

**ALTERNATIVES
TO SECURE DETENTION
HANDBOOK**



**NEW YORK STATE
DIVISION FOR YOUTH**

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INTRODUCTION

I. DIRECTIONS IN THE TREATMENT OF JUVENILE STATUS OFFENDERS

The Federal Juvenile Justice and Delinquency Prevention Act of 1974 established a new national policy prescription for the handling of juvenile status offenders. Specifically the act required that juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult, shall not be placed in juvenile detention or correctional facilities (Section 223 (a) (12) as amended 1977). This policy was based on a general consensus that there was no evidence to indicate that runaway, truant or "incorrigible" youth had benefited from being placed in institutional facilities. It was believed that institutionalizing these youth was, in fact, harmful and could be halted without any danger to the communities from which they came. The placing of status offender youth in secure detention facilities and in state training schools was seen as unjust for they had committed no crime. In addition, placing these youth in secure detention or state training schools was seen as unnecessarily harsh treatment. Many institutions had conditions that were thought to border on punitive.

In 1973, the New York State Court of Appeals held that the confinement of a PINS youth at a training school along with juveniles found to have committed criminal acts did not constitute appropriate supervision and treatment. The court mandated that "proper facilities must be made available to provide adequate supervision and treatment for children found to be in need of supervision" (*In re Ellery C.*). No parallel ruling about the appropriateness of holding alleged PINS and juvenile delinquents together in secure detention was made. However in the decision, there was a general recognition of the need to separate juvenile status offenders from youth who had committed delinquent acts. *There was a growing recognition that status offender youth constitute a group of youths different from juvenile delinquents.*

In 1976, the New York State legislature prohibited the placement of PINS youth in state training schools altogether. At this point there was a statewide application of a policy of deinstitutionalization of status offenders. "Deinstitutionalization" policy can be interpreted in a narrow or broad sense. The narrow sense of the policy requires that status offenders be removed from state training schools and secure detention facilities. The broad sense of the policy aims at removing youth from contact with institutions that have failed to improve their lives or to resolve the conflicts which caused strained family relationships, running away from home or truancy.

There is a recongition, nonetheless, that status offenders are in need of various types of services which can be provided most effectively and economically within their own communities. The provision of funds for the deinstitutionalization of status offenders is aimed at allowing local communities to develop better services to meet their needs, or to develop better mechanisms for delivering services which already exist in their communities. It is believed that community-based services will be more effective than institutional programs both in reducing subsequent criminal acts and supporting constructive juvenile behavior patterns. Communities should develop mechanisms which focus the services provided on distinct target groups -- those status offenders already in, or who would otherwise be detained or placed in secure institutions -- thereby reducing the extent of institutionalization of status offenders on the county level. The programs developed will vary from community to community, providing various program models which can be compared through evaluation to determine the relative utility of alternative approaches.

II. TYPES OF ALTERNATIVES TO SECURE DETENTION FOR STATUS OFFENDERS

The purpose of this handbook is to present actual program models that have been developed to avoid the secure detention of status offenders in the early stages of contact with the juvenile court.

As mentioned above, the goal of deinstitutionalization can be seen as having an immediate objective -- the avoidance of placement in secure detention -- and a long-term objective -- the provision of community based services which effectively deal with the problems of status offenders. The models presented here are variously designed to meet both immediate and long-term goals. The traditional and some of the new types of non-secure care programs are designed primarily to make provision for the avoidance of secure detention. Some of the new types of non-secure care such as Day Treatment Centers are designed with the broader goal of avoiding or limiting continued juvenile court involvement altogether by providing

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and obtaining effective community based services for status offenders. Still other programs presented here such as Runaway Homes are new models for effective community based services. These programs are "alternatives" to involvement in the entire juvenile justice system rather than begin simple "alternatives" to secure detention, although they attempt to be this also.

It is clear at this point that the correct mix of types of "alternatives" in communities throughout the state has not been determined. *The planning goal at this point is to meet the needs of status offenders in the juvenile justice system through alternative programs of service and care, while maintaining juvenile court involvement at the least level of coercion necessary to meet these needs.*

Some of the diversion alternative models may accomplish this goal without any juvenile court involvement with the youth (for example, the Family Crisis Intervention Program). For other youth and families, it will be necessary to have the family court involved in the provision of service only in the early stages of contact with the system. Finally for other cases, the court may be involved throughout the entire process of service and care delivery to insure that the family and the youth are provided with adequate due process and that the interests of the child and the community's interests are adequately protected.

III. NECESSITY FOR INTAKE SCREENING PROGRAMS

Since most youth are usually in school during normal working hours and since much crime and many arrests occur outside the conventional five day work week, many youth are admitted to detention facilities after formal business hours. Over 50% of detention admissions take place outside of regular court hours. Some of these admissions are made on the basis of informal and hurried decisions with only limited information. Studies of the juvenile detention system have shown that decisions about where juveniles are to be held during the detention period are often based on the convenient accessibility of a detention center rather than on the basis of the youth's actual needs. In order for a program of detention alternatives to operate adequately and successfully, it is essential to have an adequate intake mechanism available twenty-four hours a day, seven days a week to be responsible for juvenile custody referrals.

Intake workers should have the resources to make as complete as possible assessment of the youth's situation and should have the authority to make an interim placement in any one of a range of various alternative programs, subject to juvenile court review. *The goal of developing a diversified and flexible set of alternatives to secure detention is to provide for the youth in the least restrictive program necessary while meeting the needs of the family court and police agencies.* If youth are placed in programs which do not adequately meet their needs, there is the possibility that programs will fail and that neither the needs of the court nor the child will be met. This is an additional reason why the operation of an adequate screening and intake mechanism is essential to the successful development of a secure detention alternatives program.

