

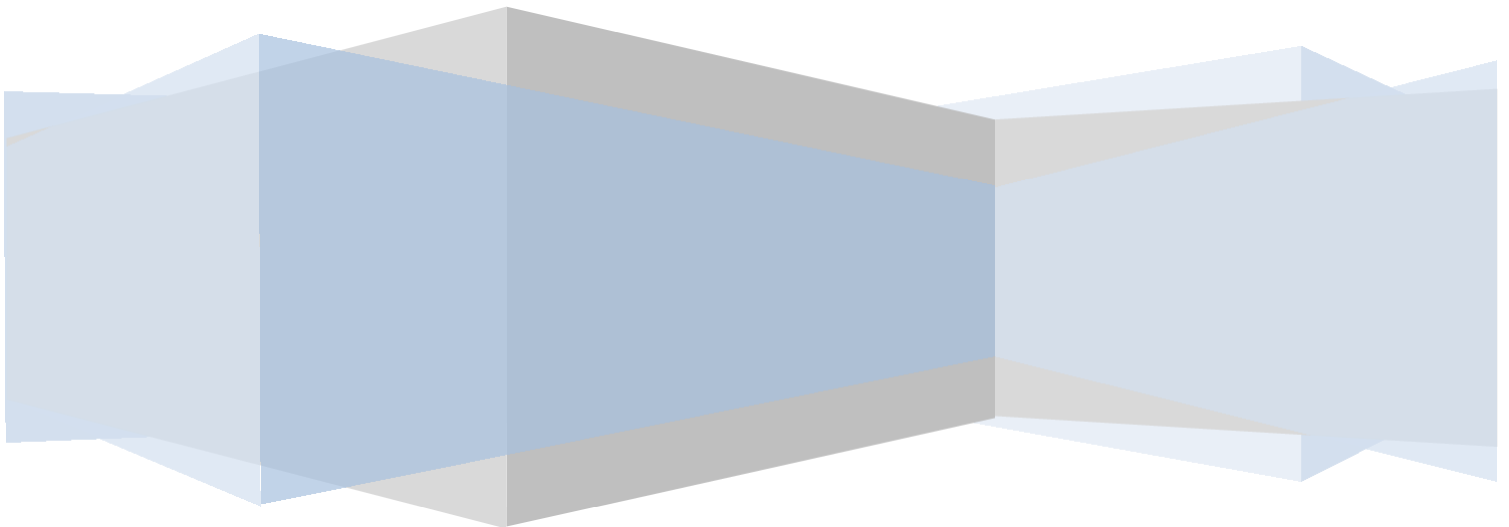
Re-Envisioning Juvenile Justice in New York City

A Report from the NYC Dispositional Reform Steering Committee

Co-Chairpersons

Ronald E. Richter, Commissioner, Administration for Children's Services

Vincent N. Schiraldi, Commissioner, Department of Probation



From the Co-Chairpersons

On December 21, 2010, Mayor Bloomberg unveiled a proposal to create a new, locally-operated system that would allow New York City to take responsibility for our young people who are involved in the juvenile justice system.

We believe the “realignment” of juvenile justice services from the State to the City, operationalized under Governor Cuomo’s “Close to Home” initiative, will result in watershed reform and reap enormous benefits for justice-involved youth and their families, as well as for public safety in the City and the State as a whole.

With that goal in mind, the New York City Dispositional Reform Steering Committee (DSRC) was formed in late fall 2010 to oversee the planning and implementation of a new vision for juvenile justice in the City.

We are pleased to report that substantial progress has been made in building both a community-based and residential continuum of care, and that the educational needs of young people under the supervision of the juvenile justice system are being taken into full account as these reforms take shape.

The pages of this report detail the progress and recommendations of our four subcommittees and lay out critical next steps to ensure the success of the Close to Home Initiative for years to come.



Ronald E. Richter
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Administration for Children’s Services



Vincent N. Schiraldi
Commissioner
Department of Probation



Michael R. Bloomberg
Mayor

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Introduction

The Dispositional Reform Steering Committee began meeting in fall 2010 with the stated purpose of planning and implementing a new vision for juvenile justice in New York City. The Committee worked to bring to life Mayor Bloomberg's proposal to create a new, locally-operated system that allows New York City to take responsibility for its young people who are involved in the juvenile justice system.

This stakeholder group was comprised of representatives from NYC Family Court, Mayor Bloomberg's Office, the NYC Law Department, The Legal Aid Society, the NYC Police Department, the New York City Council, the NYC Administration for Children's Services, the NYC Department of Probation, the NYC Department of Education, the Office of the NYC Criminal Justice Coordinator, the NYC Health and Hospital Corporation and members of the advocacy community. (A complete listing of Committee members appears in Appendix A.) The Steering Committee is staffed by the Department of Probation, with technical assistance and data analysis provided by the Annie E. Casey Foundation, the John Jay College of Criminal Justice and the Vera Institute for Justice.

The primary goals of the Committee were to improve public safety, reduce the system's over-reliance on costly, ineffective and harmful state-run placement facilities and to create a new, locally-operated continuum of dispositional options that allows all adjudicated youth to stay close to home and participate in meaningful interventions.

