

Issues in Brief

Changing the Status Quo for Status Offenders: New York State's Efforts to Support Troubled Teens

Tina Chiu
Sara Mogulescu

vera

INSTITUTE

of

JUSTICE

YOUTH JUSTICE PROGRAM

Throughout the country, concerned and frustrated parents struggle to control kids who are skipping school, abusing drugs or alcohol, running away from home, or exhibiting troubling or rebellious behaviors. When they can't afford private care, parents often turn to government for help. And government tries to provide assistance, primarily through status offender systems, which, depending upon the jurisdiction, are alternatively called PINS (Persons in Need of Supervision), CHINS (Children in Need of Supervision), or FINS (Families in Need of Supervision).

Established in the 1960s, status offender systems were created to help parents, schools, and communities get these disobedient, but not delinquent, children back on track by providing treatment, counseling, and supervision. Yet despite their good intentions, many status offender systems across the country have had the opposite effect.

Most systems attempt to leverage the power and authority of the family court to compel behavioral change in a young person, but they lack alternative programs, services, or resources to help kids and families truly improve. Faced with a recalcitrant or noncompliant adolescent, judges have few options but to take a child out of the home, even when he or she poses no threat to public safety. This can lead to further negative outcomes: exacerbated family tension, reduced engagement in school, and an increased likelihood of deeper involvement in criminal behavior.¹

There are, however, examples of helpful, evidence-based, and cost-effective approaches to working with status offenders, approaches that can make a substantial difference in the lives of these youth and their families. A handful of jurisdictions across the country—such as Cook County, Illinois (Chicago) and Maricopa County, Arizona (Phoenix)—have been working for years to develop effective crisis response interventions, partnerships with community-based providers, and alternatives to detention and placement in order to better serve status offenders and their families. This *Issue in Brief* looks at the example

of New York State where child welfare and probation leaders have worked for three years to reform the state's PINS system. Realizing that the status offender system was not helping young people and their families as much as it could, state and local leaders embarked on an effort to re-engineer the system so that it would live up to its promises and meet the expectations of those who rely on it for help.

Grounded in a commitment to strengthening families and rooted in interagency collaboration, the reforms taking place in New York demonstrate a paradigm shift in how to work with status offenders: a shift away from reliance on the courts and law enforcement and towards the provision of timely support

to families in their own communities. The lessons learned from the New York State experience can serve as useful models to jurisdictions looking to better serve their own status offender populations.

This report first sets the context for reform in New York State by summarizing recent legislative developments and providing a cursory overview of the PINS process. The report then examines how local officials in four counties are attempting to keep kids out of family court and reduce reliance on out-of-home placements by quickly connecting them to services and developing credible, community-based alternatives to detention and placement.

The Context for Reform in New York

In 2001 the New York State Legislature, in response to parents seeking governmental assistance in dealing with troubled older teens, expanded the definition of status offenders—referred to in New York as Persons in Need of Supervision (PINS)—to include 16- and 17-year-olds. This change is known as “PINS 18.”

The state also commissioned a study to examine the strengths and weaknesses of its current PINS system and assess the effects the new law might have on local PINS systems, which are administered at the county level.² Projections indicated that raising the age of status offenders from 16 to 18 could increase the number of cases coming into the PINS system by between 69 and 105 percent, potentially costing counties millions of dollars per year. As a result, many counties would experience increased strain on already limited services, as well as potentially devastating fiscal impacts. Counties were thus prompted to critically and comprehensively examine their PINS systems, an exercise that had not been undertaken in years.

What they discovered were processes that—like many others nationally—neither operated efficiently nor produced satisfactory results for youth and families. Indeed, PINS complaints in New York State had historically been brought before family court judges in large numbers. A significant percentage of cases that were at first referred to diversion services in the community were ultimately referred to family court when such services were unable to address the child's underlying behavioral concerns. Moreover, many PINS complaints bypassed diversion altogether and were referred immediately to family court. Such cases included those in which parents demanded court access, the family was unwilling to comply with the conditions of diversion, the child was missing and a warrant was sought, or diversion services had previously been attempted unsuccessfully.