Intake screening should ideally occur on two levels. A police agency taking a youth into custody and the judge hearing a case both must make a decision whether to return a child home or place him in interim custody during the court process. These decisions must not be based solely on the charges being brought against the child but must take into consideration the child's history, previous police and court record and home situation. The search for complete information can best be made by an intake screening program. The police officer or judge should be responsible for the initial decision to release or to take a youth into custody. A separate intake mechanism should be responsible for determining the type of services to be provided and for monitoring the need for continued custody.

Intake screening mechanisms can exist in a variety of forms, depending on the needs of the county or region. In areas where detention use is limited, it is enough to have a person or persons knowledgeable about the detention system on twenty-four hour call. In areas where the number of detention admissions is high, it may be necessary to have a twenty-four hour staff. Whatever staffing arrangements are made, it is important that the intake office be located at an accessible point which avoids unnecessary transportation. The location of the office is an important factor which may influence detention decisions. An office at geographic and temporal remoteness from the initial judgement to hold a youth may put intake personnel at a disadvantage in undertaking a fresh and uninhibited review of a case. The location of the intake process at the detention program itself should be discouraged since this location is likely to favor decision to hold a youth.

Screening, itself, should not be done on psychological or psychiatric criteria, nor on the charge itself, but rather on the criteria of home and community circumstances and the child's needs. *A proper intake placement program should differential among the number of possible circumstances surrounding a case.* Does the history indicate that the case involves primarily a home, peer or youth centered problem? What is the least restrictive form of custody or supervision needed? Are special services such as crisis counseling, specialized child care, medical care or an educational assessment required in this case? Can the youth

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remain at home with the provision of additional services during an interim period? Can a youth be released to home conditionally? In deciding where to place a youth, who must be cared for away from his own home, the intake process must differentiate between children who need alternate living situations, those who need special services, and those who need close supervision. The intake official should formally state the reasons for his decision, and report his decision and rationale to detention program administrators and the family court.

In counties or regions where a range of services exist, it would also be useful to provide intake screening services directly to the family court. In this way, judges could order detention, without specifying location and an intake official could then make the most appropriate placement.

PART I

NONRESIDENTIAL PROGRAMS

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FAMILY COURT COMMUNITY AIDE PROGRAM

PROJECT EMPHASIS:

Youth who can remain in their own home during the court process but who require some supervision or assistance in order to insure their court appearance.

SUITABLE LOCATION:

Counties of any size or regional program could be operated by a private agency through a purchase service agreement with several counties.

PROGRAM CHARACTERISTICS:

- No facility.
- Use of paraprofessional community liaison workers.
- Added supervision for youth during the court process.
- Design of individualized programs during court process.
- Limited caseloads, intensive contact.

COST FACTORS:

- No capital investment.
- Staff salaries are primary cost. In some areas volunteers and part-time staff could be considered.
- Per diem cost related to size of worker case-load.

Many youth who are currently placed in detention may not run away or become involved in petty criminal activity if they remain in their own home during the court process. Often detention is necessary because of the nature of the parent/child relationship at the time of the petition. Strained family relationships may have resulted from a number of factors including particular parenting techniques, levels of interest, lack of family support or other family crises.

In order to prevent youth in this situation from running away or becoming involved in delinquency during the court process, some increased supervision is necessary. Rather than remove the child from his home, the Community Aide concept has been developed to provide the needed supervision

for these youth while they remain at home. Depending on their needs, the Community Aide can coordinate the child's use of community resources, act as a companion, provide family support and be an advocate for the child. For example, the program would allow youth to remain at home, but receive intensive, daily counseling services from the Community Aide. The Aide would also pick youth up on scheduled court dates and accompany them to court. In addition, the Community Aide might make referrals to local agencies to obtain services which the youth or the family might need. Services such as tutoring, family counseling, homemaker assistance and others could be arranged through voluntary agreement by the Community Aide. This program allows a wide variety of services to be offered to the child based on individual requirements.

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EVENING REPORT CENTERS

PROJECT EMPHASIS:

Youth whose primary problem focuses around the poor use of leisure time and negative peer group influences.

SUITABLE LOCATION:

This program is suited to urban and semi-urban counties. The family court must process enough cases to make the service economical. Also the service must be centrally located and accessible to youth referred.

PROGRAM CHARACTERISTICS:

- Store front or other useable space.
- Staffed by counselors and recreation workers.
- Encourages positive peer group interaction.
- Provides assurance of added supervision during the court process.
- May be an added service of an existing community program.

COST FACTOR:

- Rental or purchase of program location.
- Materials and supplies.
- Staff salaries; staff augmented by volunteer use.

Evening Report Center programs provide a way of assuring the family court that youth are not becoming involved in further petty delinquency during the court process. They also provide the advantage of avoiding the high cost and potentially harmful effects of secure detention. Youth who are before the court are required to report daily to the "Evening Report Center" for three to four hours in the evening. The Report Center operates activities such as counseling, recreation and tutoring.

Counseling activities at the Center focus upon the youth's peer and family problems. Both group and individual counseling sessions are held. While counseling is conducted daily, participation in all "counseling treatment" at the center is voluntary on the part of the youth and is seen in this way by the court. Individual counselor's primary efforts are aimed at establishing a constructive adult-youth relationship.

