662	46	42	430	2,883	5,628	6,003
44	3,790	110	127	23	49	532	50	47	507	2,671	4,412	5,029
45	7,204	109	169	29	44	485	35	34	395	3,860	5,933	7,285
47	3,552	114	115	21	50	555	39	38	429	2,303	5,371	5,681

Sources - 1970 Census - Total population by Age Distribution New York City by Health Areas; Selma J. Glick, Program Planning, Budget & Review, Youth Services Agency; New York City Health Department; New York City Planning Commission; New York City Department of Social Services. Characteristics of the Population in New York City Health Areas: 1970; No. 2 Family Income; Community Council of Greater New York.

\* Infant Mortality, Out-of-Wedlock, Venereal Disease. \*\*Drop-out & Unemployment-1970.

Problem/Risk Areas



HEALTH AREAS - 1960  
BOROUGH OF BROOKLYN

PREPARED BY  
DEPARTMENT OF CITY PLANNING  
CITY OF NEW YORK

NOVEMBER 1960

**CONTINUED**

**1 OF 2**

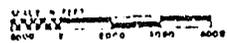
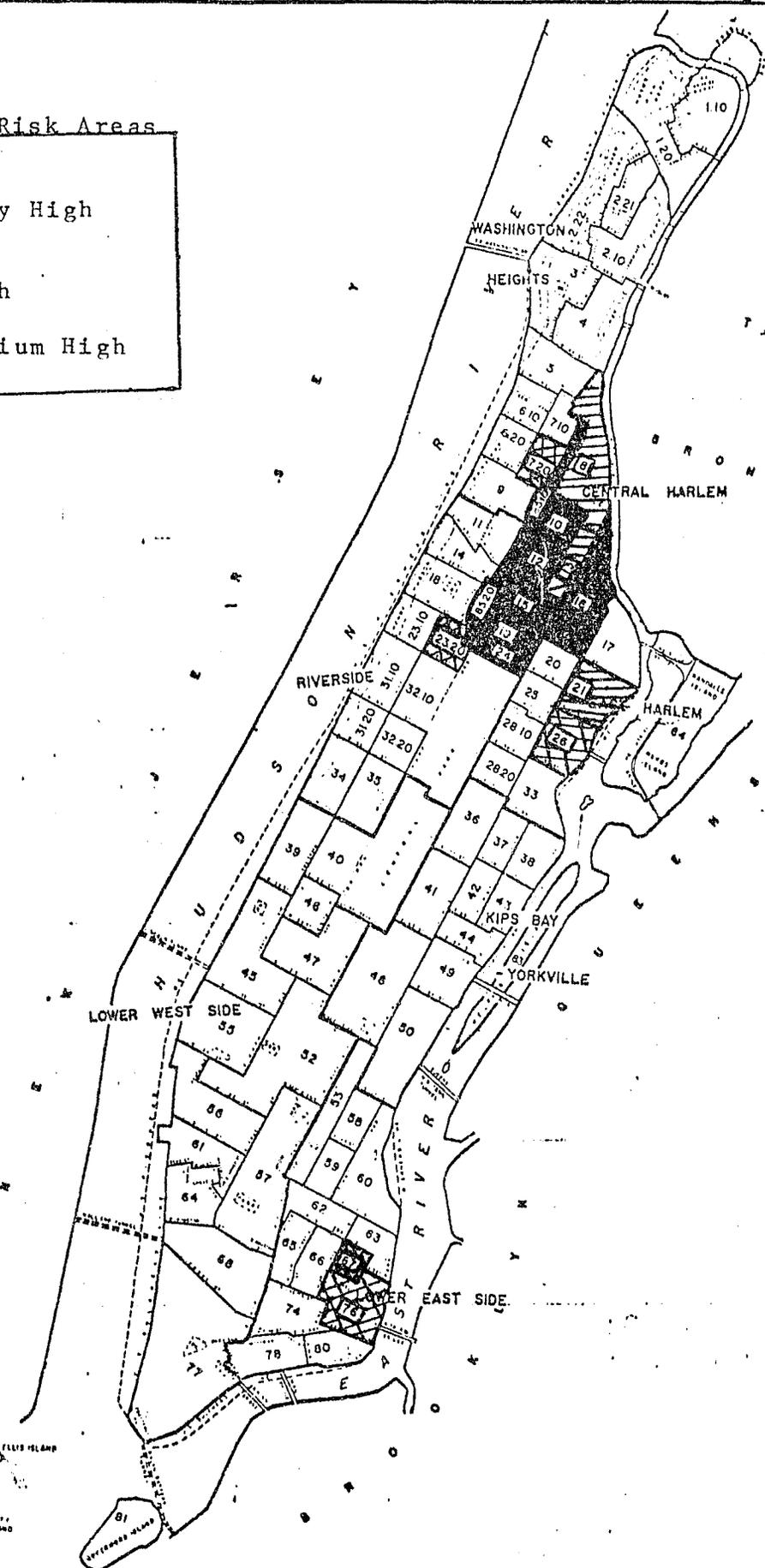
HIGH RISK HEALTH AREAS (HA)  
BROOKLYN