Once in the court system, it was common for PINS kids to violate court-ordered

The Vera Institute of Justice launched the Youth Justice Program (YJP) in the fall of 2001 to help officials nationwide reform their juvenile justice and child welfare systems and improve services to youth and families. YJP draws on the Institute's experience in the field and assists officials by connecting them with peer associates—legislators, juvenile justice and social service agency administrators, judges, and others—who have advanced systemic reforms in their own jurisdictions.

Along with our peer associates, YJP works with local officials to produce better outcomes for young people. Our assistance focuses on helping jurisdictions deploy available resources more efficiently, develop cost-effective solutions that better address the issues the young people are facing, and use objective data to shape and inform their efforts. YJP is not prescriptive but instead facilitates a collaborative approach to reform.

This approach is currently working in New York State where, in partnership with the Office of Children and Family Services, YJP assists county and state officials with status offender reforms. That work, the subject of this *Issue in Brief*, focuses on strengthening programs that divert young people from court and developing alternatives to detention and other out-of-home placements. We describe a variety of promising approaches that have been instituted across the state and that may be applicable or adaptable to the status offender system in your jurisdiction.

In addition to our work with New York State, YJP coordinates and facilitates discussions between in-system, government reformers and community-focused youth advocates. These discussions explore possible collaboration on policy decisions and the development of broad strategies to improve outcomes for youth involved in the juvenile justice system. While this initiative is distinct from our system reform work with New York State, it informs all of our juvenile justice work as we seek to help systems achieve reform.

To learn more about the Youth Justice Program and how we can assist reform in your jurisdiction, visit our web site at www.vera.org/youthjustice or contact me at (212) 376-3064 or clacey@vera.org.

Clinton T. Lacey, Program Director

Family Keys dispatches counselors to assess the family’s situation 2 to 48 hours after receiving a referral, depending on the severity of the case. Based on the assessment, the agency develops an appropriate short-term intervention plan.

conditions of probation by refusing to attend school or continuing to resist both parental and judicial authority. In the absence of alternative systemic responses, and compelled to preserve judicial authority and credibility, frustrated judges regularly remanded these young people to detention while the case was pending and to foster care placement upon disposition.³

In light of the above, local reformers in New York have focused on two central areas: (1) attempting to divert more PINS youth from the court system and into supportive services in the community and (2) developing community-based alternatives to non-secure detention and placement. By seeking to improve diversion services and swiftly meeting the individualized needs of families in crisis, counties hope to reduce the flow of PINS cases to family court. By developing alternatives to detention and placement, counties intend to create greater opportunities to keep families together both during a court proceeding and after disposition. Guiding both tactics is a desire to strengthen families as a unit and to encourage positive youth development at home, at school, and in the community.

Keeping Kids Out of Court and Getting Them Connected to Services

Diversion strategies have always been a central component of the status offender system in New York, and most counties have developed diversion programs intended to serve youth and families in their own communities without relying on family court interventions.

However, as some county leaders re-examined their PINS systems in anticipation of PINS 18, they realized that diversion programs could not be accessed in a timely

fashion. In fact, it was typical for families to wait as long as four to six weeks before receiving an assessment or service referral. To make matters worse, when PINS youth finally were referred to services in the community, they were kept on long waiting lists. A youth’s problematic behavior often escalated during these delays, prompting petitioners and probation officers to seek family court intervention.

As a result, several New York counties have sought to reduce delays in services by integrating an immediate crisis response into the PINS process. Families that once entered the PINS system through probation are instead immediately linked to social workers and crisis intervention specialists. The Family Keys program in Orange County and the Family Assessment Program in New York City illustrate how jurisdictions can incorporate an immediate crisis response into their status offender systems.

Effectively Serving PINS Families in Their Communities: Orange County’s Family Keys Program

In June 2002, Orange County, located approximately one hour north of New York City, began a significant reform of its PINS intake and diversion processes. Concerned about the projected impact of the PINS 18 legislation, the county’s existing PINS Steering Committee—with members from the departments of probation, social services, and mental health, and the youth bureau—began developing a new system for complaints brought by parents.

The Steering Committee and other system stakeholders met regularly for several months to redesign the county’s PINS intake process. The group proposed a new parental referral system featuring immediate crisis response, access to a wide range of services (from modest to

intensive), screening for the most high-end services, and improved use of staff. Because the proposal required new funding and staffing allocations, the committee needed legislative approval to go forward.