The objectives of the Committee were twofold: 1) conduct an inter-agency planning effort to design and implement a comprehensive continuum of care for adjudicated youth; and 2) develop strategies to promote changes in existing policies and practices for youth in the dispositional phase of the justice system.

Early in 2011 the Committee formed four subcommittees: Data (chaired by Michele Sviridoff, Criminal Justice Coordinator's Office); Residential Care (co-chaired by Dawn Saffayeh and Laurence Busching, Administration for Children's Services); Community-Based Interventions (chaired by Ana Bermudez, Department of Probation); and Education (co-chaired by the Honorable Monica Drinane, Supervising Judge, Bronx Family Court, and Dr. Tim Lisante, Department of Education). (A complete list of Subcommittee members appears in Appendix B.)

This report details the progress and recommendations of each of those four groups and the DSRC as a whole.

The Dispositional Reform Steering Committee identified three priorities that are essential to the development of a more effective and localized juvenile justice system in New York City:

1. Promote public safety and reduce recidivism through the development of a stronger and more comprehensive continuum of community-based interventions.
2. Develop a safe and effective continuum of residential services within New York City that works with youth and family to ensure a smooth transition back to the community.
3. Ensure that all youth have access to quality educational services that help them achieve significant academic progress.



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Priority #1: Building a Continuum of Community-Based Interventions

Tasked with developing an expanded continuum of non-residential services, the DSRC - guided by the Community-Based Alternatives Subcommittee and informed by the work of the Data Subcommittee - designed a continuum with an array of interventions of graduated intensity and varied approaches. For more information on the new Alternative to Placement (ATP) Programs, please see Appendix C: "Alternative to Placement Program Descriptions."

				Total ATP annual capacity = 608		Total ATP daily capacity = 339		Non-Secure Placement
				Day Program	AIM	ECHOES	JJI	Description:
ACD/CD	Probation Level 1	Probation Level 2	Probation Level 3	Description:	Description:	Description:	Description:	Description:
Description: Adjournment in Contemplation of Dismissal/ Conditional Discharge Average Duration: 6 months to 1 year	Description: Contact: 1 mtg per mo. for 1st 6 mos. plus referral to services as needed. Also 2 collateral and phone contacts per quarter. Home contacts as needed. Average Duration: 1 year or less Caseload capacity: 75-80 youth	Description: Contact: 2 mtgs per mo. plus referral to services as needed. 6 add'l contacts per quarter (phone and field visits regarding case plan), including at least 1 home visit. Average Duration: 1 year Caseload capacity: 30-35 youth	Description: Contact: Begins with 6 personal contacts and 8 collateral contacts per month. Contact levels gradually decrease over time. Possibility for added curricula TBD, plus referral to services as needed. Average Duration: 1-2 years Caseload capacity: 15-20 youth	Day and/or evening program for youth disconnected from school, followed by level 3 probation after a transitional planning phase prior to completion of Day Treatment Average Duration: 6 months Capacity: 45 slots; 90 youth per year Start date: TBD	An "advocate" from within the youth's own community who works w/ the youth several times per week. Followed by level 3 probation after a transitional planning phase prior to completion of AIM Average Duration: 6 months Capacity: 50 slots; 100 youth per year Start Date: 7/1/12	Highly intensive level of probation (5 weekly contacts including Saturday work group; life coaching model) focused explicitly on promoting change in its participants so that they can fully participate in society and can forge a successful transition into adulthood Average Duration: 1 year. Capacity: 70 slots; 70 youth per year Start Date: 6/1/12	In-home, evidence-based treatment modalities, including Functional Family Therapy, Multi-dimensional Treatment Foster Care & Multi Systemic Therapy, followed by level 3 probation after a transitional planning phase prior to completion of JJI Average Duration: 6 months Capacity: 174 slots; 348 youth per year	Residential facilities for youth who have been placed into the custody of ACS by a Family Court judge as a disposition of their juvenile delinquency case. Services include youth care, education, social work and case management services, social skills instruction, access to mental health and substance abuse treatment, coordination of health care and public safety measures. Average Duration: 6-7 mos. Capacity: 300 slots; 550- 600 youth per year

The continuum will provide judges and probation officers with an expanded tool box as they strive to find the most appropriate services to support youth and families. In addition to three new types of ATP programs, the Department of Probation (DOP) will adjust how it supervises youth whether or not they are recommended for an ATP. Probation caseloads will vary in intensity based on risk



