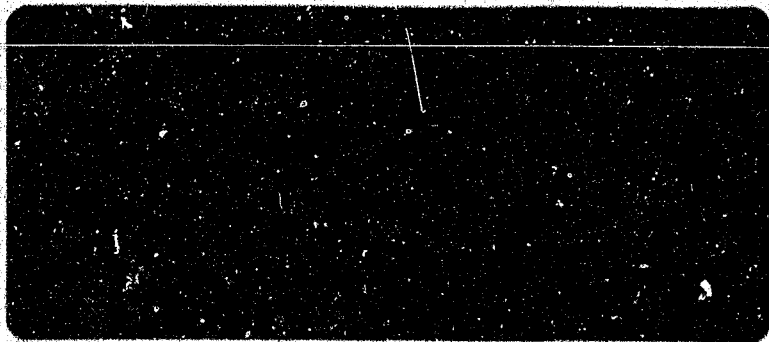


GOALS AND INITIATIVES FOR THE DIVISION FOR
YOUTH. A PLANNING MODEL
NEW YORK STATE
DIVISION FOR YOUTH
MILTON LUDEN - DIRECTOR
ROSALYN S. WATSON - DEPUTY DIRECTOR
March, 1975

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7 GOALS AND OBJECTIVES FOR THE DIVISION FOR
YOUTH: - A PLANNING MODEL

NEW YORK STATE -
DIVISION FOR YOUTH

MILTON LUGER - DIRECTOR

ROSLYN G. McDONALD - DEPUTY DIRECTOR
March, 1975

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ACQUISITIONS

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MILTON LUGER
DIRECTOR

NEW YORK STATE EXECUTIVE DEPARTMENT
DIVISION FOR YOUTH
2 WORLD TRADE CENTER
23RD FLOOR
NEW YORK, N. Y. 10047

June 20, 1975

ROSLYN G. McDONALD
DEPUTY DIRECTOR
TEL: AREA CODE 212
488-5109

To the Reader:

The pages which follow identify the goals of the Division for Youth for the coming year. "Goals" are designed by Planners whose job it is to look at what is going on, see ahead and design a system, a framework within which an organization can operate - so that it can get where it wants to go. The goals are the first ones prepared by Planners for DFY - "cross the board." They are a "first cut" and attempt to codify what the agency is aiming to do. They were written under a Grant from the New York State Division of Criminal Justice Services. They were developed after many months of reviewing written materials and talking to some of the best minds in the business, yours and others'. It was a very difficult task. Planning isn't easy in an agency with lots to do. There were many setbacks along the way, but here they are. We ask you to read them and help us to decide their value for your work and the work of DFY. Just a note: they may not be easy to read. Planning is full of jargon, like all specialties, but we ask you to stick with them and let us know your reactions.

For the next twelve months, one of the major jobs of planning in DFY will be to take these goals and decide how and where, in practice, they really fit and what we need to get where we are going. At the end of the year we will develop the agency's first "Annual Plan," a document which will say how these goals will be implemented - the ones that survive or new ones that must be written.

Thank you.

Research, Program Evaluation
and Planning

Introduction

The goals for program planning and assessment set forth in this report for the Division for Youth are those goals which the Administration will use for planning and program development in the future of the Agency. These goals have been constructed as a tool for the formal organization, planning, and evaluation of all programs and services rendered by the Division for Youth in a more systematic fashion than in the past history of these programs. For years, the Division for Youth has operated programs which offer many aspects of a philosophic approach to rights and opportunities for youth. The Division for Youth wishes now to broaden and specify, through the conceptualization of this planning undertaking, our Agency's plan to programmatically implement increased aspects of this thrust and viewpoint.

Many of the goals that follow are adaptations from the "Justice Model" for Corrections as put forth by David Fogel, Executive Director of the Illinois Law Enforcement Commission. We are indebted for many insights derived from works cited in the text. In addition, the goals draw heavily from the National Advisory Commission on Criminal Justice Standards and Goals, whose three volumes of standards were helpful in sorting out the myriad issues in criminal justice and delinquency prevention planning.

All of this is not to say that the intent of this planning model is to avoid issues of the growth and development of youth in favor of a popular emphasis on the "crime problem." Rather, the purpose is to

introduce standards such as "justice as fairness" to create developmental "space" for more positive programs to grow and flourish. In order to provide for such developmental programs, the Division for Youth takes the position of being the provider of basic rights and access to programs and services. In turn, access to programs and rights provides the milieu for the increased freedom and responsibility of all youth, development of realistic social coping skills, and reintegration of offenders into the community.

The basic assumptions of a "Justice Model," as developed by various authors, for youth services and the juvenile justice system, that is, the statements that define the term for our purposes, are the following:*

- A. Fairness, or equity, is the first principle of social institutions, and governs all facets of social programs.
- B. Each human being is basically normal, and has competency and worth as an individual.
- C. Person-to-person interaction is the most salient realm of human life and should be available to people as the most significant means by which to determine their actions.
- D. The sharing of power in decision-making, as well as participation in social processes, is a basic requirement of equity of treatment and regard.
- E. Tension and disorder are necessary risks that must be taken and cultivated as means of engaging human involvement and fulfillment, in the tasks of living.
- F. Justice, in social relations at every level, is not only a goal for its own sake, but also a primary means of developing feelings of self-worth and competence in the individuals who are treated thusly. To be treated fairly is to be taught that reciprocity and equity are social values and adequate behavior.

*adapted from Selznick in introduction to C-Unit: Men in Quest of Community in Prison, by Studt and Messinger, 1971.

These assumptions are based upon an institutional view of crime and delinquency. They are engendered out of a concern for a minimum of interference in the lives of individuals by society.

They are also descriptive of the value of integrity and worth of the individual as primary, as well as the worth of the therapeutic ethic as valuable wherever feasible mainly within a framework of personal choice and relative autonomy.

On the most general level, they are compatible with the general expansion of rights of individuals that the justice system in this country has undertaken in the last decade. More important, they are consistent with the thrust of judicial decisions in juvenile justice as they affect the Division for Youth (Noah Weinstein, Supreme Court Decisions and Juvenile Justice, National Council of Juvenile Court Judges, Nevada, 1973).

These program objectives are, as yet, another general level of goal definition, but they also give further direction to program statements with more specific objectives in view.

Goals and Objectives of the Division for Youth: A Planning Model

The following statements are the approved goals and objectives of the Division for Youth for the purposes of planning the specific programs, services and projects of the organization. Just how far the organization can accomplish any of these approved goals and objectives for its programs is the task of later stages of the planning process, and they will be achieved only through the cooperative efforts of administration. The following statements are called the approved goals and objectives because they are representative of the level at which the organization would like to or should operate. For example, the Division would prefer that each youth referred to a rehabilitation program be diagnosed and labelled in accordance with a short-term label relating to a level of functioning that can then be addressed in its programs. This is a means of insuring proper program use, as well as minimizing the negative labelling that occurs when social, legal, or clinical labels are used exclusively. This may, or may not, be the level of operation of the Division at the moment, due to lack of a technological scheme for such classification, limitations of staff resources, or over-population of programs. The task of designing an achievement objective, such as "implementing a short-term functional diagnostic system in Title II facilities in 1976," is the next phase of planning and must utilize both the goals stated here, as well as information gained in a planning assessment of the present operating levels of the Division. This is the case with all of the goals and objectives that follow.

The statements contained herein must be read with these conditions in mind.

About the Objectives

There are six groups of objectives in this report divided into Youth Development/Delinquency Prevention, Intake, Rehabilitation, Reentry, Administration, Research, Program Evaluation and Planning. Each group presents a set of objectives that pertain to intervention into the youth services-juvenile justice system on behalf of youth, at a specific level of intervention, namely: policy and legislative level, community and agency intervention level, or individual/group level. These levels roughly correspond to recognized levels of sociological analysis and evaluation of intervention studies (cf. Mullen, Dumpson, et.al. Evaluation of Social Intervention, Jossey-Bass, 1972). As such, they lend themselves to research and evaluation functions, which are vital to the planning function, and are stated in this manner for that reason. Immediately stating the objectives in terms of existing units of services is avoided, since alternatives to such existing services ought to be considered in the planning process. In the long-term planning effort, it is hoped that the easy categorization of the objectives into existing services will be overcome by considering alternatives for implementation. Thus, for example, even though the DFY Placement Services Bureau is the unit involved in the intake affairs of the Division at present, a better way of implementing the objectives of intake contained in this report could possibly be determined (after Phase III and IV of the planning project are completed) to be local youth bureaus taking over this function.

The array of approved goals and objectives that are described in this report are presented in a format covered in earlier documents of the project. This format has been called the "continuum of youth services and the juvenile justice system" to portray the vast network

of services and institutions that control, regulate, and impinge upon the lives of youth in our society in the process of socialization and control. This label describes the function of the planning model to set forth a set of objectives, or standards, which are to be used in setting levels of achievement for youth services and treatment. We are particularly concerned with the services that are controlled directly or indirectly by the Division for Youth and, secondarily, with the goals of other institutions which can be modified by policies or procedures that the Division can affect through advocacy of legislation or policy change.

Each set of objectives contained in the following will be considered by various task forces of staff, Division for Youth administration, and youth and their parents, as the particular sets of objectives affect these groups. An involved, interactive, and cross-validated planning process is to be used to clarify, add to, reject, or otherwise amend these objectives as they pertain to the services, policies, and procedures of the Division for Youth. The planners will furnish information about the nature of these objectives and their implications for program. The judgements as to their suitability must be made by the people whom they affect most.