To secure that approval, the members of the Steering Committee presented their proposal to the county legislature as a group. Officials describe the presentation as an impressive—and somewhat unusual—display of teamwork across systems, and the legislature approved the proposal. Margaret Kirchner Dillon, Orange County’s Commissioner of Social Services, recalls that “the key to getting the program off the ground was our ability to work as a team. That we all went in together to county government to seek support and funding is something I am still proud of.”

With the legislature’s backing, the Family Keys program was officially launched in early 2003. Under the new system, the probation department, acting as the point of entry, receives inquiries from parents about PINS. If, after a brief screening, the intake officer finds sufficient allegations to support a PINS complaint, the officer refers the case to a newly established community-based agency, Family Keys, rather than to probation intake.

Family Keys dispatches counselors to assess the family’s situation 2 to 48 hours after receiving a referral, depending on the severity of the case. Based on the assessment, the agency develops an appropriate short-term intervention plan for the youth and family and provides links to community-based programs. Family Keys works with the family for up to two to three weeks to ensure that the family is engaged in the service plan.

The Family Keys intervention takes

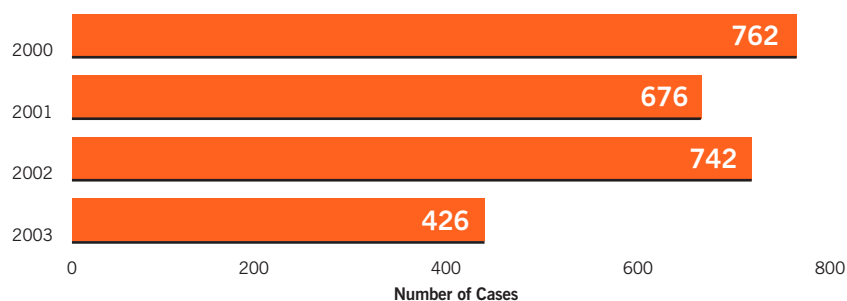
Issues in Brief

place in lieu of filing a PINS complaint, provides intensive, short-term crisis intervention to families, and diverts PINS cases away from the court system. When these short-term interventions do not suffice, cases are referred to an inter-agency team operated through the mental health department's Network program. Following a family conferencing model, the Network team performs an in-depth assessment and serves as the gateway to the county's most high-end services, such as Multi-Systemic Therapy or Family Functional Therapy. Under Orange County's new system, a PINS case is referred to court only as a last resort.

The early outcomes of the Family Keys program have been very promising. The time between a parent's first contact with probation and subsequent follow-up has decreased dramatically, from as long as six weeks under the previous system to as low as two hours through the Family Keys process. The number of PINS cases referred to court and the number of PINS placements also have been sharply reduced. In 2003, almost half (396) of all PINS intakes were diverted to Family Keys. Of those, only 23 were referred back to probation for a PINS petition, and only 6 cases resulted in placement. Since the launch of the program, PINS placements for youth under age 16 in Orange County decreased from 65 to 45, with a corresponding reduction in placement costs of more than \$5 million.⁴

In addition, between 2002 and 2003, the number of PINS cases under probation supervision dropped by 43 percent, from 742 cases to 426. As a result, probation officers who had supervised PINS intakes and diversion cases under the previous PINS system now have the time to work more intensively in schools and communities.

Orange County Probation PINS Intakes, 2000 to 2003



In 2003, 396 PINS intakes that would have been sent to probation were instead diverted to Family Keys.

Changing the Face of the PINS Process in New York City

One hundred miles down the New York Thruway, New York City was dealing with many of the same issues as Orange County, but on a monumental scale. Fearing a projected influx of between 3,800 and 5,300 new 16- and 17-year-olds under the new legislation, along with millions of dollars in associated costs, the Administration for Children's Services (ACS) and the Department of Probation collaborated to design and implement an innovative approach to PINS intake and assessment, the Family Assessment Program (FAP). Launched in December 2002, the goals of FAP are to connect children and families to appropriate services more quickly, to reduce the city's reliance on the family court in PINS cases, and, consequently, to reduce the number of out-of-home placements for PINS youth.