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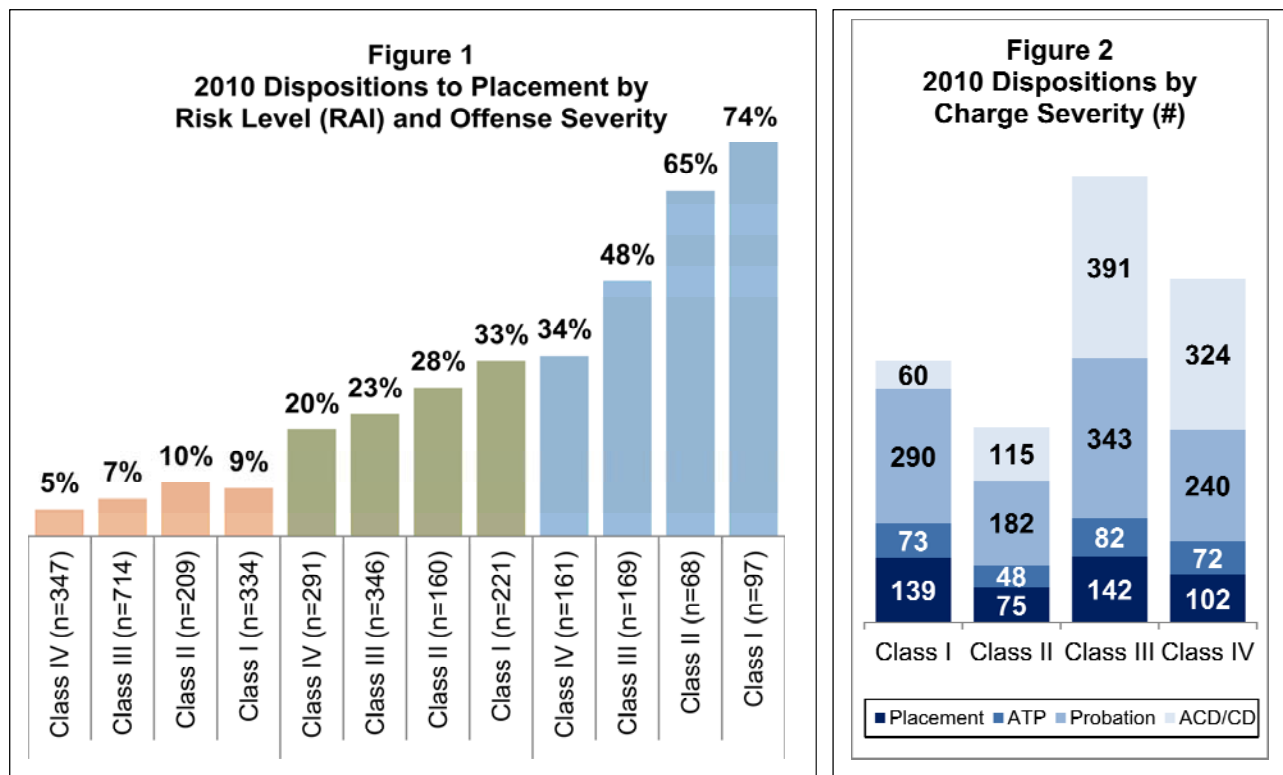
of re-offense and offense severity; probation officers supervising higher-risk/severity clients will have smaller caseloads, allowing them to provide more intensive supervision and support.

On the other end of the spectrum, youth who pose a low risk to public safety will have a lower level of supervision, thereby allowing the probation officer to carry a larger caseload. The three levels of probation allow for DOP to adjust its level of supervision based on a youth's risk, offense severity and performance.

All three levels of probation will be "front-loaded," meaning that the first six months of probation will include more intensive levels of supervision. The supervision levels will decrease if a young person is doing well, which serves as both an incentive and a tool to recognize/reward progress.

Working to inform the dispositional reforms described above, the Data Subcommittee set out to examine what factors most strongly influence the likelihood that youth will be sent into delinquency placements (particularly limited-secure and non-secure OCFS facilities or with Voluntary Agencies) along with alternatives to placement. For a discussion of decisions made by the subcommittee about the data analysis that dictated the scope of this analysis, see Appendix D "Methodology".

- As illustrated in Figure 1 below, the Steering Committee's analysis shows that in 2010, New York City's detention Risk Assessment Instrument (RAI) was more strongly correlated with placement than simple charge severity. For example, adjudicated youth arrested for the least serious offenses (i.e. non-person misdemeanors) who were deemed to be of medium risk for re-arrest were twice as likely to be placed (20% vs. 9%) as low-risk adjudicated youth arrested for the most serious offenses (i.e. A or B felonies, violent C felonies).



- The relative weakness of offense in determining whether a youth ought to be placed can be seen in Figure 2, which shows that more youth were placed after being arrested for less serious offenses than those who were charged with more serious offenses (244 Class III & IV vs. 214 Class I & II).
- Based upon this data, the Committee agreed that it was important to incorporate offense severity into DOP's recommendation to the Family Court. Up until recently, DOP recommendations were based upon the Probation Assessment Tool (PAT), which was designed to classify youth by risk for re-arrest alone. DOP's administration, after consulting with the Steering Committee, determined that it made sense to incorporate offense severity into the decision making process, resulting in the development of a Structured Decision Making (SDM) grid. This grid establishes guidelines for dispositional recommendations that take into account both the young person's risk level and the seriousness of the current offense. The tool will be used to guide DOP's recommendations to Court, but it does not in any way restrict a judge's authority.