HA	7-15 YRS. 1970	JDS/ 1,000 1971	AR- RESTS 1971	IM/* 1,000 1971	%* O.W. 1971	V.D.* 7-20 YRS. 1971	%** DROP- OUT 16-21 YRS.	%** UNEM- PLOY. 16-21 YRS.	P.A./ 1,000 1971	P.A./ NO.OF CASES 1971	MEDIUM INCOME 1970	MEAN INCOME 1970
19	5,168	118	105	25	52	804	40	39	521	3,226	\$5,249	\$5,949
20	3,417	146	85	36	52	1,361	26	30	357	2,494	5,945	6,951
21	4,239	131	108	17	58	1,178	31	35	422	2,623	5,760	6,570
31	5,635	160	101	36	53	1,091	29	30	421	3,592	5,922	6,914
34	7,478	142	166	31	33	597	38	35	382	3,712	6,212	6,818
35	6,722	178	272	27	36	525	31	30	386	3,280	6,476	7,269
50.2	6,380	131	147	30	47	787	30	29	401	4,165	6,055	7,282
52	3,390	143	67	35	58	1,021	35	36	445	2,312	5,587	6,148
56	3,512	148	115	47	59	853	42	44	488	2,183	4,831	5,662
58.2	3,057	114	69	23	47	875	35	34	431	2,324	5,819	6,838
60	2,483	167	79	43	54	636	33	30	524	1,337	5,549	6,689
61	3,977	150	113	40	44	664	39	36	490	2,219	5,246	6,070
62	6,880	122	152	30	44	524	38	32	459	3,239	5,856	6,843
63	5,082	174	168	27	42	637	34	32	575	3,056	5,516	6,626

Sources - 1970 Census - Total population by Age Distribution New York City by Health Areas; Selma J. Glick, Program Planning, Budget & Review, Youth Services Agency; New York City Health Department; New York City Planning Commission; New York City Department of Social Services, Characteristics of the Population in New York City Health Areas: 1970; No. 2: Family Income; Community Council of Greater New York.  
\*Infant Mortality, Out-of-Wedlock, Venereal Disease. \*\*Drop-out & Unemployment - 1970.

Problem/Risk Areas

-  Very High
-  High
-  Medium High



**HEALTH AREAS-1960**  
**BOROUGH OF MANHATTAN**  
 PREPARED BY  
 DEPARTMENT OF CITY PLANNING  
 CITY OF NEW YORK  
WALTON MAPS NOVEMBER 1960

HIGH RISK HEALTH AREAS (HA)  
NEW YORK

HA	7-15	JDS/	AR-	IM/*	%*	V.D.*	%**	%**	P.A./	P.A./	MEDIUM	MEAN
	YRS. 1970	1,000 1971	RESTS 1971	1,000 1971	O.W. 1971	7-20 1971	DROP 16-21 1971	UNEM- 16-21 1971	1,000 CASES 1971	NO.OF CASES 1971	INCOME 1970	INCOME 1970
8	7,002	108	130	33	56	368	27	30	235	4,139	\$6,998	\$7,770
10	2,673	183	56	21	63	3,066	30	30	344	3,123	6,036	6,593
12	2,465	166	70	16	62	2,223	28	24	335	2,460	5,804	6,433
13	1,676	167	54	30	63	2,867	34	35	261	1,871	6,399	7,528
15	1,522	204	61	36	61	4,076	36	36	328	2,440	5,553	6,209
16	3,788	131	84	29	54	2,581	31	36	309	3,113	6,476	7,409
19	2,265	190	111	34	66	2,418	31	35	373	2,067	5,042	5,844
21	5,195	74	59	31	46	893	38	33	388	3,663	5,236	6,162
24	2,879	148	91	39	58	2,488	26	34	313	2,321	5,827	6,993
67	2,495	140	85	26	45	953	39	44	477	2,495	4,931	5,677
85.1	1,350	347	93	11	63	3,357	31	42	352	1,703	5,708	6,585
85.2	2,493	153	79	34	72	2,368	29	33	340	2,586	5,993	6,826