Methodology

The approved goals and objectives contained in this document have been arrived at by synthesizing several factors. A primary element has been the survey of existing literature and research in the youth services/ rehabilitation fields, drawing from social work, psychiatry, psychology, sociology, penology and criminology. These surveys were reported in earlier documents of the planning project. In addition, the present mandate and functions of the Division for Youth were considered, and given weight, in the use of the "continuum of youth services and the juvenile justice system." A final ingredient in the synthesis of these approved goals and objectives was the expert testimony and critical comment of the Director of the Division for Youth, Milton Luger, and his Deputies, Albert Elias, William Bub, Charles King, and Roslyn G. McDonald. The final statement of the specific goals of this report has been approved by the Director.

We are indebted to the New York State Division of Criminal Justice Services which made this work possible. These goals and objectives were proposed and submitted in partial compliance under the terms of DCJS grant #C - 69291 - "Development of Planning Resources."

Prepared by:

James J. Dahl
Neil John Duffy
Jacob Ross
Stanley Soles

I. Youth Development/Delinquency Prevention.

A. Policy and Legislative Objectives for Youth Development and Delinquency Prevention

1. Support legislation for the establishment, and funding, of locally operated Youth Bureaus and youth services bureaus for the purposes of youth development and delinquency prevention through program coordination of youth services in communities to serve all youth needs.

This objective includes both of the youth bureau models now operated by the Division for Youth. Municipal youth bureaus to coordinate all county/town/city services and neighborhood youth services bureaus for local advocacy and crisis intervention must be integrated for optimum results.

References: Task Force Report on Juvenile Delinquency, 1967 President's Commission on Law Enforcement. Irving Spergel, Community-Problem Solving: The Delinquency Example, Chicago, 1969. National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention, 1973, Standard 3.7 & 3.8. Also see, NYS Youth Commission Law, 19-A, Executive Law.

Assessment: Survey current law, policies, and procedures.

2. Propose legislation and establish programs for new discretionary state funding to localities for youth development problems in high impact neighborhoods of disadvantaged youth and for highly transitional neighborhoods.

The use of 100% funding to aid localities with a severe disadvantaged population is an equitable way of distributing funding for youth problems to those municipalities with severely disadvantaged neighborhoods and without enough resources to participate in a 50% funding program.

References: This is an objective constructed along the lines of recent legal decisions arguing that locally financed education in public schools is inequitable because of the differential ability of districts to pay for education. The means proposed for a more equitable distribution of educational funding is through 100% state financing of public education. We believe this represents an equitable way of distributing funds for youth services also.

Assessment: Survey existing law and policy in NYS.

3. Support legislation to encourage authorized Family Court use of Youth Bureau and youth services programs in localities as alternatives to less appropriate placements of youth.

This is an attempt to provide community-based alternatives for youths coming through the Family Courts by encouraging the use of Youth Bureau programs which, in most cases, are funded and monitored by the Division, in an attempt to give them more visibility and acceptance.

References: National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention, 1973, standard 3.3.

Assessment: Survey present legislation and practices.

B. Community and Agency Intervention Objectives for Youth Development and Delinquency Prevention

1. Provide for the regional and/or county coordination of all state funded and operated services for youth development, delinquency prevention, and juvenile justice system programs so that resources are allocated equitably within the region and/or county and set standards and goals for the coordination of such services so that they can be observed and accomplished.

The provision of a means of regional (horizontal) coordination of existing services is a primary requirement of fair or equitable allocation of resources on a community-based system. If community-based treatment and community prevention and development services are a goal, then a pattern of coordination must evolve from that community-based region to suit the needs of youth in the area. If that pattern of services is not planned and monitored by a unit responsible for regional coordination, a pattern of services that is fragmented, with vertical responsibility, may result, and the objectives of community planning and coordination may be impossible to realize. Thus, the Division for Youth should structure a pattern for regional community development that will make possible the coordination of all community resources to match local needs and resources.

References: Spergel, Community Problem Solving: The Delinquency Example, Chicago, 1969. See also, Dahl and Alberts, Report of Community Development Project for the Division for Youth, 1974.

Assessment: Present patterns of coordination of community and state resources will be surveyed and alternatives will be explored.

2. Develop policies, funding sources, and programs that support an approach to community decision making and a community-centered approach to delinquency prevention program design and operation.

The development of community-centered programs of youth development and delinquency prevention is a general requirement that must be kept in view for all programs. Current analyses show that the problem of delinquency, and many problems of youth development, are the result of the inability of communities to respond to their problems before the intervention of courts or state agencies are required.

References: Spergel, Community Problem Solving: The Delinquency Example, Chicago, 1969. President's Commission Report on Law Enforcement and Criminal Justice, 1967.

Assessment: Survey current policies, funding sources, and program development procedures of the Division for Youth.

3. The guidelines of the Division for Youth, in setting priorities for local programs, should seek to obtain a priority allocation of resources, maximum community participation, and efficient intervention into institutional patterns of service.

The guidelines of the Division for all youth-serving programs funded under the local assistance provisions should provide for the just allocation of resources, as well as the efficient use of program funds along priority lines.

References: Fogel, unpublished manuscript, 1974. Martin, "Towards a Political Definition of Delinquency," HEW, 1970.

Assessment: Survey present guidelines.

4. The Division for Youth must design examples, designate priorities, and help fund programs of "service brokerage" in the following categories of youth activities:

Youth Employment

Education

Recreation

Health

Mental Health

Juvenile Justice System

Each of these areas of youth programming is an important element of youth development in the community. The Division for Youth seeks to aid programs in these areas when the major service agency responsible for such programs is unable to do so because of lack of resources or experience. This is a strategy of "service brokerage" whereby youth services projects seek to supplement, demonstrate, or aid in the function of other agencies such as the school or recreation department, but are not to take the place of such agencies. The intent is to exhibit the viability and need for innovative youth services in each of these areas.

Designation of priorities among these major program categories must be geared to shifting priorities, based upon economic projections, evaluation studies, and problem analyses. For example, if it appears, by manpower projections, that youth employment opportunities will be severely limited in any one year, then the priority for local programming funds will be shifted to aspects of employment programs.

References: National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention, 1973, 3.1 - 3.7.
S. Norman, The Youth Service Bureau, 1972, NCCD.

Assessment: Review DFY and Youth Bureau Rules and Regulations as well as Policy on program priorities and funding.

5. Provide youth and community responsibility for the design and implementation of youth services for the communities in which they reside.

Reference: NACCJSG, Community Crime Prevention, 3.2. 'Division for Youth Guidelines, 1975.

Assessment: Review presence or absence of youth and community representatives on planning committees, boards, and program groups. Specify the policies of such representation.

6. Sponsor coalition groups for planning of Division funded and operated services, composed of youth, community adults, private and public agency representatives, and juvenile justice system representatives (judges, probation officers) for such youth agencies, community-wide.

Reference: NACCJSG, ibid., 3.2 Division for Youth Guidelines, 1975.
NYS Division of Criminal Justice Services, ibid., p. IIIC-20.

Assessment: Determine presence or absence of policy requiring such coalitions for decision-making. Survey existing decision-making groups. Project potential for such coalitions.

7. Set State/local assistance guidelines for structuring of services for use by law enforcement and court intake, as diversion for juveniles who are not an immediate threat to public safety and who voluntarily accept referral to youth bureau services (which must be operated independently of the justice system using indirect controls and contract accountability).

Reference: NACCJSG, ibid. 3.3.R. Gemignani, "Diversion of Juvenile Offenders from the Juvenile Justice System" in New Approaches to the Diversion and Treatment of Juvenile Offenders, U.S. Department of Justice, 1973.

Assessment: Examine present New York State guidelines for local programs.

8. Youth bureau services should be funded for individual advocacy on a "service brokerage" basis, with direct services operated only where none presently exist, and then as demonstration projects to be integrated into a community agency.

Reference: NACCJSG, ibid. 3.4. S. Norman, The Youth Service Bureau, 1972, p. 73. Crisis in Child Mental Health, 1969, p. 278.

Assessment: Determine amount funded and length of time in existence for direct services for youth, with correlation to the institution in the community that is responsible for that service, e.g., \$10,000 for tutoring services for 6 years, would be cause to examine why the school is not providing remedial instruction.

9. Guidelines for youth bureau staffing should require specific professional qualifications for administrative positions, with no necessary emphasis on professional social work degrees, and a mixture of indigenous staff and volunteers represented in agency staffing patterns.

Reference: NACCJSG, ibid., 3.5. Youth Services Bureau, p. 25-6.

Assessment: Survey present staffing patterns and guidelines.

10. Establish rules and regulations which support the organization and operation of local municipal Youth Bureaus for the purpose of carrying out the youth advocacy task of community development, both at the municipal level and at the neighborhood youth services bureau level.

- (1) Set local goals
- (2) Set priorities based on community analysis and inventory of services.
- (3) Set measurable project goals and provide evaluation feedback to program operators.
- (4) Revise annually, the local plan for comprehensive youth services.
- (5) Coordinate regionally, all locally operated youth services through Youth Bureaus.

References: National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention, 3.1. NYS Division for Youth, Planning Guidelines, 1975. NYS Division of Criminal Justice Services, 1974 Comprehensive Crime Control Plan, 1974, p. I-20.

Assessment: Review current policies and procedures of state administration and examine applications for current youth bureau funding, as well as assess potential for service organization of this type.

11. Develop the comprehensive planning capability of local youth bureaus and youth services agencies by furnishing leadership and technical assistance to developing programs, as well as information to ongoing planning efforts of municipalities.