STRUCTURED DECISION MAKING GRID FOR NEW YORK CITY JUVENILE PROBATION

MOST SERIOUS CURRENT ARREST CHARGE	LIKELIHOOD OF RE-ARREST		
	VERY HIGH or HIGH	MODERATE	LOW
CLASS I: A, B felonies (violent & non-violent), violent C felonies	Out of Home Placement (range of security options)	Out of Home Placement or Alternative to Placement	Alternative to Placement or Probation (unspecified)
CLASS II: Non-violent C felonies, violent D felonies	Out of Home Placement or Alternative to Placement	Alternative to Placement or Level 3 Probation (ESP)	Level 1 or 2 Probation
CLASS III: Non violent D, All E felonies, misd assault and misd weapons possession	Alternative to Placement or Level 3 Probation (ESP)	Level 1 or 2 Probation	Level 1 Probation or CD
CLASS IV: A misdemeanors except assault and weapons and all B misdemeanors¹	Level 1 or 2 Probation	CD or ACD	ACD or short term one time consequence or Dismissal
MANDATORY OVERRIDES: <ol style="list-style-type: none"> 1. Must consider CD or ACD for youth with no unsealed priors. Decision is based on the circumstances of the case² 2. If case goes to trial, use finding offense DISCRETIONARY OVERRIDES: POs have discretion to recommend either a more or less restrictive option than the grid provides. However, all overrides - up or down - must be submitted with justification for approval by the PO's supervisor			

¹ Many of these cases should be adjusted at intake

² POs will need to provide justification to their supervisors and Borough Directors if a CD or ACD is not selected for a first-time arrest

- Probation Officers will retain a limited level of discretion in their dispositional recommendations. Probation Officers may recommend a disposition that is more or less restrictive than the grid allows, with the caveat that the recommendation come with justification and approval by a supervisor. DOP will track and report override rates and adjust practice accordingly, in consultation with the New York City Juvenile Justice Advisory Committee.



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- In addition, all youth who are being charged with their first offense should be considered for a recommendation of Adjourment in Contemplation of Dismissal (ACD) or Conditional Discharge (CD).
- DOP has identified a new risk assessment instrument that will replace the Probation Assessment Tool. This new instrument is the highly regarded Youth Level of Service/Case Management Inventory (YLS-CMI) now in use in 13 states. DOP has begun a phased-in roll out process of the tool and the SDM grid. This process will be completed by September 1, 2012.
- The Community-Based Options Subcommittee will continue to convene to ensure the successful implementation and oversight of the new tools, policies and programs. This will include evaluating the crime-control efficacy and impact of the new risk assessment instrument and overseeing the process of validating the new risk assessment instrument.



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Priority #2: Residential Services

One of the most important ways that re-alignment will impact the New York City juvenile justice system is that all youth placed in residential settings will be in facilities that are close to or within the city itself, and are contracted and overseen by the Administration for Children's Services (ACS).

ACS leaders chaired the residential subcommittee, which developed guiding principles under which all placements in a residential continuum should operate. These principles will form the bedrock of New York City residential programs, ensuring that ACS effectively addresses the risks and needs of delinquent youth who require residential care.

The Subcommittee separated into four different work groups to study discrete issues, including: Education; Balancing security with a positive, age-appropriate culture; Key components of safe and effective residential care; and Anticipated challenges.

The result of this work was the identification of ten critical components:

1. Residential care should be part of a continuum of care
2. Facility management should be guided by a coherent approach and/or model of care with a greater likelihood of achieving positive outcomes
3. Comprehensive case management should support successful adjustment to residential care and reintegration to the community
4. Families are engaged & included in the treatment process; aftercare planned from admission, starts as soon as youth can be safely released
5. Facilities are located in or close to New York City
6. Time spent in residential care used to pursue educational objectives & educational gains are built upon when youth return to the community
7. Local communities are engaged and involved with the youth and the facilities
8. Youth, staff and local communities are safe and focused on common objectives
9. Facilities and programs are culturally responsive
10. Outcomes are measured on a regular basis and data is used to inform program changes



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OVERSIGHT & QUALITY ASSURANCE

ACS is developing a comprehensive quality assurance and oversight model that builds on current successful practices within ACS and includes qualitative and quantitative oversight of non-secure detention facilities, the Scorecard and Performance Agency Measurement System utilized by the Quality Assurance Unit for child welfare programs, and the use of evidence-based models which themselves oversee the quality of case practice and outcomes. The quality assurance model for non-secure and limited secure placement will consist of three key components:

Scorecard – Individual Case Review	Scorecard – Programmatic Performance	Qualitative Review
<ul style="list-style-type: none"> ✓ Measures a combination of case-specific and aggregate performance data ✓ Reviews case records of randomly selected youth in or out of care during a specified time period ✓ Measures compliance with the Juvenile Justice Non-Secure Placements Quality Assurance Standards promulgated by ACS 	<ul style="list-style-type: none"> ✓ Regular comprehensive site visits, both planned and unannounced ✓ Reviews programmatic policies and practices ✓ Assesses compliance with staffing ratios and qualifications ✓ Assesses staff training and areas of competency ✓ Assesses practice implementation as it relates to model of care ✓ Reviews provider and facility incidents including individual incidents and trends over time 	<ul style="list-style-type: none"> ✓ Structured interviews of youth, families, provider staff, ACS staff, and other stakeholders/consumers of services on a regular basis to collect qualitative data about provider agency and ACS case management service provision ✓ Utilizes the frequent interactions between ACS case managers and youth and provider staff to collect service data