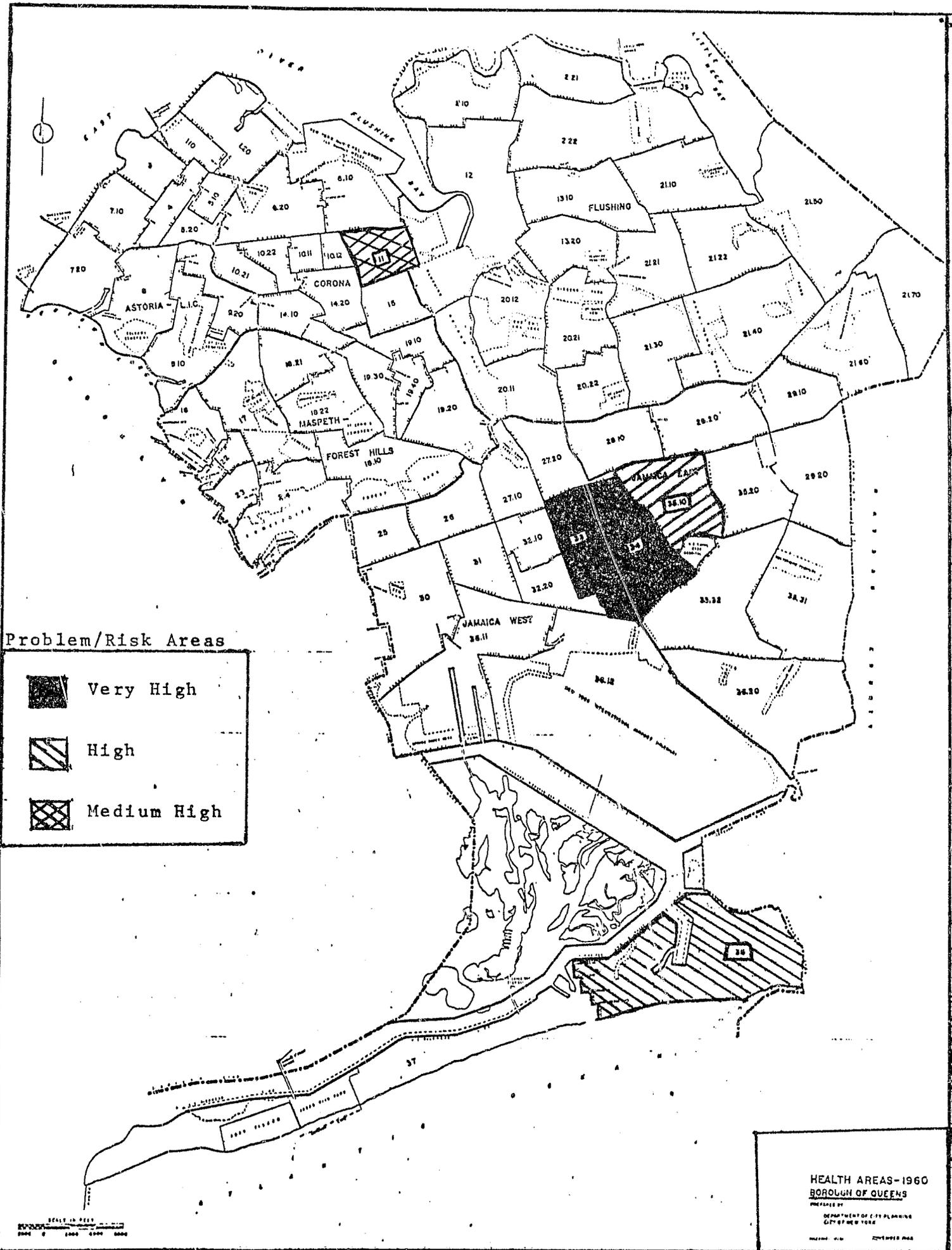
Sources - 1970 Census - Total Population by Age Distribution New York City by Health Areas; Selma J. Glick, Program Planning, Budget & Review, Youth Services Agency; New York City Health Department; New York City Planning Commission; New York City Department of Social Services. Characteristics of the Population in New York City Health Areas: 1970; No. 2: Family Income; Community Council of Greater New York.