Recreation activities make up the major part of the Centers programs. Special recreation programs are designed to involve youth in a range of activities at the level where they feel most comfortable. Activities such as photography, pottery making, crafts, marshall arts, modern dance and gymnastics can be conducted by community volunteers working closely with the Center's youth workers. Other activities include traditional sports, games and field trips conducted by the Center's staff.

Education assessment and remedial teaching activities could be included in the Center's program. Educational and legal consultation should be available for youth who attend the Center.

Overall, the Center would use a client-centered team approach for the initial and ongoing planning of contact with each youth. An interdisciplinary team of staff members establishes an approach to each youth on the basis of his particular problems and needs. Youth's input program planning would be arranged for as an integral part of the planning.

The Evening Report Center would have the limited goal of providing evening supervision for youth before the court. However, while at the Center, officials may gain a more accurate picture of the youth and his problem. At the same time, youth themselves may benefit from positive relationships and learn constructive ways of approaching problems and interests.

The Evening Report Center could be an expanded service of an existing agency or program. An example of this would be The Door in New York City, but any community program could be considered. Program adaptation could be discussed with Local Youth Development, Delinquency Prevention Field Staff.

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DAY TREATMENT CENTERS

PROJECT EMPHASIS:

Youth who probably would have been detained or who may have a family crisis during the court process and who require intensive diagnosis, the development of a plan of service and some support services during the court process in order to avoid detention.

SUITABLE LOCATION:

Urban and semi-urban counties.

PROGRAM CHARACTERISTICS:

- Not necessarily for detention use only.
- Professional and paraprofessional staff.
- Use of extensive diagnosis and assessment for case planning.
- Advocacy with service providers on behalf of child.
- Design of individualized treatment plans.
- Goal of establishing a community based plan for youth.
- Goal of dismissing petition or gaining adjournment with contemplation of dismissal.

COST FACTORS:

- Program location.
- Professional and paraprofessional salaries.
- Technical consultation for educational and psychological testing.
- Fixed cost with per diem or per capita costs varying with utilization.

Status offender youth who are referred to Day Treatment Centers by the family court are assigned to a professional and paraprofessional day treatment team who provide emergency counseling to them and their family, if needed, develop a complete assessment of problems and broker and advocate for the services needed. Services are arranged to maintain youth in the least restrictive and least detrimental placement alternative (including their own home whenever possible).

A complete educational history and diagnosis evaluation of educational needs include IQ, reading level, math level, learning disabilities, vocational interests and attitude toward school is completed on each youth. This information is made available, in writing, to the team within forty-eight working hours. The educational testing and diagnosis process and the gathering of preliminary information from community schools is conducted by the Center's own staff. Early in the course of contact with the Day Treatment Center, full medical and psychological information on the youth is obtained through the use of consultants. Team social workers interview family members to obtain information on family related problems.

Usually within one week of referral to the center, a full assessment of the youth's problems is made and some crisis counseling is provided. The Day Treatment Center can operate in conjunction

with emergency shelter placement in a group or foster home where the youth may be placed for a short period, if necessary, during the court process.

After initial contact with the Center, referrals will be made to the local agencies to meet the youth's and family's needs. Referrals for family counseling, special or alternative education programs, remedial education, vocation training, work study programs, medical treatment and other types of service will be made according to individual youth's needs. Where referrals are made, families will be followed up to insure that appropriate linkages with community agencies have been established and that the services are appropriate and effective in each case. Where access to services is difficult to obtain, the Center's staff will act as advocates to obtain services to the extent of working closely with community structures for advocacy such as the Committee on the Handicapped, the Legal Aid Society and local law clinics. While individual service plans are being developed, the Center staff will continue to provide support services to the youth and family or to arrange for needed temporary service.

Day Treatment Centers are currently operating in New York City and Buffalo, New York. Further information on these programs may be requested from the New York State Division for Youth.

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FAMILY CRISIS INTERVENTION

PROJECT EMPHASIS:

Status and minor delinquency offenders for whom detention can be avoided through intensive family counseling and, if necessary, temporary and voluntary alternative placement.

SUITABLE LOCATION:

Counties of any size.

PROGRAM CHARACTERISTICS:

- Immediate, intensive handling of case rather than piecemeal adjudication.
- Avoiding compartmentalizing services by creation of special unit handling cases from beginning to end.
- Spending the majority of staff time in critical stages of case -- when it is in crisis -- rather than weeks or months later.
- Providing special training and on-going consultation to enable staff to develop skills.
- Accomplish diversion by setting up a unit with existing staff available to handle this type of case.

COST FACTORS:

- Staff training, initial and continued.
- Staff salaries.

This program is based upon the Sacramento County Probation Department's "Juvenile Diversion Through Family Counseling" Program.

Ready access to the client group and ready access by client group to counselor is a primary service component. Every effort is made to insure an initial family session is held to discuss the problem as soon as possible after the family or the police contact family court to file a petition. Sessions should be held within the first hour or two after referral to be most effective. The unit maintains a 24 hour, seven-days-a-week telephone crisis service. Counselors use a family therapy model which does not identify the child as the problem. The approach assumes that problems are best dealt with the context of the whole family rather than blaming the youth and dealing with him only through an external agency.

Once a referral to the unit has been made, removal of the youth from his or her home is discouraged because it is antithetical to the assumption that the entire family can best deal with the problems. If underlying emotions are too strong to permit the youth's return home immediately, placement in a non-secure setting, where the youth could stay temporarily, is found. Consent by both the parents and the youth for temporary placement is sought and the youth is returned home as soon as possible.