Under FAP, families wishing to access the PINS system are directed to the FAP office where they promptly meet with a FAP specialist, who is an experienced ACS social worker. (Under the old PINS system, families seeking to file a complaint were referred to the probation office. Only in emergency matters were families seen by a probation officer the same day.) The

specialist assesses the families' concerns and, on the spot, implements the appropriate next steps: a follow up meeting; a referral to emergency mental health or health services; a referral to community-based services; scheduling of further, more extensive assessment; or, in the case of a runaway, the request for a warrant. All of these services are accessed prior to court or probation docketing.

In addition, FAP screens out cases more appropriately handled through other programs. For example, if issues involving abuse and neglect surface during the assessment interview, the FAP specialist will steer the family to the appropriate ACS division.

The implementation of FAP marked a profound shift in the traditional roles of probation and ACS in the PINS process: probation relinquished its long-standing role as the gatekeeper of the PINS system and ACS assumed that responsibility. The shift prompted conflicting feelings within both agencies. On the one hand, probation officers were eager to be relieved of PINS cases that were often frustrating and difficult to manage without sufficient training in crisis intervention. Yet, at the same time, some officers perceived the introduction of FAP as a criticism of the

New York City is reaping the benefits of change. Probation intakes have plummeted by almost 80 percent; the number of PINS cases going to court and placements resulting from PINS petitions also are down significantly.

way probation had been working with PINS youth. Some even feared losing their jobs in the transition. ACS staff also were troubled by the shift in roles and initially questioned why they were doing “probation’s work.” PINS youth were historically considered “court kids,” and, as a result, were deemed by some ACS caseworkers to be outside the rightful purview of preventive services.

Weathering these tensions required continuing conversations between management and staff both before and after the implementation of FAP. Pat Brennan, Deputy Commissioner of Family Court Services for New York City’s Probation Department, credits “the strength of the leadership at ACS and the Department of Probation who engaged with staff on an ongoing basis to help them work through the questions and understand why the change was beneficial both philosophically and financially for the city.”

Two and a half years after the city began rolling out the program, it is reaping the benefits of the change. In its short existence, FAP has had a marked impact on the number of probation PINS intakes, court petitions, and placements citywide. Probation intakes have plummeted by almost 80 percent; the number of PINS cases going to court is down by more than half, and placements resulting from

PINS petitions are down by one quarter since 2002.

Linked to social workers rather than law enforcement officials, young people report that—contrary to their expectations—they are actually “listened to” during the FAP process and “want to keep coming” to services. As a result, youth participants report appreciable improvements in family dynamics after engaging in the FAP program. And staff on all sides of the system have come to appreciate the value of FAP. Working more appropriately within their skill sets, ACS case workers and probation officers can see that outcomes are improving for PINS youth and their families.

Providing New Options for Family Court Judges

Across New York State, youth who are the subject of family court PINS petitions are often sent to detention while their case is pending or ordered to placement upon disposition. Once in the court system, it is common for PINS kids to violate court-ordered conditions of probation by continuing to skip school, run away from home, or otherwise act out. Often without any other programmatic option, frustrated judges regularly remand these young people to detention while the case

In addition to incorporating immediate crisis response into PINS diversion programming, counties are developing other approaches that enhance the effectiveness of diversion and reduce the flow of PINS cases to family court.

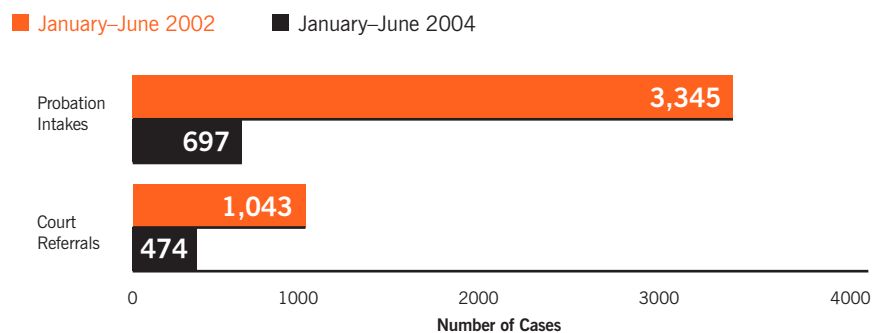
School Referral Protocol

Steuben County set out to reduce the high rate of PINS complaints filed by schools by changing its school referral protocol. Schools are now required to demonstrate that they have tried to resolve a student’s problems—for example, through referrals to available school-based services or parent conferences—before they refer the case to the PINS system. With the implementation of the new protocol, PINS referrals from schools in Steuben have decreased significantly. In the 2001–2002 academic year, there were 114 PINS complaints filed by schools. In the 2002–2003 academic year, school referrals dropped by 33 percent (to 76 complaints) and have remained constant since then.