\*Infant Mortality

Out-of-Wedlock

Venereal Disease

\*\* Drop-out & Unemployment-1970



Problem/Risk Areas

	Very High
	High
	Medium High

HEALTH AREAS-1960  
BOROUGH OF QUEENS

PREPARED BY  
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CITY OF NEW YORK

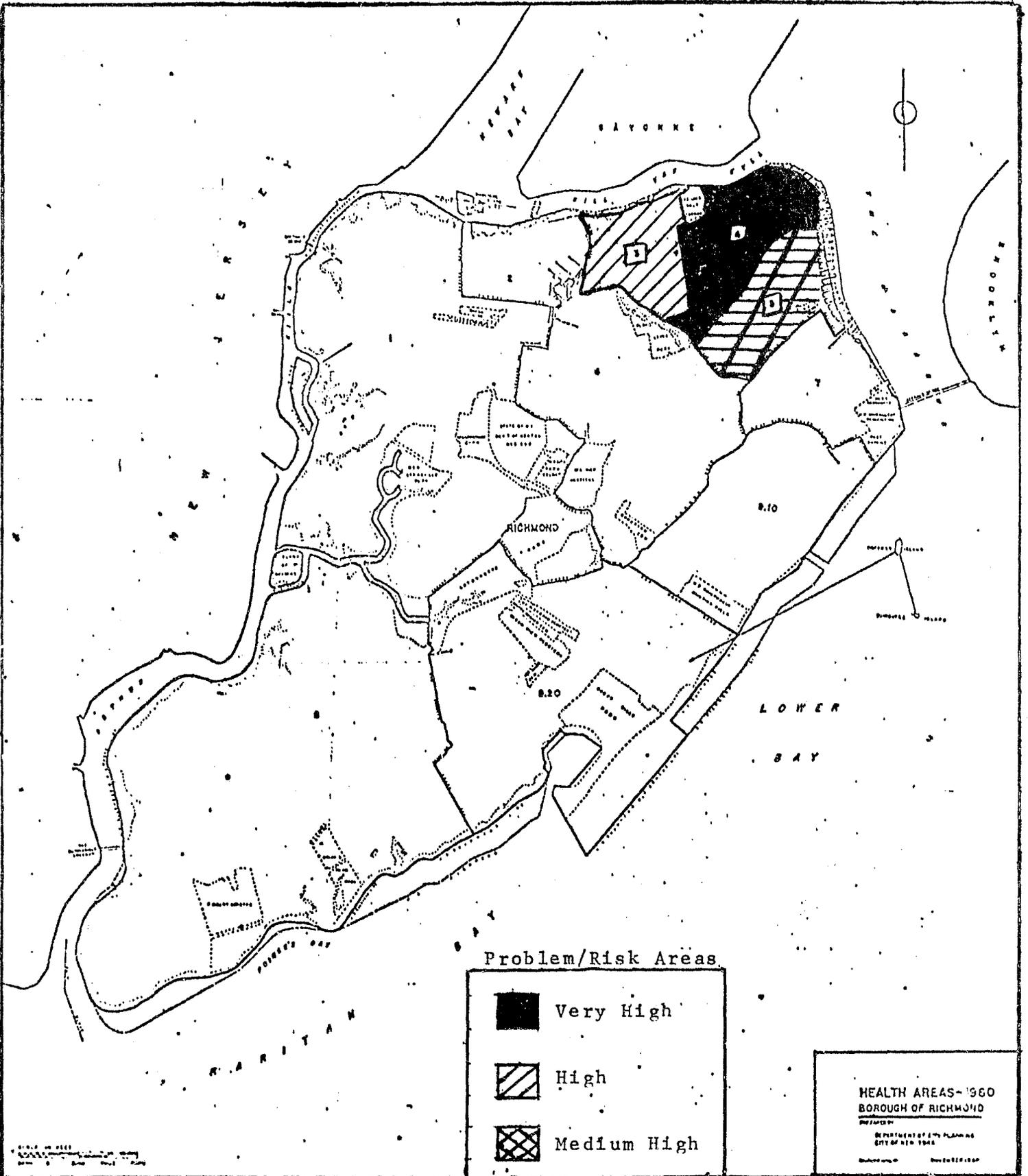
HIGH RISK HEALTH AREAS (HA)  
QUEENS

HA	7-15	JDS/	AR-	IM/*	%*	VD*	%**	%**	P.A./	P.A./	MEDIUM	MEAN
	YRS.	1,000	RESTS	1,900	O.W.	7-20	DROP-	UNEM-	1,000	NO.OF		
	1970	1971	1971	1971	1971	1971	YRS.	YRS.	1971	1971	1970	1970
33	5,214	102	137	34	39	85	21	21	217	2,030	\$ 9,441	\$10,354
34	7,646	108	238	33	48	103	23	25	310	3,892	8,095	9,086
35.1	4,237	84	109	36	38	68	17	19	170	1,513	10,312	11,606
38	9,573	85	220	29	52	163	12	14	126	2,660	10,052	11,829

Sources - 1970 Census - Total Population by Age Distribution New York City by Health Areas; Selma J. Glick, Program Planning, Budget & Review, Youth Services Agency, New York City Health Department; New York City Planning Commission; New York City Department of Social Services. Characteristics of the Population in New York City Health Areas: 1970; No. 2 Family Income; Community Council of Greater New York.

\*Infant Mortality  
Out-of-Wedlock  
Venereal Disease

\*\*Drop-out & Unemployment-1970



HIGH RISK HEALTH AREAS (HA)  
RICHMOND

HA	7-15	JDS/	AR-	IM/*	%*	VD*	***	***	P.A./	P.A./	MEDIUM	MEAN
	YRS.	1,000	RESTS	1,000	O.W.	7-20	DROP-	UNEM-	1,000	NO.OF	INCOME	INCOME
	1970	1971	1971	1971	1971	1971	YRS.	YRS.	1971	1971	1970	1970
3	3,963	66	75	20	11	69	16	15	62	541	\$11,054	\$12,104
4	4,054	69	104	9	16	331	14	14	10	988	10,896	12,335