Oversight of ACS Close to Home placement system includes:

Provider Agency	ACS	OCFS	Community
Day-to-day case management	System level: Public Management Reports Advisory Boards	Central Office	City Council & Public Advocate
Internal quality assurance	Provider level: Monitoring and Evaluation Stat Session	Regional Office	Attorneys for Children
Work with model developers, when applicable	Individual level: Case Management Office of Advocacy	Borough-Based Staff (~ 30 staff members)	Families and Communities



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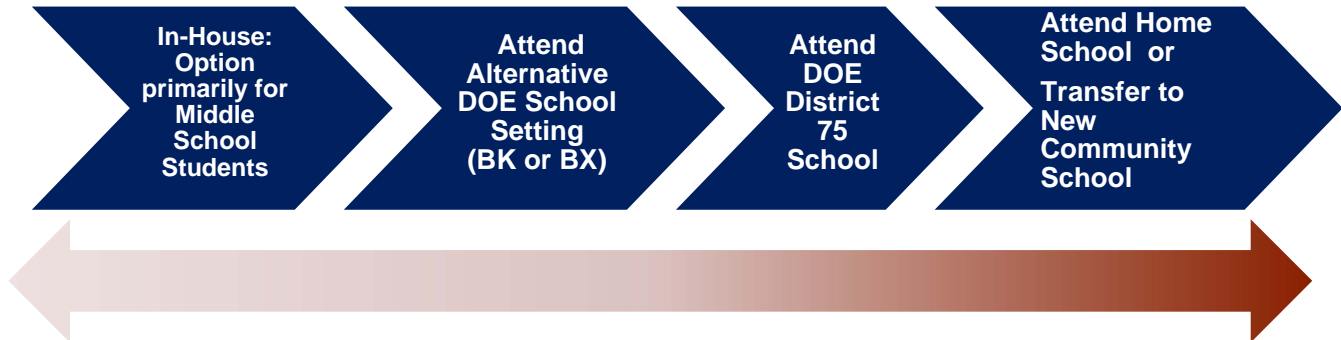
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Priority #3: Educational Services

VISION FOR EDUCATION DURING NON-SECURE PLACEMENT (NSP)

- Each student in a NYC Non-Secure Placement will attend a **full-time** academic education **option** in a program with ACS and host agency support
- Each student will receive Department of Education (DOE) school assessments. The **academic program** and **transitional planning** will be developed with input from student, family, DOE, ACS case worker and host agency

Continuum of Education Options while in NSP



CORE PRINCIPLES

Regardless of whether youth remain in the community or are placed in a residential program, it is essential they have access to services effectively addressing their educational needs and allowing them to achieve academic progress. For those youth who cannot receive these kinds of services in their home schools, programs will be developed adhering to the following criteria:

1. DOE and host agencies will address students' **behavioral AND academic** needs so students show progress in both areas
2. To best achieve this progress, DOE and host agencies will implement systems of positive behavioral individual/group interventions (PBIS) rooted in **youth development** principles
3. The **curriculum enhancements, grade appropriate instruction, remediation** and **assessments** must be **customized** by the DOE to meet the needs of diverse learners within a short period of enrollment
4. There must be a focus on **skill development** and **credit accumulation**, with promotional opportunities and a preference for Regents diplomas whenever possible. Credits must be recorded (or transferable) into the NYC DOE system
5. DOE and host agencies must have aligned, continuous and integrated ideology, training, and case management with **joint responsibility and accountability**
6. DOE and host agencies must **maximize student time** with full school day and afterschool program schedule including summer and school recesses services

To ensure these educational services are available, DOE will work with ACS to create educational programs for youth in NYC placement and with DOP to develop a RFP for an education-focused day treatment program. The Juvenile Justice Advisory Committee (JJAC) will provide ongoing input on the development of these services.



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New Directions

At its December 2011 meeting, the Dispositional Reform Steering Committee changed its name to the New York City Juvenile Justice Advisory Committee (JJAC). It is now co-chaired by ACS Commissioner Ronald E. Richter and Probation Commissioner Vincent N. Schiraldi and will convene bi-monthly.

The Committee will advise City partners on issues related to the operational phases of juvenile justice realignment and make recommendations on multi-stakeholder issues affecting the City's juvenile justice system. The Committee's recommendations will influence policy makers and practitioners on matters including but not limited to: the provision of mental health services, education, family support services, dual-jurisdiction youth and the continuum of community-based programs available to youth on Probation.

Whereas the principal focus of the DRSC was on the dispositional phase of the juvenile justice continuum, the JJAC's focus has been expanded to consider prevention, diversion, the intersection of detention and placement, alternatives to placement, out-of-home placements, disproportionate minority contact and youth and family engagement.

Existing members of the Committee will continue to serve on the JJAC. The Committee will consider expanding to include additional community representatives and advocates, State officials, and practitioners serving youth in the adult criminal justice system.