Extensive initial training sessions and con-

tinuing training and consultation in traditional family counseling and crisis intervention techniques should be provided for the staff. These techniques include

- concepts of family process and family rules
- concepts of the family as an interacting system
- techniques of enlisting the family's own effort to work on problems
- techniques of improving communication among family members
- understanding of one's self and one's own family system as related to counselor interventions

A change in the definition of the traditional approach to intervention is necessary. Expectations of families who come to the family court for help often are that the court will represent an authoritarian solution to the problem. This expectation must be changed to one which encourages the entire family to address the problem and which enlists the family's efforts to solve the problem and facilitates deeper communication among family members.

Contacts with clients will range from six to ten family sessions. During the period of contact, referral and advocacy services are used by counselors to help meet the family's need for health, educational or employment services. The goal of

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each contact is to find a long range solution to problems outside of the juvenile justice system and to prevent further involvement by utilizing and mobilizing the family's ability to solve the problem.

The service can be established by a unit of government or contracted to a private agency. An example of this type of program is the Sacramento Probation Department's Juvenile Diversion through Family Counseling Program.

PART II

RESIDENTIAL PROGRAMS

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FOSTER HOMES

PROJECT EMPHASIS:

To provide care for youth in a home-like stable atmosphere and to meet the needs of youth who require a specialized type of care with emphasis on personal attention.

SUITABLE LOCATION:

Counties of any size.

PROGRAM CHARACTERISTICS:

- No facilities purchase or lease.
- Capacity of from 1 to 6 youth.
- Limited administrative problems.
- Low per diem costs.
- Many potential designs to meet special needs.
- Personal attention to youth.
- Close supervision.

COST FACTORS:

- Lowest cost of any type of residential care.
- Administration and agency support services.
- Training programs for foster parents.

The most common form of non-secure alternatives to secure detention in New York State is the Foster Home. Homes may be certified to care for from one to six youth.

Foster homes have certain programmatic and administrative advantages. They provide a home-like atmosphere and allow young people to become comfortable in a non-threatening, non-authoritarian environment. They also provide the opportunity for close supervision because of the limited number of youth in one home. Therefore a youth who may need a great deal of supervision need not be placed out of the community or in a secure setting, but may rather be placed in a home with a sufficiently low population to meet his needs. From an administrative view, the foster home involves no capital expense, and only minimum operating expense. Foster homes operate from private homes. The parents generally receive a monthly reserved accommodations fee to guarantee their availability, then receive a per diem rate whenever a child is placed in their care.

Various communities in New York State and elsewhere in the nation have successfully recruited foster parents for adolescents to help eliminate the inappropriate placement of truant and runaway youth in secure detention where they come into contact with more serious offenders. (See a following Program Description on Florida's Foster Home recruitment effort).

Foster home programs can be operated using various designs. Programs can employ primarily volunteer foster parents who, as ordinary citizens, open their own homes to troubled youth who need temporary shelter and the reinforcement of a stable home. The Proctor Program design is another variation on the traditional foster parent model. In this type of program, young single adults provide 24-hour a day care in their own home or apartment for an individual seriously troubled youth. The Proctor design gives confused and rebellious young people the personal attention of a resourceful adult and provides the opportunity to youth for cultural and leisure time activities previously unknown to them. (A more complete Program Description of Proctor-type foster homes is included in a following section of this handbook).

Other types of specialized foster homes can be created. Very often individuals with special skills helpful to adolescents are interested in becoming foster parents. Adults with skills in special education, caring for developmentally disabled youth, psychology, social work, nursing and counseling have been employed as specialized foster parents to provide care for youth who have special needs. Also additional staffing can be added to regular or specialized foster homes for temporary periods as the need arises in more difficult cases.

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Training programs can also provide inexperienced foster parents with the skills needed to care for troubled youth. These programs provide skills in communication, problem identification, behavior negotiation and contracting, positive behavior reinforcement and numerous other techniques that have been proven effective in working with adolescents.

Whatever types of foster home programs are adopted, one of the crucial elements to successful administration is agency support. Homefinding for alternative homes should not be assigned as a step-child operation to the usual foster-home finding unit, but should be given priority and adequate resources and should be considered a part of a county's overall youth service activities. To a great extent, developing a foster care program is a communications and community organizations problem and must be addressed as such. County youth bureaus, through their on-going youth service activities, can be helpful in initiating this effort.

Supportive services to foster parents are also necessary. Initially, this helps the foster parents to provide better care, and later helps to maintain good foster parents. Minimal support should include crisis intervention training and training in agency procedures. One of the most useful support services is a foster parent organization in which foster parents exchange experiences, support each other through personal contact and by telephone, recruit new foster parents and keep administrators aware of common problems. Admission screening must also be provided by an agency so that the foster parents are not asked to make intake decisions. Adequate provision should be made for relief staff and respite periods when this is appropriate. An overall program goal should be to maximize communications about youth in care as well as about administrative or community problems related to the foster care program.

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Adapted from:

National Clearinghouse for Criminal Justice Planning and Architecture Transfer

VOLUNTEER FOSTER HOMES

PROJECT EMPHASIS:

To provide volunteer services as the alternative to placement in detention centers.

SUITABLE LOCATION:

Any location -- urban and rural communities.

PROGRAM CHARACTERISTICS:

- No facility implication.
- Residential services for juveniles before the court.
- Volunteers recruited and supervised by local departments of social services.

COST FACTORS:

- Administrative and training costs.
- No cost for care.
- Emergency costs -- medical, clothing.