Sources - 1970 Census - Total Population by Age Distribution New York City by Health Areas; Selma J. Glick, Program Planning, Budget & Review, Youth Services Agency; New York City Health Department; New York City Planning Commission; New York City Department of Social Services. Characteristics of the Population in New York City Health Areas: 1970; No. 2 Family Income; Community Council of Greater New York.

\*Infant Mortality  
Out-of-Wedlock  
Venereal Disease

\*\*Drop-out & Unemployment-1970

	Corporal Punishment	Rigid /Strict	Inad- equate	Neglect- ful	Reject- ing	Sibling Problems	Substitute Parent Problems
Bronx	21(31%)	20(30%)	52(78%)	37(55%)	44(66%)	19(28%)	15(22%)
Kings	35(31%)	46(41%)	37(33%)	27(24%)	40(36%)	20(17%)	23(20%)
New York	16(31%)	15(29%)	25(48%)	15(29%)	22(42%)	1(2%)	7(14%)
Queens	27(33%)	31(39%)	46(56%)	28(36%)	45(58%)	16(21%)	19(24%)
Richmond	2(40%)	1(20%)	5(100%)	3(60%)	3(60%)	1(20%)	-
Total	101(32%)	113(36%)	165(52%)	110(35%)	154(49%)	57(18%)	64(20%)

Percentages relate to sample within each county.

	Truancy	Absconding	Late Hours
Bronx	50(75%)	43(64%)	25(37%)
Kings	89(79%)	77(69%)	55(49%)
New York	30(56%)	30(56%)	17(32%)
Queens	52(67%)	36(46%)	32(41%)
Richmond	4(80%)	5(100%)	2(40%)
Total, % of sample by county	225(71%)	191(60%)	131(42%)

	School	Home	Hos- tility	Heroin	Other Drugs	Phys- ical Problems	Mental Retar- dation	Psychi- atric Problems	Sexual Problems
Bronx	23(34%)	29(43%)	22(33%)	15(22%)	8(11%)	13(19%)	4(6%)	17(25%)	2(3%)
Kings	61(54%)	29(25%)	21(19%)	26(23%)	35(23%)	12(11%)	-	15(13%)	5(4%)
New York	28(52%)	7(13%)	7(13%)	7(13%)	5(8%)	2(4%)	-	8(15%)	1(2%)
Queens	32(41%)	22(28%)	18(23%)	19(24%)	20(24%)	8(10%)	-	12(15%)	14(18%)
Richmond	1(20%)	4(80%)	1(20%)	-	-	2(40%)	-	-	-
Total	145(46%)	91(29%)	69(21%)	67(21%)	68(21%)	37(21%)	4(1%)	52(16%)	22(7%)

Percentages relate to number within each county.