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Appendix A: New York City Dispositional Reform Steering Committee Membership

Co-Chairs:

- Ronald E. Richter, Commissioner, Administration for Children's Services
- Vincent Schiraldi, Commissioner, Department of Probation

Government:

- Laurence Busching, ACS/DYFJ
- Dawn Saffayeh, ACS
- Leslie Abbey, ACS
- Ana Bermudez, Probation
- Shamira Howie, Probation
- Angela Albertus, Law Department
- Jack Donohue, NYPD
- John Breslin, NYPD
- Honorable Edwina Richardson-Mendelson, Family Court
- Honorable Monica Drinane, Bronx Family Court
- Dr. Tim Lisante, Department of Education
- Melanie Hartzog, Office of the Mayor
- Maryanne Schretzman, Office of the Mayor
- Michele Sviridoff, Mayor's Criminal Justice Coordinator's Office
- Peggy Chan, City Council
- Will Hongach, City Council
- Dr. Marcia Werchol, NYC Health & Hospitals Corporation
- Wendy Trull, Office of the Mayor

Community Organizations and Advocates:

- Tamara Steckler, Legal Aid Society
- Jennifer March-Joly, Citizens Committee for Children
- Zachary Norris, Justice for Families Alliance

Consultants:

- Nate Balis, Annie E. Casey Foundation
- Rachel Gassert, Annie E. Casey Foundation
- Tom Woods, Annie E. Casey Foundation
- Jeffrey Butts, John Jay College of Criminal Justice

Committee Staff

- Mark Ferrante, Probation
- Mishi Faruquee, Probation



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Appendix B: New York City Dispositional Reform Subcommittee Membership

Community-Based Options

Chairperson:

- Ana Bermudez, NYC Department of Probation

Government:

- Leslie Abbey, ACS
- Tionnei Clarke, Family Court
- Barbara DeMayo, Family Court
- Alan Sputz, Law Department
- Lisa Grumet, Law Department
- Gineen Gray, Probation
- Shamira Howie, Probation
- Marcia Werchol, NYC Health & Hospitals Corporation

Community Organizations and Advocates:

- Ruben Austria, Community Connections for Youth
- Joe McLaughlin, CASES
- Jeremy Kohomban, The Children's Village
- Tami Steckler, Legal Aid Society

Consultants:

- Nate Balis, Annie E. Casey Foundation
- Rachel Gassert, Annie E. Casey Foundation
- Craig Schwalbe, Columbia University
- Dick Sammons, Independent Consultant



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Appendix B: New York City Dispositional Reform Subcommittee Membership

Data

Chairperson:

- Michele Sviridoff, Criminal Justice Coordinator's Office

Government:

- Chris Fisher, Probation
- Lisa Grumet, Law Department
- Dawn Saffayeh, ACS
- Courtney Leborious, OMB
- Miriam Popper, CJC Office

Community Organizations:

- Jackie Deane, Legal Aid Society

Consultants:

- Jeffrey Butts, John Jay College of Criminal Justice
- Jennifer Fratello, Vera Institute of Justice
- Jennifer Jensen, Vera Institute of Justice
- Nate Balis, Annie E. Casey Foundation
- Tom Woods, Annie E. Casey Foundation



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Education

Chairpersons:

- Honorable Monica Drinane
- Dr. Tim Lisante

Government:

- Stephen Wilder, DOE
- Lisa Grumet, Law Department
- Marlynne Bidos, DOE
- Michael Battista, DOE
- Shamira Howie, DOP
- Leslie Abbey, ACS
- Amanda Smith, DOE

Community Organizations and Advocates:

- Cara Chambers, Legal Aid Society
- Jeffrey Palladino, Bronx Guild High School
- Jill Roche, Hunts Point Alliance for Children
- Chris Tan, Advocates for Children

Appendix B: New York City Dispositional Reform Subcommittee Membership

Residential

Chairpersons:

- Dawn Saffayeh, ACS
- Laurence Busching, ACS

Government:

- Leslie Abbey, ACS
- Angela Albertus, Law Department
- Gloria Anderson, ACS
- Kimberly Arena, ACS
- Ana Bermudez, Probation
- Belinda Conway, ACS
- Shamira Howie, Probation
- Meghan Lynch, NYC Council
- Stephanie Prussack, ACS
- Oliver Pu-Folkes, ACS
- Hattie Quarnstrom, ACS
- Maryanne Schretzman, Office of the Mayor
- Russell Steinberg, ACS
- Lorraine Stephens, ACS
- Michele Sviridoff, CJC

Community Organizations:

- Jackie Deane, Legal Aid Society
- Tami Steckler, Legal Aid Society
- Cynthia Armijo, Boys Town New York
- William Baccaglini, NY Foundling
- Paul Jensen, Graham Windham
- Paulette LoMonaco, Good Shepherd Services

Consultants:

- Tim Decker, Missouri Division of Youth Services
- Camille Henderson, Annie E. Casey Foundation
- Gail Mumford, Annie E. Casey Foundation
- Dick Sammons, Independent Consultant
- Mark Stewart, Missouri Youth Services Institute
- Rose Washington, former Commissioner, NYC Department of Juvenile Justice
- Tanya Washington, Annie E. Casey Foundation



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Appendix C: Alternative to Placement Program Descriptions



AIM (ADVOCATE, INTERVENE, MENTOR)

Overview: The goal of AIM (Advocate, Intervene, Mentor) is to utilize intensive mentoring and advocacy to improve the educational and criminal justice outcomes of young people who are determined by the Family Court to need an alternative to placement program or who are already on probation but facing revocation due a serious felony re-arrest. Utilizing an intervention strategy that pairs youth with paid advocates, AIM seeks to provide participants with the structure and guidance they need to succeed.