Early in 1973 the Florida Department of Health and Rehabilitative Services was given the total responsibility for funding and operating all of the state's 22 secure juvenile detention centers. At that time, conditions in detention centers were particularly bad, primarily because of overcrowding. There was inadequate staff to work with the youngsters, and it was impossible to properly separate status offenders from children charged with serious crimes. Almost 45 per cent of all children in secure detention centers were status offenders. Concerned officials began a careful examination of the total youth services program in Florida. They were especially committed to the goal of developing alternative services for the hundreds of children charged with status offenses who had to be temporarily removed from their homes. Ultimately, with the strong support of the John Howard Association and Juvenile and Criminal Justice, International, the Youth Services officials initiated in March of 1975 a statewide volunteer home program, which was to give immediate relief to the dangerously overcrowded detention centers.

Conceived originally as an emergency program for one of Florida's largest juvenile facilities, the basic concept of the program was simple: using volunteer homes, refer status offenders who briefly require residential services and who do not pose serious problems when the program became operational with the first 30 volunteer families. In general, the children successfully adapted to their

temporary homes, and the volunteers remained enthusiastic supporters of the Tampa Volunteer Relief Program. The results of the Tampa model were so impressive that in March 1975 Florida officials decided to expand the program statewide.

This program provided critically needed services requiring no capital investment and at costs sharply below the expense of conventional detention centers. The year's experience with the crisis home program also gave a reliable frame of reference for developing program policies and operational guidelines. It was learned, for instance, that to be assured of immediate and appropriate placements there should be three volunteer homes for every youngster eligible for the program. Also, for planning purposes the administration of the program should anticipate a 40 per cent turnover rate per year for volunteers. The Tampa model proved the importance of various services needed to back up the volunteer homes. Specific arrangements were necessary for liability insurance to cover the volunteers when they had youngsters placed in their homes. Also, a plan for emergency medical care for the juveniles had to be established. It was important to make sure that the detention hearing was scheduled after the child was placed in the home just as if the youngster were in secure detention. Most important, Youth Services staff must be in contact with the volunteer home at least once a day in order to monitor the situation while the child is placed in the home and to provide the volunteers with needed backup services.

VOLUNTEER FOSTER HOMES - 2

Not surprisingly, the techniques of successful recruiting became an important part of the program. To start with, television and radio announcements informed the public about the problem of status offenders in detention centers, and explained the goals of the volunteer program. News stories about status offenders caught up in the justice system appeared in newspapers and neighborhood shopping guides. Ministers and rabbis were contacted, and asked to identify families that might volunteer to house juveniles charged with status offenses. Lists of volunteers from other agencies were used, and community leaders and organizations were asked to help. It was soon learned that personal contact, honest salesmanship, and the appeal to community pride were most successful in enlisting volunteers.

The Tampa Volunteer Program gave the Youth Services officials confidence that the volunteer approach to providing crisis homes for status offenders was basically sound. There were some reservations, however. The task of securing a sufficient number of quality volunteer families quickly enough was a major hurdle. Then there were doubts about placing a large number of runaways in totally non-secure settings, and apprehensions about theft in volunteer homes. However, an evaluation made during the program's first year shows that the program has an impressive record. The recruitment and training of volunteer families went smoothly. In one month, 282 homes recruited statewide by July 31, 1975, following four months of intensive recruiting and screening.

The statewide endorsement of the volunteer homes program was more energetic than officials had anticipated. During the first quarter, 1,181 children were temporarily provided food, shelter, and supervision, involving 7,506 days of actual program participation. The \$36,650 cost of administering the volunteer program for the status offenders was less than one sixth the expense of

placing those same children in a conventional detention center. There were few behavior problems during the initial phase of the program's first year.

In 1973, 45 per cent of all the children assigned to Florida's 22 secure detention centers were status offenders. Today, partially because of the widely publicized success of the volunteer home program, recently enacted legislation has removed status offenders from delinquency status in Florida. The volunteer home program has proven incontrovertibly that status offenders do not need to be locked up. The program has also demonstrated that a statewide network of residential services for juveniles can be implemented by drawing extensively on volunteer resources.

The Florida model showed that when a volunteer program is properly managed, ordinary citizens will open their homes to troubled youngsters who temporarily need shelter and the personal reinforcement of a stable home. The volunteer home program has permitted the state to provide critically needed services at a moderate cost and with no long-term commitment to a building program. At the same time, Florida status offenders avoid being labeled "delinquents" instead of being caught up in the criminal justice system, the troubled juveniles are accepted by concerned families and learn firsthand that there are adults who care about them as individuals. There are 850 volunteer homes distributed throughout the state of Florida.

Further information may be obtained from

Florida Department of Health and
Rehabilitative Services
1323 Winewood Boulevard
Tallahassee, Florida 32301

or the New York State Division for Youth.

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Adapted from:

National Clearinghouse for Criminal Justice Planning and Architecture Transfer

PROCTOR PROGRAMS

PROJECT EMPHASIS:

To provide individual attention to severely troubled juveniles awaiting court appearance.

SUITABLE LOCATION:

No facility implications. Juveniles reside in conventional apartments and houses of any size in communities.

PROGRAM CHARACTERISTICS:

- Short term stays
- Personal, individualized services.
- Intensive feedback and supervision.
- Well trained staff.
- Could utilize volunteers and part time staff.

COST FACTORS:

- Salaries and expenses for proctors are stable.
- Training and administrative costs.
- No new facilities or offices necessary.