The furnishing of assistance to localities, which are developing plans and increasing sophisticated programs, is necessary for the fair development of the capabilities of the localities. Few localities are ready for a vast change in responsibility as provided for through the new emphasis on community-based planning, and they require considerable assistance from outside sources.

References: Local assistance provisions of NYS Division for Youth mandate, Executive Law, 19-G.

Assessment: Survey present patterns of planning services in localities.

12. Effectiveness of Youth Bureaus and their programs should be measured both by the Youth Bureau and by the Division for Youth.

- (1) Evaluation objectives and methods should be stated on program applications for funding to the state and/or municipal youth bureau and should be related to stated local priorities.
- (2) The Division for Youth should comparatively evaluate the effectiveness of different youth bureaus and the effectiveness of programs of various types.
- (3) Youth bureaus should have information systems on programs and services provided, as well as outcome and characteristic data of clients served.
- (4) The Division should maintain a central information system of program and youth population data.
- (5) Trends in arrest, court referral, detention, petition dispositions, and other pertinent community information should be maintained both by the particular youth bureau and collected by the state.

Reference: NACCJSG, *ibid.* 3.6. Norman, Youth Service Bureau, p. 139.

Assessment: i. Prepare evaluation system for youth bureaus and programs .
ii. Survey youth bureau evaluation procedures and products.

C. Individual and Group Intervention Program Objectives for Youth Development and Delinquency Prevention.

1. Protect the civil and constitutional rights of youth to fair treatment, due process, and equality of opportunity as these rights apply to interactions with social institutions in the community.

These protections are a basic provision of the model and its articulation for community development. The fair treatment of youth is prerequisite to expecting, reciprocally, fair and reasoned behavior from them.

Reference: Kahn, et.al., Child Advocacy, Columbia, 1973.

Assessment: Survey of characteristics of presently funded programs.

2. The Division must aid in the design, development, and funding of a set of youth development and delinquency prevention program categories, with priorities in the following areas:

a. Youth employment programs that:

- (1) Expand job opportunities for all adolescent youth, especially minorities and disadvantaged
- (2) Create or aid in creating after-school or summer employment
- (3) Fund or operate pre-trial intervention programs for youth employment training and/or job placement
- (4) Create or aid job and job training opportunities for offenders and ex-offenders
- (5) Aid in removing barriers to employment of youth
- (6) Promote innovative public and private employment efforts for the placement of offenders and other groups of hard-to-employ youths
- (7) Require employers' compliance with equal opportunity guidelines
- (8) Alleviate housing and transportation barriers to employment

Reference: NACCJSG, Community Crime Prevention, 1973, Chapter 5.

Assessment: Survey present Division policies and guidelines for employment program funding; survey presently funded programs in localities.

b. Youth education projects that:

- (1) Focus on preparation of parents for instructing their children;

- (2) Aid the adoption of policies and practices to insure that schools and classrooms reflect the best examples of justice and democracy in their organization and operation and in the rules and regulations governing student conduct;
- (3) Develop functional literacy in every student before he leaves the school system;
- (4) Develop and aid the implementation of programs for the improvement of language skills, especially in those areas where English facility deficits are an impediment to employment and learning while retaining student pride in their bilingual heritage;
- (5) Aid the development of reality-based curricula that aim at a teaching/learning process to provide simultaneous development of skills for entry jobs and advanced studies preparation; (see U.S. Office of Education standards on career education);
- (6) Aid in developing supportive services to schools that provide health, legal services, counseling, and other aids to development and growth of students; (e.g., Ombudsmen, health service coordination through schools, community counselors);
- (7) Develop and demonstrate the viability of alternatives educational structures and methods, through identification of students in trouble with normal curricula, promotion of alternative opportunities and design of shorter timespan curricula;
- (8) Demonstrate the benefits of using the school facilities and resources for general public use and promote of non-traditional educational functions;
- (9) Aid in-service teacher training on the specific problems of adolescents, the problems of youth in the community, and the role of the school in solving community youth problems such as delinquency and protection of juvenile rights.

Reference: NACCJSG, Community Crime Prevention, 1973, Chapter 6.

Assessment: Survey present DFY policies on funding of education programs through local assistance.

C. Recreation Programs that,

- (1) Develop community-wide, recreational services for all youth as an effective socialization technique to maintain normal statuses of all youth in the community. "All-Star" teams, sex-restricted sports, and other types of recreation activity that limit access to other interests, are to be de-emphasized. Recreational services must reflect a consideration of all the interests of youth in the community, to be ascertained through polls, and varied offerings. They should also include increased co-ed participation and de-emphasis on separation of participants by skill proficiency.

- (2) Provide exciting and "risk-taking" activities as a principal vehicle of psychosocial development tasks. Adolescence is a period of "testing" in human development, and unless legitimate resources for such activities are provided, illegal means are often adopted. Programs such as back-packing, canoeing, mountaineering, and "survival courses" are only a small sample of the innovations that can be tried.
- (3) Tolerate and integrate disruptive and non-participant youth into programs and require special measures such as "outreach" workers. Such measures contribute to the overall goal of youth advocacy by attempting to gain increased participation by usual non-participants, as well as increasing the tolerance for disruptive behavior that segregates those youth who are often most in need of the programs.
- (4) Make use of skilled and sensitive youth workers, who are aware of the special requirements of dealing with adolescents. Unless workers in programs can tolerate adolescent behavior, exhibit empathy towards their problems, and allow youth to participate in program design and operation, programs are often wasted.
- (5) Use innovative resource allocation, and program design to make use of what is available and see beyond the present structure of programs and budget to innovative programs. An example of this type of program would be the use of a vocational education class at a high school to build a new teen center, using funds from a source that might have been instead allocated to pay rent on a conventionally acquired facility. In this way, not only does the teen center get built by "teens," but no additional resources need be allotted, and a savings may be realized.
- (6) Encourage youth participation in program decision-making as a basic requirement of advocacy programs and youth programs in general. Without a basic mechanism to allocate responsibility for policy and resource allocation to youth, the value of any youth program is often not optimized. It is recognized that in programs for younger children, the participation will be less than that for older adolescents.
- (7) Promote family participation activities to help reduce youth-adult alienation and to gain the skill and experience of all groups in the community. Programs such as a monthly "community supper," or an informal auto repair workshop run by a talented adult, can be a vehicle for this concern.
- (8) Use continuous evaluation of recreational programs. Too often the benefit of recreational programs is

taken as a common sense assumption, even when evidence flies in the face of this opinion. When no one shows up to scheduled programs, when attendance dies, or when constant disruptions occur, the problem is not necessarily one of promotion or quelling disturbances, but perhaps of redesigning the program with other interests and intentions in mind. This must be done through monitoring of attendance, analyzing types of youth attending the program, and comparing the relative costs of the activity compared to other alternatives.

- (9) Use assessment of community needs and interests as the best way to design effective and fairly allocated programs. By careful analysis of the interest groups, leisure time available, and the resources at hand, a match can be made of innovative programs to interests and available resources. This must be done frequently, not on a one-shot basis, and should be part of the ongoing evaluation and revision of programs.

Assessment: Survey present program priorities and policies on recreational services.

References: National Advisory Commission on Criminal Justice Standards and Goals, 1973, Community Crime Prevention, Ch. 7.

3. Programs must minimize the negative labelling of youths, especially those youths involved in the juvenile justice system.

Much recent theory and research in the field of delinquency and deviant behavior has been in the area of "labelling" studies. Evidence has been presented that the premature labelling of a youth as a "troublemaker" or undesirable can result in self-fulfilling behavior prophecies. Youths integrate the label definition into their behavior. Labelling of youths can be self-defeating in that it exaggerates the temporary status change of a youth, most times illegitimately. As part of the just treatment of youth, labelling practices must be scrutinized, and short-term labels, which are less damaging, must be established.

References: Matza, Delinquency and Drift, Wiley, 1964. Gemignani, Youth Services Systems, Washington, HEW, 1972.

Assessment: Survey present program priorities of local assistance, and labelling methodologies of community services.

4. Provide for the development of positive social roles for youths as a means of achieving equitable social status.

Much of the difficulty of delinquent behavior, i.e., behavior labelled

deviant by society or a group in the community, is that it is not part of available patterns of mainstream or "normal" behavior in the community. The response for program is to try to break down the patterns of exclusion. Thus, to create or gain access to legitimate roles for youth is to prevent their categorization into deviant or "out-group" roles. Jobs, recreation innovations, and entry into decision-making roles are only a few possibilities.

References: See above. In addition, George Fairweather, Methods for Experimental Social Innovation, Wiley, 1967 and Cloward and Ohlin, Delinquency and Opportunity.

Assessment: Survey characteristics of currently funded programs.

5. Promote the development of identity and autonomy in youth

The developmental value of identity and autonomy must be primary. Those programs that can show progress toward this goal exhibit the values that justice requires. Identity and autonomy are part of the value of freedom embodied in Western culture and characterized by the child development model of Erik Erickson in his Childhood and Society (Yale).

References: Erickson, Childhood and Society; Maslow, Motivation and Personality.

6. Increase the level of moral reasoning in youth

Long term studies by a child-development psychologist at Harvard, Lawrence Kohlberg, have dealt with a model of moral development in education that proposes to enable the conceptualization of the progressive use of increased levels of moral reasoning. The studies so far have produced numerous evidences of the fact that moral precepts used in daily life by all individuals can be identified, placed on a developmental scale, and evaluated. In addition, experiments show that children can be aided in this process. If the goal development is the production of "good" people, who act on conscious evaluations of the consequences of their behavior, then the further exploration of these studies for use in program priorities is indicated.