Advocates educate and empower participating adolescents and their families to foster alternative behaviors that are more conducive to personal and social success. In addition to one-on-one mentoring, advocates build and strengthen social bonds between the young probation client and the community in which he or she lives. Advocates play the role of a connector, linking clients with community-based resources and facilitating healthier relationships with known institutions, such as school. This model works best when everyone is committed to family involvement and support. Therefore, the advocate, youth, family and AIM Probation Officer will all be a part of the family team. Youth supervision must always remain the primary responsibility of the family, not the advocate, so it is essential that the youth and the advocate come to see themselves as part of a team effort.

Participant Age and Profile: AIM will target youth between the ages of 13 and 18 who reside in or adjacent to the South Bronx (CD 1, 2, 3, 4, 5 and 6), Brownsville/East New York/Bed-Stuy/Flatbush Brooklyn (CD 3, 5, 16, 17), and Jamaica/Laurelton (CD 12, 13), Northern Manhattan (CD 9, 10, 11, 12), and Staten Island (CD 1, 2).

Number of Participants: 100 participants per year

Cohort Duration: 6 months

Contract Term: 3 years, with option to renew

Program Start Date: *July 1, 2012:* South Bronx, Brownsville/East New York/Bed-Stuy/Flatbush Brooklyn, and Jamaica/Laurelton. *September 1, 2012:* Northern Manhattan and Staten Island.

Details: DOP will contract with community-based organizations (CBOs) that work with high-risk youth. The CBO will be responsible for hiring local advocate/mentors who can serve as “credible messengers.” Each advocate/mentor will have a caseload of no more than four young people, will spend no less than seven hours per week working with each youth/family, and will be available to them 24/7. This is critical to reaching high-risk young people who are severely disconnected. Advocate/mentors will use wraparound processes to engage the youth and his/her family team in setting up individualized service plans that draw on needs as well as strengths and interests



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PEAK (Pathways to Excellence, Achievement and Knowledge) – IN DEVELOPMENT

Overview: The goal of the PEAK (Day Treatment) Model is to enhance community safety by increasing positive outcomes for adolescents on probation whose risk and offense severity suggests that they will need rigorous programming to thrive in the community, as well as those who are in jeopardy of being placed outside the home due to a probation revocation. The PEAK model combines elements of educational achievement along with behavior modification and therapeutic services administered by a CBO.

Participant Age and Profile: PEAK will target youth adjudicated in Family Court between the ages of 14-18 (as long as they were under 16 years of age at the time of offense) who:

Are at risk of being placed outside the home, as per DOP's validated risk/needs assessment process

Have a history of school suspensions and/or unresponsiveness to other interventions that focused on educational engagement and achievement

Number of Participants: 45 participants to be served at any one time. Participants can remain in the program for six months. A total of 90 clients will be served annually.

Cohort Duration: 6 months

Contract Term: 3 years

Program Start Date: TBD

Details: PEAK will operate year-round, Monday-Friday, from 8:00 am to 6:00 pm. The program will combine experiential education, behavior modification and therapeutic services into a full-day curriculum. It will also offer after-hours crisis intervention services and weekend service learning activities that engage participants, their family and the community.

DOP will contract with one community-based organization (CBO) that has a proven history of working with high-risk, court-involved youth in educational settings. The CBO will be responsible for implementing the program design in partnership with the Department of Education.

Overview: ECHOES is the Department of Probation's (DOP) Alternative to Placement (ATP) program. It is designed to help justice-involved youth remain in their communities while developing the core skills they need to lead law-abiding lives and achieve their goals: achieving literacy, holding a legitimate job, and maintaining stable and positive personal relationships.

ECHOES has three primary goals for each participant: create a transformational relationship with an adult in a life coaching model; increase social and emotional competencies; and increase employability. Additionally, participants will become more engaged with education as they see how it is connected to future employment.

The employability component of ECHOES will be conducted by a community-based provider in partnership with DOP ECHOES staff

Participant Age and Profile: ECHOES will target youth who are:

- 14 years of age and older who come through Family Court
- Considered to be placement-bound, as per DOP's validated risk/needs assessment tool in need of a high level of intervention to effect the behavior change necessary to remain safely in the community

Number of Participants: 70 slots

Cohort Duration: 1 year

Contract Term: 3 years

Program Start Date: June 2012

Details: ECHOES will serve as the highest level of Juvenile Probation supervision. Participants will work with a team of specially trained Probation Officers (PO) and staff from partnering community-based organizations (CBO) on developing the skills they need to successfully transition into adulthood.

ECHOES is based not only on youth development principles, but also in the evidence-based practices of motivational interviewing, stages of change models, and restorative justice. Each PO working in the ECHOES program will provide individual coaching, facilitate group sessions, and connect youth with outreach services, as necessary. ECHOES Probation Officers will bear smaller caseloads of 10-12 cases.