Teenagers coming before the court almost inevitably have had stormy family relationships. More than that, many of the youths have failed to adjust to prior foster home placements or other types of substitute care. It has been reasoned that, during the crisis of arrest and waiting for court appearance, perhaps the more severely troubled youths would respond to an intensive one-to-one program unlike the family setting which most of the young people were rebelling against. Rather than parental hostility or indifference, each youngster would live with a Proctor, whose only assignment is to work with the young client 24 hours a day, seven days a week. Rather than the disappointments and antagonism resulting from sibling competition, the program participant would receive the Proctor's exclusive attention. Rather than living in a detention center, labeled as a "delinquent" and visibly assigned to "a program" the clients of this program remain anonymous and are immersed in routine neighborhood activities.

These ideas became the rationale for the Proctor Program. The objective of the program is quite simple - to give confused and rebellious young people the personal attention of a concerned and resourceful adult. The program is not rigidly formal. It simply becomes the total preoccupation of a Proctor to establish face-to-face contact with a youth whose behavior and circum-

stances would, in most states, warrant commitment to a secure detention center. The strictures of the face-to-face contact are the only security measures in this program. The client is to be exposed to an orderly, disciplined way of life, and to be shown ways to constructively fill the hours of each day, rather than sleeping until noon and then retreating to the passive world of television and records. Care and planning are to be given to every-day activities such as meals, personal grooming, and household chores. In addition, there is to be an exposure to a variety of cultural recreational and sports activities previously unknown to most of the youngsters. During all the activities every day there is the companionship of the Proctor, who soon becomes someone to look up to, someone to please and to imitate.

By the program's nature, the success of the Proctor Program must depend almost totally on the energies and resourcefulness of the Proctors, themselves. The Proctor constructs a total program to be implemented in a conventional domestic setting. Each Proctor is expected to function as an independent, self-employed subcontractor. The Proctor not only contracts to provide personal services, but is obligated to supply such real items as bedroom space, telephones, transportation, food, and other personal items needed by the youth.

PROCTOR PROGRAMS - 2

By contract, the Proctor should agree to participate in a sustained in-service training program. The Proctor is to be actively working with clients 32 weeks of the year, seven days a week, 24 hours a day. Each youth stays with the Proctor about four weeks, with a six-week maximum, so that from five to eight young clients are served by each Proctor during a year. This is by no means a complete description of the Proctor's direct services, however. Strong bonds develop between the Proctors and their youngsters. Contacts continue after a young person leaves the program, and it is common for a Proctor to provide informal counseling and referral services long past the four weeks of the resident's program.

A Proctor must be young, between 20 and 30 and have interests and talents that will enhance a youngster's experiences. The Proctor must be in good health, live alone, have a car and a valid driver's license, and have an apartment or house with at least two separate bedrooms. Perhaps the most important, all candidates accepted as Proctors have been judged to have such intangible traits as compassion, perseverance, a sense of humor, creativity, and an indefatigable interest in the problems of young people.

Throughout the year Proctors have in-service training and conferences with agency staff to resolve problems which arise. But before the new Proctor even meets his/her first youngster, he/she participates in an intensive training program lasting about three days. Included in the training is an introduction to the Agency and the Proctor Program, an overview of juvenile justice as well as referral service agencies. The Proctors are given a brief exposure to the psychological dynamics of juveniles, with special attention to the type of youths they will work with. There is a short course on drugs and their abuse, and first-aid training. The Proctors are thoroughly briefed about recreational resources available in the area, and are also instructed concerning recordkeeping and day-to-day management techniques essential to make the program work.

The Proctor Program has both immediate and long-term objectives. Of overriding importance, the Proctor sees to it that the child appears in court when scheduled. In addition to this most important objective, the Proctor insures that the detained youth does not inflict self harm or does not harm others. Consistent with these objectives, the Proctor goes to great pains to see that the youth does not come in contact with others who might be harmful influences. On a more constructive note, an immediate objective of the program is to encourage the troubled youngsters to improve their self-esteem, and to think through their problems in a calm and thoughtful way.

The long-term goals of the program include seeking ways to improve relationships between the youths and parents so that the family unit can be strengthened. At the same time, the Proctor tries to enable the young person to attain self-sufficiency and to acquaint the youngster with community resources and services that can be used in a plan for self-improvement and growth.

Though the Proctor Program is intentionally flexible to permit the staff to adapt to the different circumstances of each placement, there are components which become a part of each individual plan. For instance, the bond that typically grows between the Proctor and the child gives a base for valuable counseling, however informal it might be. At least once a week each child has a more formal counseling session with a social worker at the Agency office. Later in the program, each youth is encouraged to work with the Proctor and Agency staff to develop a treatment plan and to arrange for future placement and aftercare. In addition to the counseling component of the program, the youth and Proctor work out a daily schedule of activities and recreation. Depending on the mutual interest of the Proctor and child, the two remain busy with arts and crafts, visiting museums and attending concerts, horseback riding, camping and so forth. These activities are in addition to the day-to-day chores required for an orderly household. Depending on the youths involved, on some occasions two or more Proctors might arrange for joint activities. Care is exercised to insure that the personalities of the youngsters are compatible, and that such association will have no adverse effects. Each activity schedule must be approved by Agency Staff.

Because of the program's brevity, educational activities are informal. In addition to scheduling cultural events and museums, a Proctor might provide academic tutoring if warranted. A thorough evaluation of each child's education status is part of the long-range treatment plan. Also, health and dental aftercare is an important part of each case plan.

The unique one-to-one feature of the program requires a manageable number of clients, whose day-to-day activities can be carefully monitored.

The Proctors should be paid a salary equivalent to that paid a youth counselor, probation officer or caseworker. In the Proctor Program, all the money spent goes directly to client services. There is no expensive physical plant to maintain, no capital expenses to amortize.