References: Kohlberg, Moral Education, and Studt, Messinger, et. al., C-Men in Search of Community in Prison

Assessment: Survey of existing programs.

II. Intake

A. Policy and Legislative Objectives for the Intake and Adjudication of Youth in the Juvenile Justice System.

1. Support legislation to permit family court jurisdiction over court placements of youth to age 18, which is the age of majority in NYS.

This goal advocates consistency between the age of legal majority in NYS, and the purview of the Family Court, as a means of providing equal justice. Thus, if one cannot vote until 18 (the sign of ultimate political responsibility in our society) then one ought not to be treated with the full weight of the law until that age.

References: Community Services Society of New York, Legislative Recommendations for 1974.

Assessment: Survey present Family Court procedures.

2. Support experiments on effects of removing status offenders (PINS) from the jurisdiction of the Family Court. Experiment with substituting the jurisdiction of child welfare authorities in each county, who must make a case plan in consultation with parents and child, after a board hearing, if required.

The object of this goal is to test the effects of removing children, who have committed no crime, from the jurisdiction of the court. The child welfare authorities, who presumably bring less stigma than court authorities, can effectively plan for services and offer consultation.

References: Community Service Society of New York, Legislative Recommendations for 1974, Corrections and Youth.

Assessment: Survey present law.

3. Support specific legislation and/or revised policies to establish a comprehensive coordinated system of a monitoring and billing system for all child caring institutions, to promote a just allocation of

child placements in NYS.

A very recent issue in the child care field has been the charge of de facto segregation in the voluntary child caring institutions. (Cf. Wilder vs. Sugarman.) Control over the allocations of placements and billing operations by an overall effective agency is mandatory for the just allocation of resources and the prevention of unequal opportunities for appropriate programs.

References: Elizabeth Schack Remarks to NYS Legislative Committee on Child Welfare, 1974. Wilder vs. Sugarman, 1973.

Assessment: Survey current voluntary agency influence on DFY placement problems.

5. Experiment with intake procedures which would set specific limited, residential time placements for youths sent to the Division for Youth, based upon the acts committed, rather than staff discretion.

The prolonging or shortening of residential stays for youth dependent upon their cooperating with institutional procedures is the universally accepted practice in the juvenile justice system. The occasional abuse of discretion by staff, rewarding mere conformity, or providing more beds to cope with a heavily overloaded system of intake, erodes the

fairness doctrine of handling all similar cases in an impartial fashion. By experimenting with flat program times, insight may be gained as to the possibility of obtaining true program involvement and reduction of recidivism without coercion and in a non-discriminatory manner.

References: Academy for Contemporary Problems, paper #2, 1974.

Assessment: Survey present sentencing practices.

B. Community and Agency Intervention Objectives for Intake and Adjudication of Youth.

Assessment: Survey placement trends for alternatives used and the basis for these alternatives.

service operator, and staff or placement worker for any placement services secured, specifying what is expected of the youth, agency,

4. Provide rapid and differential diagnostic intake services for Division for Youth court remanded youth and voluntary placements, with the youth's sense of time in mind.

Such diagnosis and intake should utilize criteria from other placement agencies (such as mental hygiene) to effectuate rapid evaluation of need of possible alternative placements with other systems. In addition, the child's sense of urgency in knowing his fate must be a prime determinant. Long holdovers can have severely deteriorating effects on the child and be counter-productive to placement goals.

References: National Advisory Commission on Criminal Justice Standards and Goals, Corrections, ch. 3. Goldstein, Freud, and Solnit, Beyond the Best Interests of the Child, Free Press, 1973. Crisis in Child Mental Health, p. 278.

Assessment: Survey present intake procedures.

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Assessment: Survey present intake procedures.

References: Fogel, unpubl., 1974. Goldstein, Freud, Solnit,
Beyond the Best Interests of the Child, Free Press, 1973.

Assessment: Survey placement trends for alternatives used and
the basis for these alternatives.

C. Individual and Group Intervention Objectives for Intake and Adjudication.

1. Experiment with a contract system between the youth, the service operator, and staff or placement worker for any placement services secured, specifying what is expected of the youth, agency, and staff. Also experiment with time limits to the contract and how fulfillment will be evaluated or validated.

One of the essentials of this model is explicitness about rules and behavioral expectations. In fairness to the youth, it should be made explicit what the agency plans to do for/with him/her. It should also be made clear what is expected of the youth and how he/she will be judged on the expectations, and by whom. The contract is not only a tool for evaluation of services, but also a beginning to a process of demonstrating responsibility to the child and regard for his/her reciprocal capability of responsibility.

References: Fogel, unpublished, Massachusetts Department of Youth Services Program Descriptions, 1974.

Assessment: Survey present intake procedures.

2. Protect youth's civil and constitutional rights to due process and fair-treatment at DFY intake, by reviewing court procedures for process protections.

This is essentially an extension of the DFY, Ombudsman Program concept to the DFY intake process.

References: Fogel, 1974.

Assessment: Review current procedures at intake.

4. Minimize time in detention placement.

References: Goldstein, et. al., Beyond the Best Interests of the Child, Free Press, 1973.

Bruce R. Fox, "Shared Responsibility, Cooperation or Conflict," 1970.

Assessment: Survey statistics on length of time in placement, and reasons for length of time.

5. Utilize conflict-resolution techniques to preclude youth placement.

Training should be offered and pilot programs monitored to see if a percentage of placements can be precluded by the use of such principles of conflict resolution as bargaining skills, etc.

References: Turk, "Conflict and Criminality," American Sociological Review, 31, June, pp. 338-352. Fogel, 1974.

Assessment: Survey present practices in intake interviewing.

6. Minimize negative labelling of child in detention care and the placement process.

The process of court intake, placement intake, and detention care can provide the youth with his first definitions of what he has become as a result of his actions. If this experience is essentially

one of labelling as a deviant and a criminal, then his reaction to any further treatment or intervention may be a retaliation for this definition, or a response to accepting it. Use of personal clothing, allowance of visitors, and continuing education, etc., are all ways to foster minimum stigmatization.

References: Cicourel, The Juvenile Court, 1968.
Crisis in Child Mental Health, p. 39.

Assessment: Survey present practices for intake and detention.

III. Rehabilitation.

A. Policy and Legislative Objectives for Rehabilitation Services.

1. Support legislation and/or Interdepartmental Committee Policy to provide for Department of Mental Hygiene supervision of youths adjudged delinquents, who are severely disturbed, and/or retarded.

Such legislation has been proposed in the past. It would provide these youth the required treatment for their needs, rather than lumping them with youth not in need of special services, and thus serve their right to treatment.

References: 1974 legislation, NYS legislature.

Assessment: Survey assignment of severely retarded and/or disturbed youth to DFY facilities.

B. Community and Agency Intervention Objectives for Rehabilitation.

1. Provide a systematic, flexible spectrum of available program alternatives, ranging from such services as day-treatment services for youth in their own homes as in foster care through maximum security facilities for dangerous and violent youth. Use these alternatives differentially, according to intake and treatment monitoring of needs for security to protect public safety, and maximizing needs of youth for treatment services on a progressively voluntary basis.

This is a corollary to earlier objectives about the use of differential treatment based upon need for the protection of public safety and for treatment services to the child.

References: Division for Youth Philosophy Task Force for Manuals Project, statement on treatment services, January, Fogel, op. cit., 1974. Crisis in Child Mental Health, p. 279.

Assessment: Survey present spectrum of services and basis for allocation to youth.

2. Establish innovative experimentation with programs, including elements such as education and counseling alternatives within programs.

In order to find the best available methods, it is necessary to institute experiments to discover new alternatives to present methods. This can be done systematically and methodically with the use of an overall experimental social innovation methodology.

References: Fairweather, Methods in Experimental Social Innovation, Wiley, 1964.
Glaser, Routinizing Evaluation, 1974.

Assessment: Survey present modes of program change and adoption.

6. Use offender participation in planning, program evaluation,
and conflict resolution within residential care facilities.

As a method of implementing a possible model for provision for participatory care, the use of offender youth in the management process is essential, especially in the resolution of conflicts that occur in program.

References: Academy for Contemporary Problems, Paper #2, 1973, p. 19.
Crisis in Child Mental Health, p. 39.

Assessment: Survey present management methods of programs.

9. Locate programs near urban centers where possible.

The use of community services, as well as the process of re-integration, are not served well by the location of institutions far from the employment and service resources of urban centers, especially when the population of the institution is primarily urban in origin.

References: Fogel, op. cit., p. 294.

Assessment: Survey current program locations.

10. Implement program of planning model in all facilities that are community-based.

Unless such procedures as clear rules, due process, and participation in decision-making are evident, the program is not facilitating a just community.

References: Kohlberg, et al. "The Justice Model - A Theory and an Intervention," Prison Journal, 1968.

Assessment: Survey program principles for community-based programs.

14. Provide experimentation for a program model that will enable voluntary involvement in treatment services with no penalties for refusal of such services.

In order to protect the right of a youth at certain stages of program to refuse treatment services if coercive, a method of monitoring the right to refuse, and its guarantee of no penalties, is needed. In addition evaluation of outcomes from the experimental traditional approach is also needed.

References: Fogel, op. cit., 1974.

Assessment: Survey present methods of guaranteeing right to refuse treatment without penalty.