The City will contract with a CBO to conduct a progression of three coached, hands-on employment opportunities and externships, for which participants will receive a stipend. The CBO will provide wrap-around services as needed. Each employment opportunity will develop the soft skills associated with getting and keeping a job as well as more advanced skills such as developing mentoring relationships. The CBO and DOP staff will work together to develop the opportunities, which will incorporate restorative justice and transitional employment principles and strategies.

Appendix D: Methodology

The Data Subcommittee's charge was to inform the work of the Steering Committee by analyzing dispositional trends, primarily focusing on the population of youth placed in residential programs and ATPs. All analyses were based on cases involving juvenile delinquents (not juvenile offenders) that were disposed in the most recently completed year (calendar year 2010).

An important lens through which to identify cases for which a placement decision was made would be the Exploration of Placement (EOP) process. The Esperanza program collected data on all EOP orders, which could be matched with other data maintained by the City agencies to provide a more complete picture of disposition decision-making.

Based on the way that the City agencies' data is organized, dispositions to placement or alternatives to placement that were based on original filings (i.e. new offenses) would need to be studied separately from those based on supplemental filings (i.e. revocations of probation).

For original dispositions, a primary source of data was determined to be the Juvenile Justice Research Database (JJRDB) maintained by the Vera Institute for the Office of the Criminal Justice Coordinator. For placement decisions based on supplemental filings, data from the Department of Probation (DOP) was identified as a primary information source.

With technical assistance from the Vera Institute and the Annie E Casey Foundation, the subcommittee assembled a 2010 data file that matched records from the JJRDB with those in an extract from the DOP's case management system, and with data obtained from Esperanza about the EOP process and the Probation Assessment Tool (PAT).

The 2010 data file was organized to provide a count of disposition events that occurred during the 2010 calendar year. This unit of analysis was used because it closely resembles two other units of analysis that the Data Committee agreed should be central to its work: the number of youth admitted to placement or alternatives to placement (ATPs), and the number of EOP orders issued by the courts.

Disposition events are decisions to dispose a youth to placement, ATPs, probation, or another disposition, based on one or more original filed charges for juvenile delinquency. Each disposition event applies to one youth, however a youth may have had more than one disposition event during the year. Not included in this analysis were:

- Cases in which a youth was charged as a Juvenile Offender, rather than as a Juvenile Delinquent; or where a youth who had turned 16 while the juvenile delinquency case was pending was arrested again and charged as an adult in Criminal Court.
- Arrests or filed cases that were "covered" by a plea on another case. "Covered" matters do not have an adjudication or disposition, but remain unsealed.
- Supplemental filings (i.e. probation revocations). This means that the analysis did not include dispositions that resulted from violations of probation. Violations of probation may be filed for failure to comply with any condition of probation, including new arrests or findings as well as truancy, curfew violations or absconding from home, substance use, and other forms of non-compliance. Some youth who were arrested while on probation had a new original disposition (based on the new arrest) and a supplemental disposition (based on the violation of probation) entered at the same time; for these youth, only the



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new original disposition was included in the data set. Such youth accounted for 35% of entries into placement, and 28% of entries into alternatives to placement, in 2010.

Disposition events resulting in placement or alternatives to placement were verified against EOP data recorded by the Esperanza program; and the count of disposition events resulting in placement derived from the data file was validated against 2010 admissions data from OCFS. These validations ensured that the count of disposition events to placement and ATPs in the analysis was consistent with the number of youth actually entering placements and ATPs during 2010.

The analysis classified disposition events based only on the top arrest charge (e.g. a disposition event involving a Class II felony arrest charge that was charged in court and/or pled down to a Class IV misdemeanor would be classified for purposes of analysis as a Class II disposition event).

A single disposition event may represent the legal disposition of a single pending case, or of multiple pending cases (i.e. if several pending cases involving the same youth were disposed within the same 24-hour period, that was counted as a single disposition event). In those situations, the disposition event was categorized based on the most severe information present:

- Where a single disposition event involved multiple pending cases with different alleged offenses, it was classified based on the highest severity top arrest charge across those cases (e.g. if a single disposition event represented the legal disposition of one case involving a Class IV misdemeanor arrest and another case involving a Class III felony arrest, the disposition event would be classified as Class III).
- Where a single disposition event involved multiple RAI screenings for a youth on cases that resulted from arrests on different dates but went to disposition at the same time, it was classified based on the highest RAI score across those screenings (e.g. if a disposition event involved one case that was linked to an RAI that scored as Low Risk, and a subsequent case that was linked to an RAI that scored as Medium Risk, the disposition event was classified as Medium Risk). RAI scores for “covered” cases or for cases that went to disposition after the disposition event were not included.
- Where a single disposition event involved multiple legal dispositions, the most restrictive disposition was used (e.g. a disposition event involving one case whose legal disposition was recorded as “dismissed” and another whose legal disposition was recorded as “probation” would be classified as a disposition to probation).

The Steering Committee recognized the need to ensure that the most intensive interventions were reserved for youth who were deemed to be both at high risk for re-arrest and who had been charged with more serious offenses.



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