The success of the Proctor Program cannot be entirely quantified by numbers. In terms of the program's primary goal of insuring that the participating youths appear at their court hearings, the record is impressive. With over 200 severely troubled youths in a program in New Bedford, Massachusetts, only 17 ran from their proctors. Nine of these runaways were in contact with the Proctor office within 24 hours.

There is a Proctor program in operation in New Bedford, Massachusetts. Further information on the program may be obtained directly from

New Bedford Child and Family Service
141 Page Street
New Bedford, Massachusetts 02740

or from the New York State Division for Youth.

DETENTION / ALTERNATIVES / DETENTION / ALTERNATIVES / DETENTION

RUNAWAY HOMES

PROJECT EMPHASIS:

Runaway youth who can be assisted to resolve problems without the necessity of arrest, detention and court appearance.

SUITABLE LOCATION:

Counties or cities of any size. Structure of program is related to type of location - urban, suburban or rural.

PROGRAM CHARACTERISTICS:

- Short term residential component.
- use of trained volunteers.
- Maximizes youth's responsibility for problem solving.
- Focus on assisting youth to resolve crisis cooperatively with adult assistance.
- Positive and cooperative relations with police, government and private service agencies.
- Youth advocacy and conflict mediation.
- Youth outreach.

COST FACTORS:

- Temporary residential component, either foster homes or group homes.
- Limited professional staff salaries because of reliance on volunteers.
- Ongoing volunteer training.

Runaway programs have a philosophy of assisting youth by involving them actively in the solution of their own problems. These programs are designed for youth who are avoiding family problems and disagreements by leaving and staying away from their home. Some youth served by runaway programs have even been thrown out of home by an angry parent. Various program models for assisting these youth in urban, suburban and rural settings have been developed.

Urban runaway programs usually include a group home component which provides shelter and food, twenty-four hours a day, seven days a week to runaway youth. These programs maintain a close liaison with the local police and the family courts and often receive referrals from these agencies. Once a youth contacts a runaway program, parental permission is obtained to allow the youth to remain long enough to work out immediate problems.

Youth are asked to participate voluntarily in finding a solution to their current problems. They are often asked to sign a contract through which they agree to provide the program's counselors with information concerning their problems and to participate in the program's activities such as counseling and household chores. In return youth receive assistance from the program's staff in resolving their problems.

Runaway programs often become involved in providing short term family counseling and making referrals to other community agencies for long term services such as continued family counseling and long term residential care if this seems necessary. Successful urban runaway programs maintain a close liaison with other community agencies serving youth such as youth centers, outreach programs, Travelers Aid, family service agencies and local social service departments. These agencies make referrals to the program and the runaway programs, in turn, depend upon referrals to these agencies for follow-up services.

Runaway programs have also been established in suburban and rural communities. Suburban programs have made use of town owned residences for the temporary shelter of youth in conflict with their family. These programs operate on a similar model to the urban programs by obtaining parental permission for youth to remain for short periods and encouraging active youth involvement in solving their problems. The program also maintains a close liaison with police agencies. Some suburban programs rely on youth outreach workers and school counselors to gain the trust and confidence of youth would ordinarily be reluctant to seeking help to solve their problems.

RUNAWAY HOMES -- 2

Runaway programs have also been set up in rural areas and suburban areas by operating out of a youth center and utilizing a network of volunteer foster homes for short term residential shelters. These volunteer foster families agree to accept runaways in homes for a few days to a few months depending upon the child and the nature of his problem. The programs employ professional and paraprofessional youth workers, either full-time or part-time, through a coordinating agency to provide counseling and other support services for youth in short-term residential care. Programs like these are used to address a range of community problems by focusing the limited resources of these areas upon target groups of youth especially in need of services. Rural communities have found runaway programs to be successful in addressing the problems of youth who face increased drug accessibility and use, the need for psychological counseling and a lack of recreational and entertainment activities.

The Federally funded Runaway Programs currently operating in New York State include:

- G.L.I.E. Community Youth Program
New York City
- Covenant House
New York City
- Sanctuary
Huntington, Long Island
- Runaway Youth Coordinating Council
Hempstead, Long Island
- The Family
Woodstock, New York
- Project Equinox
Albany, New York
- Center for Youth Services
Rochester, New York
- Compass House
Buffalo, New York

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AGENCY-OPERATED BOARDING HOMES

PROJECT EMPHASIS:

Youth who require some supervision and structure away from their own homes, and who do not need or cannot tolerate substitute parenting.

SUITABLE LOCATION:

Rural or urban setting, particularly useful when a county or other operating agency owns an appropriate building.

PROJECT CHARACTERISTICS:

- Capacity up to six children - coed if desired.
- Operating agency owns or leases the building.
- Houseparents are members of agency staff.
- Combines elements of family and small group living situation.

COST FACTORS:

- Stable costs for salaries and building.
- Operational costs will vary with the number of staff and the amount of utilization.

An Agency-Operated Boarding Home is a special type of foster home. The primary difference is expressed in the title, "Agency-Operated." In this program, the agency acquires the building, and the foster parents or houseparents are employees of the agency.

Programmatically, the Agency-Operated Boarding Home has many useful resources. The population, which is usually 4 - 6, is limited enough to allow a home-like atmosphere and close supervision as well as a non-restrictive environment. Unlike the regular foster home, the parents have a staff relationship with the agency. This relationship provides the houseparents with opportunities for closer supervision and more in-service training, resulting in a more highly trained, professionally oriented staff. Also, the building and furniture are owned by the agency. This allows a greater latitude in placing children, and in the way the houseparents react to acting-out children, because any damages are not to the parents' personal property. In addition, extra staff can be added for emergency coverage, one-to-one supervision of a particularly needy child, and/or available night-time supervision without "invading" someone's home.