15. Experiment with the utilization of a contract system of program management.

As part of the attempt to use "fairness" in program management, the use of a contract between the youth, the institution, and the staff can be implemented as a means of making explicit just what the expectations are of the staff and the institution, and what the youth is expected to do. In addition, it is a means of program accountability for staff to have clear statements of what they are expected to do, and what the institution has promised to furnish the youth in the program.

References: Fogel, op. cit., 1974.

Assessment: Survey present methods of program accountability.

18. Provide for experimentation in the use of a voucher system for services to youth, both within the treatment program and in community settings, as a means of equalizing opportunity for quality programs and increasing accountability for services.

As stated in earlier objectives, the most inequitable part of treatment services for youth remanded to Division for Youth programs is their lack of access to services in the voluntary sector that are available to other youth. A voucher system for such services as counseling, educational remediation, and medical care can increase accountability for the quality of services and should be tested for comparative outcomes.

References: Academy for Contemporary Problems, Paper #2, p. 10-11.

Assessment: Review present system of services allocation.

19. Relinquish custody and control of severely retarded and mentally disturbed youth to the Department of Mental Hygiene.

This calls for the transfer and/or placement of children who require treatment beyond the capability of Division services.

References: Fogel, op. cit. , 1974.

Assessment: Survey present methods of detection and transfer.

C. Individual and Group Intervention Objectives for Rehabilitation.

1. The National Commission on Criminal Justice Standards and Goals has no less than eighteen standards, which we will re-define as objectives, for the protection of the rights of incarcerated offenders. Most of these are, with little re-formulation, suitable for inclusion in any statement of objectives for the rehabilitation programs of the Division for Youth, especially as these objectives are pertinent to a model for such programs to provide:

- a. Access to Courts - for redress of grievances, protection of due process, and assertion of rights guarantees. (Corrections, National Com. on Criminal Justice Standards and Goals, Washington, D.C., 1973. Standard 2.1).
- b. Access to legal services - for assistance in protection of rights and to appeal. (Ibid. 2.2)
- c. Access to legal materials - such as a handbook of rights, or access to a law library. (Ibid. 2.3)
- d. Protection against personal abuse - including the explicit implementation of policies, procedures, and reporting safeguards on abusive or neglectful behavior by personnel or other inmates.
- e. Provision of healthful surroundings - including observation of recognized standards for size of quarters, heat and ventilation, light, personal hygiene, and recreation. (Ibid. 2.5)
- f. Provision of adequate medical care - such as an initial and prompt examination of all residents, availability of emergency treatment, access to a fully accredited and equipped hospital, and medication only under recognized standards of a qualified M.D., and consent of the individual. (Ibid. 2.6)
- g. Protection of privacy against search and seizure - to include the prohibition of unnecessary force, embarrassment, or indignity in making legitimate inspection, prohibition of search without probable cause, protection of personal property, and explicit publication of rules and regulations concerning property. (Ibid. 2.7)

- h.. Equal treatment - especially in allocation of work opportunity and in status decisions, with availability of re-dress in cases of alleged discrimination.
- i. Protection and restoration of rights - for example, while in confinement, no civil or constitutional rights are abridged or negated and all rights are restored upon re-entry to the community. This would include the availability of post-release legal services for protection of rights, as well as advocacy for enactment of laws requiring rights restoration. (Ibid. 2.9)
- j. Right to provision of rehabilitative treatment - to include the following elements:
 - (1) Statements of purpose for all treatment programs.
 - (2) Normalization of services, using public programs wherever possible.
 - (3) Minimum services to include basic education and remediation.
 - (4) A selection of basic vocational training programs.
 - (5) Exclusion of public works programs and maintenance duties from educational or vocational program except where part of a certified curriculum with qualified instructors.
 - (6) Feedback of information to courts and referral agencies on effectiveness of treatment programs.
 - (7) Voluntary participation in all treatment or remediation programs, with minimization of labelling of non-participants, and prohibition of penalties for non-participation. (Ibid. 2.10)(Cf. Crisis in Child Mental Health, p. 278-9).
- k. Explicit publication of rules of conduct or behavior - design rules to protect the vital interest of the program or institution (security e.g., use the least drastic alternative to protect that interest; include penalties for each particular type of violation; and develop rules with the consultation of the residents. (Ibid. 2.11)
- l. Explicit disciplinary procedures - publish administrative rules and regulations; provide a review process; notify the offender of violations placed on record; make provision so that the record will be totally purged of reference if the charge is unfounded. (Ibid. 2.12)
- m. Status review - criteria for non-disciplinary changes of status must be specific as to criteria of change, permit participation by the offender, and not for disciplinary reasons without due notice of the charges. (2.13)

- n. Development and implementation of a grievance procedure - to include an open system of grievance reporting, by offenders and personnel alike, to an independent investigating authority. The investigating authority should investigate all such grievances and file written reports for review by an independent body, which makes recommendations to the administration. (Ibid.2.14)
- o. Protection of free expression and association - to be commensurate with those available to the public at large, except where justified abridgement is required to protect a state interest. These rights include free speech; religious beliefs and practices; sending or receipt of mail; visitations; access to the public through the media; peaceful assembly; organizational membership; and preservation of identity through clothing, hairstyle, and other physical appearances. (Ibid.2.15)
- p. Exercise of religious beliefs and practices - to allow the most freedom of observance possible by:
- (1) providing access to property facilities
 - (2) enabling adherence to dietary laws, i.e., right to dietary observances within means of the State, (Fogel, op. cit. p.169)
 - (3) arranging institutional schedules to permit observance and worship
 - (4) allowing access to spiritual advisors and clergymen of all faiths (Fogel op.cit., p.171)
 - (5) permit receipt of mailable religious literature
 - (6) allow display of religious medals or symbols that are unobtrusive
- Equal status and protection should be given to all religious views, in accordance with guidelines formulated by the National Advisory Commission. (Ibid. 2.16)
- q. Allowance of access to the public - through the mails, media, and visitation, along the following guidelines:
- (1) no limit to volume of mail to or from offender;
 - (2) authorities should retain the right to inspect incoming and outgoing mail for dangerous contents, but no censorship or reading of materials should be allowed;
 - (3) reasonable postage allowance for offenders.
 - (4) institutions should not regulate the number of visitors to an offender, or the length of stay beyond the posted rules;
 - (5) offenders should be allowed to see visitors of their own choosing;

- (6) visitation should be facilitated by transportation coordination, room provisions, and family visitation in private surroundings where possible;
- (7) except in emergencies, unlimited access to media. (ibid.2.17)

- r. Remedies for violations of rights - must be provided, including publication of rights and penalties for violations, with provision for removal of personnel who violate those rights. (Ibid.2.18)
- s. Right to equal wages for equal work - Experimentation in the provision of outside work opportunities. Youth should be allocated wages equal to those who normally perform those same skills. The minimum wage is the bottom of scale required by law, but it is to be preferred that the wage be equal for those doing similar labor in "free" settings.
- t. Rights to refuse labor assignments without penalty - Labor ought not to be a condition of incarceration, especially for youthful offenders. Only such chores as bed making, sweeping, and turns at cooking, etc., ought to be expected. (Fogel, op.cit. p. 292)

References: National Committee on Criminal Justice Standards and Goals, 1973; Fogel, 1975.

Assessment: Review rehabilitation services policy.

2. Treatment Services Objectives

An ideal treatment model involves the use of the following kinds of principles:

- a. Self-governance--using youth, staff and administration groups to set rules, solve problems.
- b. Conflict-resolution as a primary method of alleviating disorder in the institution.
- c. Legal aid, including ombudsman available, for protection of rights.
- d. Administration of Justice, through clear rules, due process, and participative functioning. 1974)

References: Fogel, p. 267, 1974.

Assessment: Review rehabilitation services policy.

3. Additional treatment objectives, to be offered on a voluntary basis to institutionalized youth, are the following:

- a. Risk-taking and exciting recreational programs, e.g.: Higher Horizons Program of the Division for Youth.
- b. Appropriate vocational, remedial and educational opportunities, as well as work experience, to increase each youth's capability for future economic and social self-sufficiency. (Academy for Contemporary Problems, p. 19 and Crisis in Child Mental Health, p. 278) (See Competency Model below.)
- c. No penalties for refusal of psychiatric or psychological services, and no effect upon sentence outcome or adjustment. (Fogel, op.cit., p. 294 and Academy for Contemporary Problems, Paper #2, p. 19)
- d. Family centered focus on treatment services. (Crisis in Child Mental Health, p. 278-9)
- e. Community centered attempts at re-integration.
- f. Experiment with a model for rehabilitative services - "the competency model"

An alternative to be explored, that has support from the present philosophy and policy of the Division for Youth as well as the literature on behavior research, is that of a "competency model." This is a strategy which characterizes behavior as the result of the interaction between those skills and competencies that an individual already has and the demands or expectations of others in a given social situation. The notion is social-psychological and stresses that, if demands are too great, an individual will not be able to respond as expected in a "normal" fashion. Thus, if the discrepancy between what an individual is capable of, or knows, and the demand upon that individual is too great, the choice presented is between responding inappropriately (often in violence and frustration) or not responding at all (passive withdrawal and aggression also). Deviant behavior is thus seen as engendered in the gulf between skills or competence (related to training and capability) and inordinate expectations. Additionally, if the gap between skills and expected response is too narrow, the result is boredom, depression, and/or lack of growth. The objective of any program of rehabilitation that accepts education and skill development as essential to controlling deviant behavior must, therefore, build into such skill development, a set of objectives designed to balance expectations and capabilities in a carefully

designed program measuring individual progress towards social and individual competence in the skills that build identity and ego control. (Cf. Hobbs, N. The Futures of Children, 1974; King, C., Remarks to DFY Education Conference, 1974; King, C., "The Ego and the Integration of Violence in Homicidal Youth," American Journal of Orthopsychiatry, Vol. #45, 1, Jan. 1975.) Experimentation must be undertaken with the following elements -

- a. Design of programs around competency skills for internalization of social control.
- b. Measurement of individual levels of skill development.
- c. Design of individualized programming to provide maximum challenge to individual growth, while precluding a gap sufficient to engender frustration and further negative self-image enhancement.
- d. Evaluation of the comparative effects of several alternative program designs to obtain program design ratios for different types of youth in program.