	Bronx	Kings	New York	Queens	Richmond	Total, % of sample
Commissioner of Social Services	9(14%)	35(31%)	3(9%)	12(15%)	-	61(19%)
Training Schools	22(34%)	15(13%)	9(17%)	16(21%)	1(20%)	63(20%)
Voluntary Agencies	34(52%)	62(56%)	40(74%)	50(64%)	4(80%)	190(61%)
Total	*65(100%)	112(100%)	54(100%)	78(100%)	5(100%)	314(100%)

\*Note: Two children, one boy and one girl, were placed with their grandmother.  
DFY Title II placements are included with voluntary agency placements.

	<u>Mother</u>	<u>Relative</u>	<u>Bureau of Attendance</u>	<u>Insti- tution</u>	<u>Other</u>	<u>Total</u>
Bronx	45 (67%)	15 (22%)	1 (2%)	4 (6%)	2 (3%)	67 (100%)
Kings	84 (75%)	15 (13%)	8 (7%)	5 (5%)	-	112 (100%)
New York	28 (52%)	11 (20%)	8 (15%)	5 (10%)	2 (3%)	54 (100%)
Queens	42 (54%)	12 (16%)	15 (19%)	5 (6%)	4 (5%)	78 (100%)
Richmond	5 (100%)	-	-	-	-	5 (100%)
Total, % of sample	204 (65%)	53 (17%)	32 (10%)	19 (6%)	8 (2%)	316 (100%)

	<u>Black</u>	<u>Puerto Rican</u>	<u>White</u>	<u>Other</u>	<u>Total</u>
Bronx	23 (85%)	22 (85%)	8 (62%)	-	53 (79%)
Kings	46 (78%)	25 (80%)	14 (82%)	2 (40%)	87 (78%)
New York	22 (88%)	15 (79%)	5 (63%)	1 (50%)	43 (80%)
Queens	35 (92%)	2 (100%)	25 (69%)	2 (100%)	64 (82%)
Richmond	1 (50%)	-	2 (100%)	-	3 (60%)
Total, % of each ethnic group	127 (84%)	64 (81%)	54 (71%)	5 (50%)	250 (79%)

	Juvenile Center	Shelter	Diagnostic/ Psychiatric
Bronx	38 (57%)	15 (22%)	16 (24%)
Kings	61 (55%)	23 (21%)	15 (13%)
New York	27 (50%)	17 (31%)	16 (30%)
Queens	39 (50%)	14 (18%)	35 (45%)
Richmond	2 (40%)	-	2 (40%)
Total	167 (53%)	69 (22%)	84 (27%)

Percentages relate to total population per county.

	Bronx	Kings	New York	Queens	Richmond	Total, % of sample
Diagnostic Evaluation	27 (37%)	18 (19%)	13 (30%)	49 (54%)	3 (60%)	110 (36%)
Refuses to Cooperate	22 (30%)	29 (31%)	18 (41%)	24 (27%)	1 (20%)	94 (31%)
Refuses to go Home	4 (5%)	13 (14%)	5 (11%)	2 (2%)	-	24 (7%)
Family Refuses to take Home	15 (20%)	22 (23%)	7 (16%)	15 (17%)	1 (20%)	60 (20%)
Other	6 (8%)	12 (13%)	1 (23%)	-	-	19 (6%)
Total	74 (100%)	94 (100%)	44 (100%)	90 (100%)	5 (100%)	307 (100%)

Note: There could have been more than one reason per child.

Table X Laspe of time between filing of petition and finding by County

	Same Day	1 - 14 Days	15 - 28 Days	28+ Days
Kings	55 (50%)	31 (28%)	8 (7%)	17 (15%)
Bronx	25 (37%)	24 (36%)	2 (3%)	16 (24%)
Queens	32 (41%)	18 (23%)	6 (8%)	22 (28%)
Richmond	2 (40%)	-	3 (60%)	-
New York	15 (28%)	12 (22%)	5 (9%)	22 (41%)
Total	129 (41%)	85 (27%)	22 (7%)	78 (25%)

Note: Time period not known for two children.  
Percentages relate to total within each county.