Parent Orientation

In anticipation of the PINS 18 law, Erie County launched the Early Intervention program targeted at 16- and 17-year-old PINS youth and their parents. The program requires parents seeking to file a PINS complaint to participate in a two-hour group orientation. At the orientation, parents are introduced to the program and the PINS process and are offered insights on parenting and the phases of adolescent behavior. Parents also are informed about three specialty programs—family group conferencing, mediation, and common sense parenting—in which they can enroll at the close of the orientation session. In addition to linking families more immediately to services, a significant benefit of the Early Intervention program is that it provides an opportunity to educate parents about the ins and outs of the PINS process and to manage their expectations of the system.

NYC PINS Outcomes Pre- and Post- Family Assessment Program Implementation



Because implementation of FAP involved significant reallocation of resources and administrative coordination, the program was introduced in New York City borough by borough. Data from January to June 2004 include the FAP offices for the four boroughs (Bronx, Brooklyn, Manhattan, and Queens) that were in operation for this period. Data from the four boroughs for the same time period in 2002, before the implementation of FAP, are used for comparison purposes.

Issues in Brief

is pending and to foster care placement when the proceeding concludes.

Research indicates, however, that out-of-home placements such as detention and foster care often exacerbate the problems that cause family conflict. Teens with a history of skipping school, for instance, attend classes even less frequently while they are living in a juvenile institution. Detention also can lead young people to adopt criminal behaviors by increasing their exposure to negative peers.

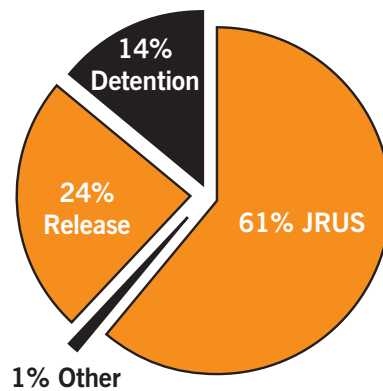
Moreover, out-of-home placements are the most expensive components of the PINS system. Since the length of a non-secure detention stay is usually guided by a court calendar, a child could spend weeks or even months in foster care or non-secure detention pending a court hearing or the judge's final decision. Because bed space is often limited, youth may be placed in detention facilities outside of their home county, making family visitation harder and significantly increasing county transport expenditures.

Faced with excessive costs and poor outcomes for kids, counties across New York State have been focusing on developing reliable community-based alternatives to detention and placement for PINS youth. Albany and Onondaga counties illustrate successful alternatives to non-secure detention and placement respectively.

Building Local Partnerships to Keep Court-Involved Youth at Home

Since the change in the state's PINS legislation, Albany County has engaged in an ongoing effort to restructure the provision of youth services countywide. In examining its PINS system, the county became concerned about the use and cost of non-secure detention. The county had detained 383 PINS youth in 2001 with an

Albany County JRUS Screening Outcomes, Mid-August 2003 to June 2004



average length of stay of 30 days at an average daily per-child cost of \$200. Overall, the county was spending upwards of \$2.3 million on detention beds each year. Although family court judges indicated that they wanted alternatives, the county provided neither pre-trial supervision nor any other programs or services as alternatives to detention.

As a result, the county initiated the Juvenile Release Under Supervision (JRUS) program in September 2003 to provide a credible, community-based alternative to detention. The goal of JRUS is to help families stay intact and functioning in a healthy manner until a final court disposition has been reached.

JRUS provides intensive supervision and services to eligible youth who previously would have been remanded to detention. All PINS petitions are screened to determine their eligibility for JRUS. The probation department uses an assessment tool that looks at the youth's prior offense record, family relationships (e.g., whether he is willing to go home), community relationships (e.g., whether she is

currently receiving services, treatment, or mental health counseling), and school enrollment. Based on the young person's score on the assessment, he or she can be recommended for release to a parent or guardian, release under JRUS, or remand to detention.