Like the foster home, by hiring staff with specific skills and/or providing them with intensive training in a certain area, the home could present itself as a special resource.

Administratively, an Agency-Operated Boarding Home is considerably different than a foster

home. The agency must assume the cost of the building, maintenance, utilities, repairs and damages. The agency also pays salaries to the houseparents. Most costs do not increase under maximum usage, but neither do they decrease with low utilization. Since this is largely a fixed cost program, capacity should be planned carefully. Agency-Operated Boarding Homes are administratively attractive when there is an unused county property that can be utilized at minimal cost, or when a county wishes to contract with a private child-caring agency for less than seven beds.

An Agency-Operated Boarding Home would be the recommended model for a detention program where population characteristics and commitment to using non-secure rather than secure detention would justify regular use of 4-6 beds, in a program that provides more than normal parental supervision. It is ideally suited for children who would be foster care candidates but do not need, or cannot tolerate, supervision in the substitute parent form. An Agency-Operated Boarding Home also provides more supervision and support services through the sponsoring agency, and could therefore, be used as an alternative or "back-up" program for foster home programs on a local or regional basis.

An example of an Agency-Operated Boarding Home is currently operating in Schenectady County. Information on this program may be obtained from the New York State Division for Youth.

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GROUP HOMES

PROJECT EMPHASIS:

Youth who will relate more readily to peer pressure than to adult authority, and who require supervision but not one-to-one attention.

SUITABLE LOCATION:

Primarily urban because of the population required to make it economically feasible. Could be established in a rural area if operated on a regional basis.

PROGRAM CHARACTERISTICS:

- Flexible program based on staff skills and children's needs.
- Flexible houseparent or shift staffing patterns.
- Capacity 7 to 12 children - should be planned for an average daily population of 7-8.
- Community based recreation, education, etc.

COST FACTOR:

- Agency owns (or leases) and maintains the house.
- Staff are salaried - costs will vary with number of staff.
- Costs are fixed regardless of utilization.

A Group Home by definition, has a capacity for seven to twelve children. Group Homes have a wide variety of program advantages, based on group dynamics, peer pressure and concerned adult guidance, and have demonstrated the ability to maintain a social runaways as well as delinquents in community-based programs.

A Group Home detention program requires a certain minimum average daily population to make it financially practical. A Group Home detention program will cost between \$75,000 and \$175,000 per year depending on the building, the staffing pattern, the salary levels, and the cost of living in the locality where the home is situated. In order to justify that cost, the home should be highly utilized. Some counties have a sufficiently high use of detention to justify a program of this

size, but generally, Group Homes should be designed to serve a regional, multi-county population. Administratively, detention Group Homes can be operated by private child-care agencies, by a county, or by a group of counties.

In a regular group care detention program, the children are provided with counseling, concerned adult supervision, and an alternative living situation. The children attend school in the community, and use community recreation facilities. Staffing in the home is similar to an Agency-Operated Boarding Home, but would be augmented by caseworkers either from a private agency, or from a county social service department.

NOTE: Also see "Structured" Group Residences for dealing with more difficult youth.

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"STRUCTURED" GROUPS RESIDENCES

PROJECT EMPHASIS:

Youth who require constant supervision and/or a highly structured program.

SUITABLE LOCATION:

Could be located in rural or semi-rural areas to reduce temptation to abscond. Should be in a large metropolitan area or regional to be fiscally sound.

PROGRAM CHARACTERISTICS:

- 24-hour awake shift staff.
- 12-hour structured day program.
- Constant adult supervision and feedback.
- Capacity 7 to 12 children -- should be planned for an average daily population of 7-8.

COST FACTORS:

- Agency owns (or leases) and maintains the house.
- Staff are salaried -- costs will vary with number of staff.
- Most costs are stable.
- Cost is high compared to other group homes but has proven effective in reducing use of secure detention.

In the structured non-secure detention group residence, the emphasis is placed on containing PINS and JDs by supervising their movements and involving them in an active, structured, day program. This program utilizes various techniques including crisis intervention, peer pressure and in-depth one-to-one counseling to engage the child immediately, thereby reducing his or her need or desire to run away. There are no physically restricting procedures, nor are there locks or other restricting hardware. The objective of this program is to avoid the use of secure detention while protecting the community and temporarily meeting the needs of the child.

Staffing in this type of home will vary, but would typically include 24-hour awake supervision involving double staffing by child care workers on all three shifts. Education would be provided in the group home, although it may be provided by the local school district (i.e., with tutors). Counseling services would be provided in the home, but like education, could be supplied by local departments of social services. Recreation will be provided either in the home or under close supervision in community facilities at scheduled times.

The structured non-secure residence is primarily designed as a support program for other types of non-secure detention programs. It is ideally suited for the chronic PINS runaway who has traditionally been securely detained and the delinquent with numerous petitions. With this program, secure detention will rarely be necessary.

While the structured non-secure detention program is expensive to operate, it is cheaper than secure detention on a per diem basis and can supplant most secure detention use. Most counties do not have sufficient individual need for this type of program to justify the cost. However on a regional basis, this program is financially feasible. By considering transportation time and costs, current use of secure detention, and the probable effects of deinstitutionalization, a regional plan can be developed that would include a regional structured non-secure detention program.

This program is technically classified as a group home. There are several group home detention programs in New York City, and throughout the state. The most highly structured of these is the Rensselaer County non-secure detention facility, at Wynantskill, New York.