References: See above.

Assessment: Review rehabilitation services policy.

IV. Re-entry

A. Policy and Legislative Intervention Objectives for Re-entry and Reintegration Services

1. Support legislation for permanent expungement of juvenile records after discharge.

Protection of the right of the juvenile to privacy and labelling by the system is a primary requisite to providing re-entry into society. The misuse of such records to deny jobs and other rights is well documented.

References: National Advisory Commission on Criminal Justice Standards and Goals, Corrections, and Criminal Justice System.

Assessment: Survey present practices of the Division for Youth and the Family Courts.

CONTINUED

1 OF 2

B. Community and Agency Intervention Objectives for Re-entry youth

C. Individual and Group Intervention Objectives of Re-entry Programs
for youth

1. Protect rights to due process, fair-treatment, and equal protection for re-entry youth. (p. 16, 1) *
2. Prevent further negative labelling of youth. (p. 19, 3) *

* References to previous pages in this report.

V. Administration: Management Goals

In contrast to the preceding twelve sets of program, policy, and services goals, the next sections deal with various management and research goals that are control functions of the organization. Management, research, planning, and program evaluation are all ancillary and supportive services to programs of the Division for Youth. Therefore, they are stated as a set of separate tasks that relate to the Administration or organization of the program services of the agency.

Management Objectives for the Division for Youth

The goals of management, stated here, are general and require further development by DFY. In present form they are the following:*

A. Judicious administration.

This is defined as the use of clear, promulgated, and sanction-related rules for the use of program staff and program users.

B. Elimination of unnecessary discretions and the structuring of arbitrary discretion.

This is an objective to eliminate possible areas of abuse, primarily in institutional program rules but also in such areas of program as local assistance, where use discretion is high and the possibilities of abuse by staff are also present.

C. Centralization of information, record keeping, and the decentralization of power and decision-making.

The goal of the agency is to delegate authority for rule-making and decision-making to small groups within the organization. This is primarily a model of participative management decision-making.

*cf. Fogel. Op. Cit., 1974.

- D. Provision of grievance procedures for employees and program users, with protection of due-process for any judgments made about the status of employees or users.

The rules and protections of justice apply equally to staff and to users of the program.

- E. Provide clearly drawn, reality-based work assignments, revised annually and reviewed for changes by all employees working under that title.
- F. Provide employment standards and salary scale, on a par with professional and comparative private and public agency classifications, with a well-above-sustenance-level-wage minimum for all workers.
- G. Utilizing staff involvement in planning at all levels, with review and alteration of program plans on a continuous basis, based upon program evaluation information gathered.
- H. Provide freedom from partisan political pressures for all program staff.
- I. Use explicit and published merit procedures for promotion, with a recognizable and established career-ladder program of monetary incentives for training and advancement.

*cf. Fogel. Op. Cit., 1974.

J. Use mandatory in-service training to clarify ambiguities
in custodial/treatment roles of residential program staff.*

K. Concentrate on policy and procedure establishment in the
fashion of an "open system of services."

Kenneth Culp Davis has called this approach, "Open plans, open policy statements, open rules, open findings, open research, open precedents, and fair informal procedure." (Davis, Discretionary Justice, Illinois, 1973.)

References: *Fogel, D. op. cit., 1974. Davis. Discretionary Justice, 1973.

Assessment: Review present management policies and procedures.

VI. Objectives for Research, Program Evaluation, and Planning

As specified in Article 19A, Youth Commission Law, which is incorporated in Article 19G, of the laws of 1960, Division for Youth, subsection 416, specifies the following tasks are listed:

A. The commission shall also have the power and it shall be the duty of the commission to make necessary studies and analyses and to conduct research with respect to:

- (1) the prevention of delinquency, crime, and neglect among young persons, and the problems of youth guidance;
- (2) the operation of all laws in this state affecting youth;
- (3) the operation of similar laws in other states and the federal jurisdiction;
- (4) guidance, treatment, techniques of, and facilities for, rehabilitation of adjudicated juvenile delinquents, neglected children, youthful offenders, wayward minors and youth convicted of crime, with the advice and consent of the interdepartmental committee;
- (5) the operation, statutes, rules and policies of courts having jurisdiction over youth;
- (6) the operation of probation, parole, institutional and other corrective treatment of youth, with the advice and consent of the interdepartmental committee;
- (7) parent and adult education in relation to prevention of crime, neglect and delinquency among youth;
- (8) recreation for youth in relation to prevention of crime, neglect and delinquency;

(9) suitable training and scholarship programs for personnel engaged in the prevention of delinquency and youth crime;

(10) assisting in the development and establishment of uniform statistics and reporting of youth crime, delinquency and neglect;

(11) reasonable bases for allocation of state financial and other aid to municipalities so as to serve most effectively the purpose of this article;

(12) available and needed facilities and services, private as well as governmental, for youth in the state;

(13) such other matters as the commission deems relevant and desirable.

B. The commission shall have the power to recommend legislative and administrative changes and otherwise to provide policy guidance with respect to any of the matters specified in this section.

In addition to the general tasks mandated by law, however, objectives for implementing these general provisions are necessary as follows:

Research

1. Develop an integrated approach to research, program evaluation, and Planning, by use of a laboratory method of research.

A "laboratory method" of research as related to practical problems in the fields of delinquency prevention and rehabilitation of youth, involving academic paradigms of research, and problem definitions for investigations related to on-going program requirements is needed.

Reference: Ben-David, Joseph, "The Organization of Social Research," Daedalus, 1973.

Assessment: Survey present research organisation and functions.

2. Maintain a climate of free inquiry

This includes a freedom to report, investigate, and publish within the bounds of clear and promulgated rules of the administration designed to safeguard the rights and privacy of children in the care of the Division, as well as protecting the integrity of the organization from inaccurate, biased, and politically motivated reporting. This would include the freedom of DFY staff and administration to inquire whereof the programs they supervise and operate, and of any data or information relating to performance, as well as freedom of outside qualified academics, students or members of the public to make disciplined inquiry within the bounds cited above.

References: U.S. Freedom of Information Act, 1974

Assessment: Survey present practice on communication, publication, dissemination of information, and requests for systematic inquiry.

3. Combine in one unit those operations having to do with informational needs with planning functions.

This would be necessary to coordinate the information feedback of research studies and evaluation, with the organizational guidance systems that are the function of planning.

References: Demone and Harsberger, "The Planning and Administration of Human Services," in Developments in Human Services, Vol. I Behavioral Publications, 1973, p. 155.

Assessment: Survey present operational functions.

4. Design, develop, implement a structure that will aid accountability and evaluation of youth bureau activities.

In accordance with the Division mandate to aid local youth bureaus in the area of research and evaluation, the promulgation of research-evaluation models, standards, technical assistance is required. The kind of model that we are proposing for research in a youth bureau may be labelled a process-outcome model of social research, (M. Allerhand, "The Process Outcome Research Model," in O'Toole, The Organization, Management and Tactics of Social Research, Schenkman, 1971; D. Glaser, Routinizing Evaluation: Getting Feedback on Effectiveness of Crime and Delinquency Programs, National Institute of Mental Health, 1973). It is designed to overcome many of the real and mythical stumbling blocks to integration of research and evaluation in programs of youth development and delinquency prevention. Its principal attributes as a model, or guide to what evaluative research ought to be, are the following:

- " . Developing a trust relationship in preparation for entry into the study situation.
- . A wedding of research and program.
- . Careful selection of criteria to insure relevance to program staff.
- . Multi-measures (from different vantage points) of, particularly, the criterion or dependent variable.
- . Shaping evaluative research design to fit the agency style or program style.
- . Utilization of research aides indigenous to the study situation.
- . Building ownership of instruments by raters or users of measuring device.
- . Periodic measurements during the life of the program.
- . Cross-sectional measurements of different aspects of the program of functional groups in the organization.
- . Periodic feedback of measurement results to relevant others for resetting of goals.
- . Evaluative researchers with a wide range of interest in program content and identification with the mission." (Allerhand, p.146-7)

Outstanding among these specific attributes are a closeness of research to program, from the organization of the objectives to to be realized, to the periodic reporting to program personnel who can make adjustments in the operations of the activity, to completion of a final report. Also significant, is the emphasis on the research design fitting the program and its style, rather than the usual research design imposition upon program. Both of these characteristics require greater definition.

References: M. Allerhand, "The Process Outcome Research Model," 1971. D. Glaser, Routinizing Evaluation, 1973.

Assessment: Survey present role of DFY research in YD/DP research programs.

The mandate of the Division for Youth clearly states the requirements for provision of program evaluation, institutional research, and service investigation, as well as systems design, and operational research. What is not stated is the structure or conceptual framework for integrating those functions. Therefore, in addition to stating a few guiding principles relating to the central mandate, we propose a framework for viewing the criminal justice related tasks of Research.

5. Assure that youth services planning is protective of rights and is justice oriented. NACCJSG, Criminal Justice System, 1973, 1.2-1.5.