Specialized probation officers provide daily contact—either by phone or face-to-face in an office, school, home, or treatment agency setting—with teens supervised under JRUS. Youth and families in the program also are referred to necessary services such as mediation, respite care, or parent support groups.

At its core, JRUS is a partnership between the probation department and the Department for Children, Youth and Families (DCYF). While DCYF takes on the financial burden by accessing New York State funds allocated for preventive service programs, the program is wholly managed and staffed by probation.⁵ Sheila Poole, the Commissioner of DCYF in Albany County, considers probation her “closest ally” in her department's efforts to prevent juvenile placements. According to Poole, “Investing in probation as a prevention partner is a wise strategy for any local social service agency. In the current fiscal climate, counties can't afford to get stuck in turf issues and should look beyond them to see what other agencies can bring to the table.”

In the 10 months since Albany implemented JRUS, the program's outcomes have been impressive. Out of 336 cases screened for JRUS eligibility since the start of the program, 61 percent (205) were enrolled in the program, 14 percent (46 cases) were remanded to detention, and 24 percent (80 cases) were released to a parent or guardian.⁶ Eighty-two percent of all PINS youth enrolled in JRUS completed the program without

“Investing in probation as a prevention partner is a wise strategy for any local social service agency.”

—Sheila Poole, Commissioner, Department for Children, Youth and Families, Albany County

“The utilization of an evidence-based practice jumped our outcomes way up. In many ways, I think it was our biggest success.”

— Mary C. Winter, Probation Commissioner, Onondaga County

being remanded to detention. Since the introduction of JRUS, county expenditures on non-secure detention have decreased by an estimated \$50,000 annually.

JRUS is not the only initiative Albany County has pursued in the wake of PINS 18. By investing in diversion programs such as mediation, streamlining and centralizing the intake process for youth services, and working across agencies to strengthen families in the community, Albany County has shaved approximately \$1.5 million from what was once a \$2.3 million annual detention budget.

Using Evidence-Based Programs to Reduce Reliance on Out-of-Home Placements

While some counties were prompted to re-examine their status offender systems in response to the new PINS law, Onondaga County was forced to take action in the mid-1990s when severe budget constraints altered the local landscape. In 1995, Onondaga County, which includes the city of Syracuse, ran out of money to pay for placements, with actual costs running \$2 million over a \$6 million budget. Detention facilities were overcrowded, and the state Office of Children and Family Services had begun conducting surprise inspections. Despite such pressures, the county was adamant about not increasing the number of placement beds.

The County Executive asked the departments of probation and social services to reduce placement costs while preserving public safety and producing good—if not better—outcomes for youth and families by keeping youth in the community. According to Probation Commissioner Mary C. Winter, the county “had a vision to improve the lives of children catapulting to a disastrous

future” and set a goal of reducing placements by 50 percent in two years.

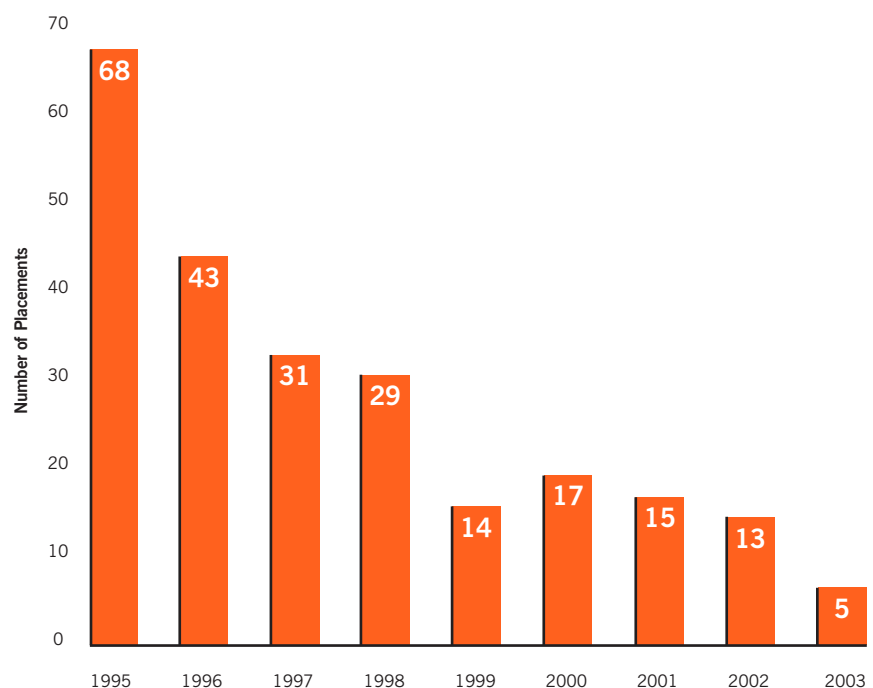
The county first established the Probation Rehabilitation Intensive Services and Management (PRISM) program. An innovative public/private partnership between the departments of probation and social services and the Salvation Army, PRISM requires the teamwork of three agencies, each with its own distinct mission, culture, and pay scale. Funded primarily with state money⁷ and housed at the Salvation Army, PRISM provides each adolescent with a comprehensive treatment plan that includes such services as individual therapy, family counseling, drug or alcohol treatment, pro-social skills instruction, and aggression replacement therapy.