Table XI Laspe of time between fact-finding and disposition by County

	0 - 3 Months	3 - 6 Months	6+ Months
Kings	4 (37%)	21 (19%)	49 (44%)
Bronx	22 (33%)	25 (37%)	20 (30%)
Richmond	2 (40%)	1 (20%)	2 (40%)
New York	14 (26%)	13 (24%)	27 (50%)
Queens	13 (17%)	25 (32%)	40 (51%)
Total	92 (29%)	85 (27%)	138 (44%)

Note: Time period not known for one child.  
Percentages relate to total within each county.

Table XII Children on probation by Ethnic Origin and County

	Black	Puerto Rican	White	Other	Total, % of sample
Bronx	9 (33%)	9 (35%)	4 (31%)	-	22 (33%)
Kings	18 (31%)	6 (19%)	6 (35%)	-	30 (27%)
New York	8 (32%)	3 (16%)	5 (63%)	-	16 (30%)
Queens	22 (58%)	1 (50%)	17 (47%)	1 (50%)	41 (53%)
Richmond	1 (50%)	-	-	-	1 (20%)
Total	58 (38%)	19 (24%)	32 (42%)	1 (16%)	110 (35%)

Note; Percentages relate to total number in each ethnic group by county.

	Bronx	Kings	New York	Queens	Richmond	Total, % of each petition
Neglect	13(32%)	10(15%)	3(11%)	6(18%)	1(50%)	33(20%)
PINS	15(36%)	31(48%)	8(31%)	14(42%)	-	68(41%)
Delinquency	13(32%)	24(37%)	15(58%)	13(40%)	1(50%)	66(39%)
Total	41(100%)	65(100%)	26(100%)	33(100%)	2(100%)	167(100%)

	Bronx	Kings	New York	Queens	Richmond	Total, % of each disposition
Adjusted	14(28%)	20(39%)	12(43%)	14(33%)	-	60(34%)
Dismissed	10(20%)	10(20%)	5(18%)	9(22%)	1(50%)	35(20%)
Withdrawn	10(20%)	7(13%)	6(21%)	8(19%)	-	31(18%)
Suspended Judgment	-	1(2%)	-	-	-	1(1%)
Probation	3(6%)	9(18%)	1(4%)	3(7%)	-	16(9%)
Placement	7(13%)	1(2%)	2(7%)	5(12%)	1(50%)	16(9%)
Discharge	7(13%)	3(6%)	2(7%)	3(7%)	-	15(9%)
Total	51(100%)	51(100%)	28(100%)	42(100%)	2(100%)	174(100%)
(Unknown Disposition)	(7)	(14)	-	(2)	-	(23)

	Bronx	Kings	New York	Queens	Richmond	Total, % of each petition
Neglect	1(3%)	1(2%)	-	3(6%)	-	5(3%)
PINS	7(21%)	17(40%)	-	6(13%)	1(10%)	31(18%)
Delinquency	17(52%)	17(40%)	33(77%)	28(60%)	9(90%)	104(59%)
Transfer of Placement	8(24%)	8(18%)	10(23%)	10(21%)	-	36(20%)
Total	33(100%)	43(100%)	43(100%)	47(100%)	10(100%)	176(100%)

	Bronx	Kings	New York	Queens	Richmond	Total, % of each disposition
Adjusted	2(7%)	4(11%)	1(3%)	2(5%)	1(10%)	10(7%)
Dismissed	7(24%)	4(11%)	12(41%)	15(38%)	3(3%)	41(28%)
Withdrawn	3(10%)	1(3%)	6(20%)	5(13%)	1(10%)	16(11%)
Suspended Judgment	1(4%)	-	-	1(3%)	-	2(1%)
Probation	1(4%)	1(3%)	1(3%)	1(3%)	-	4(3%)
Placement	5(17%)	9(25%)	1(3%)	2(5%)	-	17(12%)
Discharged	10(34%)	9(25%)	3(10%)	3(8%)	5(50%)	30(21%)
Vacate Placement	-	8(22%)	6(20%)	10(25%)	-	24(17%)
Total	29(100%)	36(100%)	30(100%)	39(100%)	10(100%)	144(100%)
Unknown	(4)	(7)	(13)	(8)	(-)	(32)

**END**