6. Set minimum statewide standards for recipients of all local assistance funding. Ibid.

7. Develop local planning capabilities. Ibid.

8. Encourage participation of the public, professionals, and all program users in the process. Ibid.

9. Coordinate the development of a youth services information system, and make maximum use of collected data, for research, planning and feedback to localities. (3.1 Criminal Justice System)*

10. Define the proper function of a youth bureau information system, and utilize information to improve the services analysis capability of the Youth Bureau. (Ibid).

11. Develop youth services resource allocation and control system. Ibid.

12. Assure the quality of youth services data collected, and expand its collection. Ibid.

13. Collect data about offenders across DFY and private agency parameters and from intake and adjudication to discharge.

14. Account for offender population and movement.

15. Describe the corrections experience of the offender. Ibid.

16. Evaluate the performance of the rehabilitation system, and its level of achievement of the justice system objectives. Ibid.

17. Establish computer interfaces for juvenile offender information. Ibid.

18. Restrict dissemination of offender data. Ibid.

19. Establish criteria for use of offender data for research. Ibid.

References: NACCJSG, Criminal Justice System, 1973, Ch. 1-4.

*Crisis in Child Mental Health, p. 443.

Assessment: Survey present programs of research.

Program Evaluation

1. Establish organizational Program Evaluation and Planning function in order to:

- a. foresee and eliminate program weaknesses;
- b. specify responsibility;
- c. fortify organizational communication;
- d. place duplication and overlap in programs in perspective;
- e. provide an adaptational learning mechanism for the agency.

References: Altman: Evaluation in Criminal Justice Program 1973.

Assessment: Survey present functions of program planning

2. Evaluate program on the following criteria:

- a. Effort - quality and quantity of activity that takes place.
- b. Performance - measure results of effort rather than effort itself.
- c. Adequacy of Performance - degree to which effective performance is adequate to the total amount of need.
- d. Efficiency - evaluation of alternative paths or methods, in terms of costs, a ratio between effort and performance, output divided by input.
- e. Process - How a program produces the results it does is important in many cases, since even though an original objective may not be accomplished the outcomes may still be important. It is an attempt to make sense of the descriptive results.

References: E. Suchmann, Evaluative Research, p. 61.

Assessment: Survey criteria presently used.

3. Formal recognition of the evaluation unit.*
4. Sufficient funding for evaluation purposes.*
5. Planned approach to evaluation.*
6. Recognition of the validity of informal and ad hoc organization structure.*
7. Flexibility of organizational design.*
 - a. emphasis on effectiveness, so that this value is the most important consideration in changes affecting individuals, departments or the organization itself;
 - b. acceptance of change, so that adjustments and decisions may be easily implemented at all levels;
 - c. free power flow, so that decisions are more likely to be made in an appropriate area, not simply where they were made before;
 - d. flexible resource allocation, so that men, money, and materials are shifted to where they may do the most good;
 - e. marketing (service/orientation) to define the goals of organization in terms of client needs, so that the market, the clientele, defines the organization goals and operations;
 - f. excess managerial capacity, so that new developments may be initiated quickly without damaging the old.
 - g. project teams, so that fresh approaches have a way of being generated.
 - h. focus on outputs, so that the test of a managers action is not "what did he do?," but "what did he produce?"

*References: NACCJSG, Criminal Justice System, Ch, p.241

Assessment: Survey present mode of program evaluation for DFY.

8. Designate evaluation-staff task definitions:
 - a. develop overall departmental evaluation methodology.
 - b. assist in recruiting field-program staff for evaluation.
 - c. publish significant information.
 - d. conduct program impact studies.
 - e. cooperate with program managers in specifying objectives and measures of evaluation.
 - f. conduct field experiments and demonstration projects.

References: NACCJSG, Criminal Justice System, p.243, Ch.12.

Assessment: Survey present task denitions and assignments.

9. Achieve accountability through:

- a. specific plans and the articulation and publication of those plans.
- b. analysis of the pros and cons of specific programs.
- c. analysis of cost vs. benefits.
- d. regular progress reporting.
- e. budgeting for results, not items.
- f. managing and staffing for effectiveness.
- g. insistance on holding contract and/or funded agencies accountable

References: NACCJSG, Criminal Justice System, p. 244.

Assessment: Survey present methods of accountability in DFY.

10. Utilize an Evaluation Component review scheme as follows:

1. Statement of goals and objectives
2. Identification of evaluation measures
3. Specification of data requirements
4. Statement of data collection approval
5. Statement of data analysis approach
6. Presentation of evaluation reporting schedule

References: Altman, Evaluation in Criminal Justice Programs, p. 15

Assessment: Survey present evaluation component review items.

11. Evaluate community youth bureau programs through following criteria:

- a. Evaluation objectives and methods should be developed concurrently with the development of youth bureaus and should be directly related to the highest priority objectives.

- b. Comparative evaluation of youth bureau effectiveness should be implemented in order to increase knowledge of the impact of the bureaus.
- c. Evaluation of community youth services and youth bureaus should focus on changes in institutional response to youth problems as much as on behavioral changes in individual youth.
- d. Trends in arrest, court referral, and adjudication rates should be analyzed for each youth bureau.

References: NACCJSG, Community Crime Prevention, 3.6.

Assessment: Survey present youth bureau evaluation methods.

12. Advocate a systems approach as an evaluation tool:

- a. State the real need the program is supposed to satisfy.
- b. Define the objectives.
- c. Define those practical limiting constraints which any proposed program must deal with.
- d. Generate alternatives.
- e. Select the best alternative by careful cost/benefit analysis.
- f. Implement the selected alternatives for planning and evaluation.
- g. Evaluate the experimental system.
- h. Based on experimental and real world consensus, feed back the required modifications and continue this cycle until objectives have been attained.

References: R. Ackroff, "Planning for Human Services System," 1960.

Assessment: Survey present approaches to evaluation.

Planning

1. Planning must play the role of "Managing Change" in the Division for Youth.

This is a goal designed to utilize planning as the manager of the diverse interests and power groups active both within and outside of a complex organization such as the Division for Youth. In addition to being a technical resource in the formulation of specific plans, policies, and programs, the planner has the role of an advocate in the effort to implement certain values in an organization.

References: A. Catanese, Planners and Local Politics, 1974, p. 160-161; I. Spergel, Community Problem Solving, Chicago, 1972, p. 244.

Assessment: Survey present role of planning.

2. Formalize and integrate the role of planning within the Division for Youth.

This entails having staff, allocating space and other resources, and committing administrative time to an on-going relationship with planners for the purpose of anticipatory decision-making, development of alternative solutions to problems, and systematically coordinating and evaluating programs and services to operate as an "adaptive learning system."

References: National Advisory Commission in Criminal Justice Standards and Goals, Criminal Justice System, LEAA, 1973. ch. 12, p. 241. R. Ackoff, "Planning for Social Systems," General Systems Yearbook, 1960.

Assessment: Survey present staff and allocations.

3. Use Planning staff, consultants, and organizational resources to design a systematic adaptive planning operation for the Division for Youth. Maximize adaptation to external demands

of theory, social change and social values, while utilizing organizational resources and directions to obtain an integration of environmental and internal forces for the required changes in human services system.

This entails what Ohlin and Miller call optimizing the conditions for social change by using focal properties of the environment and internal distributions of relationships within an organization.

References: A. Miller, L. Ohlin, "A Theory of Change in Human Services System," Harvard Center for Research in Criminal Justice, unpub., 1974.

Assessment: Survey present planning methods.

4. Design "future state of the organization" and ways of bringing it about for the review and approval of the director by the following planning steps.

- a. Specification of goals and objectives
- b. Specification of means by which goals and objectives are to be attained
- c. Resource planning
- d. Design update management information systems
- e. Control of the plan
This includes feedback, assessment, and revision of goals and objectives.

References: R. Ackoff, "Planning for Social Systems," 1960.

Assessment: Survey present planning methods.

5. Utilize a flexible method of "trans-active" planning to integrate styles of allocative and innovative planning to meet organizational goals.

A complex organization requires sytematic allocation of resources and change strategies to re-direct flow of energies in programs and services. These must be integrated in a planning style to meet organizational needs.

References: Friedmann, John, Re-Tracking America, 1974.

Assessment: Survey present planning techniques.

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APPENDIX A

The State of New York, Division for Youth

The New York State Division for Youth has a long history of service to youth. Between 1945 and 1960, as the State Youth Commission, its efforts were directed toward youth development and delinquency prevention.

Since 1960 the Division for Youth has also been mandated to develop experimental and innovative rehabilitative treatment resources, including a variety of residential and non-residential treatment and community support programs. Evaluative research was also carried out on the youth clientele in need of rehabilitation and the impact of such services on the recipients, as well as specialized areas such as youth employment and vocational adaptation.

In 1970 because of the persistent epidemic of drug abuse among young people, the Division for Youth received the added responsibility to develop centers and services for rehabilitation of youthful drug abusers. This was followed in 1971 by transfer of State Training Schools and Centers from the Department of Social Services to the Division for Youth. Transferred as well was the responsibility for fiscally aiding and supervising detention services throughout the State.

In summary, the Division for Youth, through executive and legislative mandates, imposed statutorily or by Executive assignment, has constructed a continuum of service and care for youth in response to continually changing needs.

The general functions, powers and duties of the Division are codified in the Executive Law, Article 19G, Section 501.

The Division for Youth's assumption of the State's program for treating delinquent adolescents has placed the agency in a position to develop a comprehensive state program that stresses the enhancement of youth development for the prevention of delinquency and for the rehabilitation of delinquent children and adolescents.

The Division's objective, therefore, is to provide courts and local agencies with the widest possible variety of constructive diversified alternatives for troubled youth.

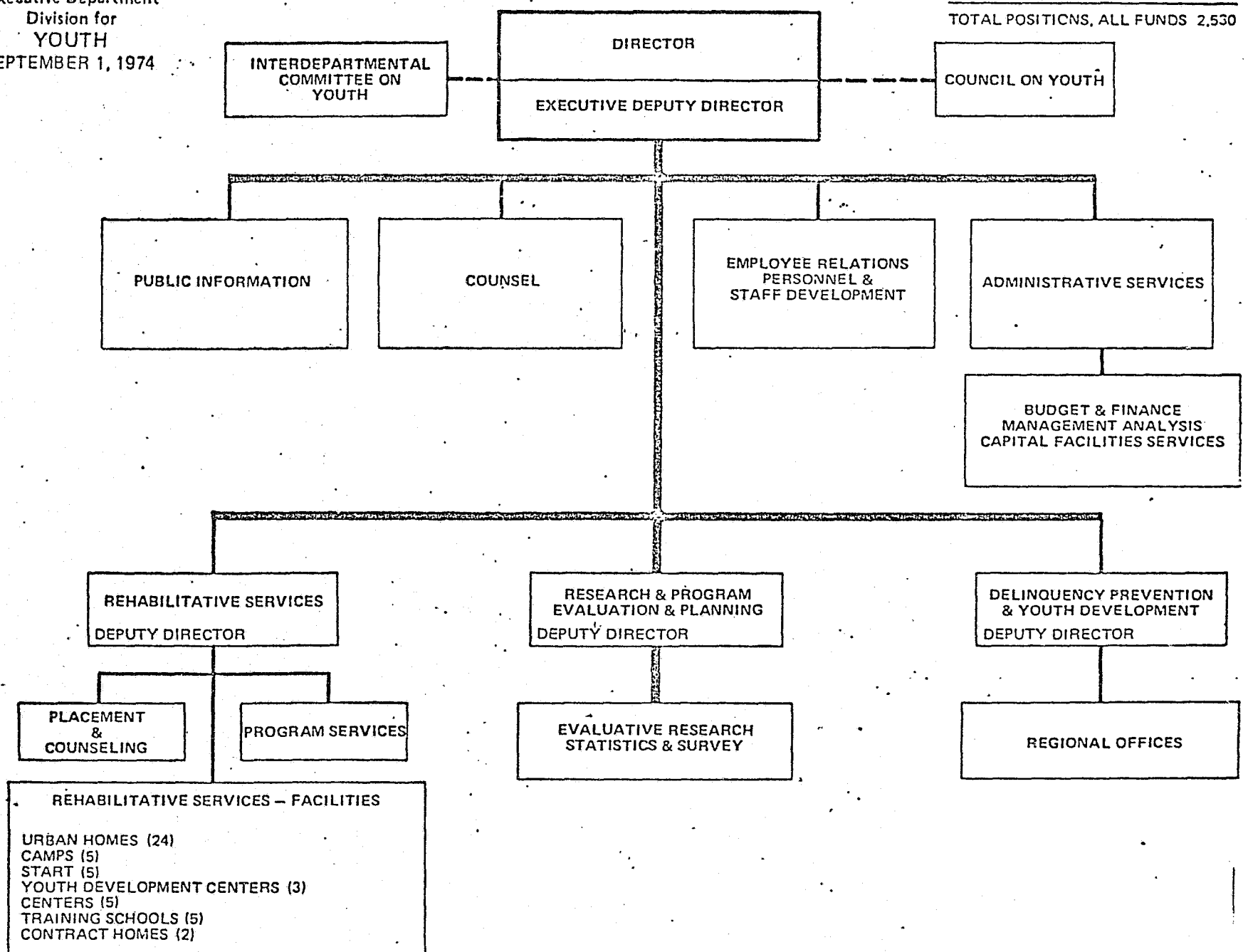
In addition to comprehensive programming and priority planning, the Division for Youth must assure coordination for a variety of program services and activities and offers alternatives to fit the child or adolescent's needs, it does so, fully cognizant of the interrelationship of each program to its own as well as local efforts.

The activities of the agency are carried out through four major program components: Administration, Research and Program Evaluation, Youth Development and Delinquency Prevention and Rehabilitation Services, with a total Annual Budget of \$63,395,490.00.

- 1) Delinquency Prevention and Youth Development: This program provides financial aid and professional guidance to localities to assist them in developing and directing various youth projects based upon individual community needs.
- 2) Rehabilitation Services: This program provides diversified rehabilitative treatment service in both residential and non-residential settings designed to meet the needs of troubled youth between the ages of 7 and 17, who are referred or placed with the Division. This program is an important segment of the complex system of public and voluntary child-caring agencies within New York State. It provides service for youth who are alleged or adjudicated PINS or JDs, as well as those youth who seek service voluntarily. Residential facilities include group homes, conservation camps, START Centers, Youth Development Centers, Training Schools, Specialized Annexes, Halfway Houses and Foster Care Placements.
- 3) Administration: The Administration Program includes executive and staff services which develop policy and assist in the administration of the Division. Administrative functions are conducted by separate offices for administrative analysis, budget and finance, capital facilities, employee relations, Public Information and Legal Affairs.
- 4) Research and Program Evaluation: The objectives of this program are to provide research data, measurement studies and criteria to ascertain the efficiency and effectiveness of preventive treatment methods and rehabilitative services.

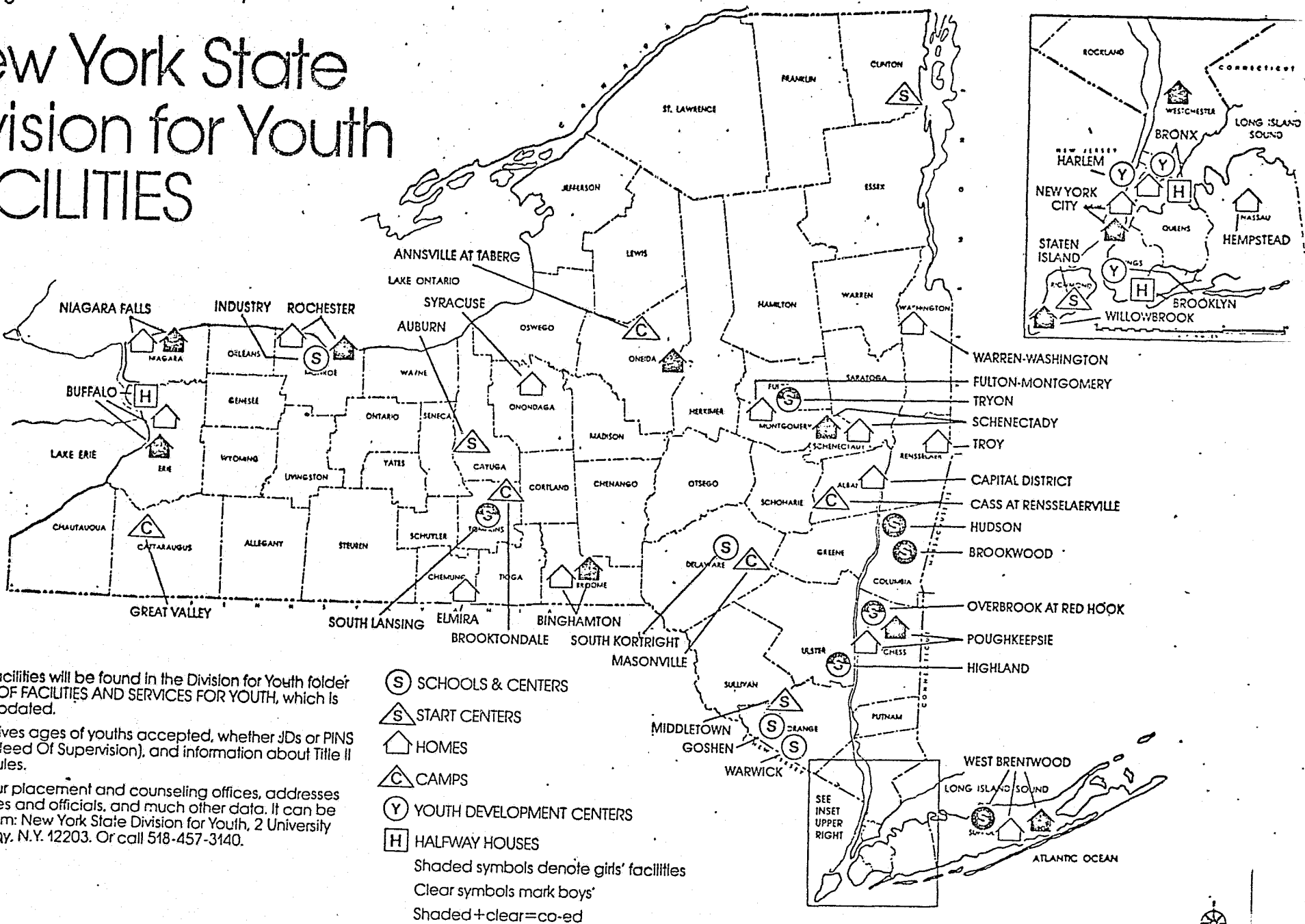
Executive Department
Division for
YOUTH
SEPTEMBER 1, 1974

AUTHORIZED POSITIONS 1974-75
TOTAL POSITIONS, ALL FUNDS 2,530



APRIL 1975

New York State Division for Youth FACILITIES



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