When the program began, youth were

assigned to a three-person team consisting of a social worker, a Salvation Army therapist, and a probation officer. The team provided a combination of individual therapy, family counseling, and probation supervision. Starting in 2002, however, local officials sought to incorporate an evidence-based program—Functional Family Therapy (FFT)—to offer an intensive level of services to more troubled families.⁸ PRISM staff received FFT training through a grant from the state department of mental health.

Today every PRISM case is staffed by a FFT therapist (either a Salvation Army employee or a probation officer) and a staff person dedicated to supervision (either a probation officer or caseworker). Though each case is staffed in this fashion, only about three-quarters require

Onondaga County New PINS Placements, 1995 to 2003



Issues in Brief

intensive FFT services. Reflecting on the development of PRISM, Probation Commissioner Winter deems the introduction of FFT a real turning point: “The utilization of an evidence-based practice jumped our outcomes way up. In many ways, I think it was our biggest success.”

PRISM currently serves from 60 to 75 youth at a time.⁹ PINS youth who are at the point of being placed are eligible for PRISM. Referrals to PRISM come through the Probation Review Board, which is comprised of probation administrators and supervisors, representatives from the department of mental health, and representatives from the county’s various alternative programs. PRISM has a policy of not turning down referrals; to accommodate new cases, the staff tries to close out existing cases or step down the level of services for cases transitioning out of the program.

In addition to PRISM, Onondaga County offers numerous other alternatives to placement programs, including Multi-

Systemic Therapy, electronic monitoring, and mediation. More than 80 percent of cases in these programs are closed without sending the child to placement.

By relying on community-based alternatives to placement, the county has dramatically dropped PINS placements by 95 percent, from 67 cases in 1995 to just 5 in 2003. Probation Commissioner Winter attributes the county’s success to “the leadership that made the courageous paradigm shift” in helping troubled youth and families and to “all levels of staff who work tirelessly to develop programs and, over the years, to continuously review and improve them.”

Conclusion

In New York State, a number of jurisdictions have worked to dramatically improve the way in which they help troubled teens and their families. Propelled by the imposition of new legislation, New York counties are implementing reforms geared toward

decreasing the use of family court interventions for status offenders and their families and reducing local reliance on detention and placement for PINS kids.

By shifting the focus away from law enforcement and toward strength-based, community interventions, probation officers, social service workers, and other system players are not only making a substantial difference in the lives of these youth and their families, they are also realizing significant cost savings. And with interagency collaboration as a cornerstone of the PINS reform process, local agencies have built lasting partnerships that are continuing to yield value in new and evolving areas.

In the end, while most local policymakers feared the passage of the PINS 18 legislation, many now deem it “a blessing in disguise.” As one probation official puts it, PINS 18 spurred her county to “completely revamp our service delivery to PINS kids and families in a fundamental, radical way. Now we are keeping kids out of the system.”

Endnotes

- 1 Dylan Conger and Alison Rebeck, *How Children's Foster Care Experiences Affect Their Education* (New York: Vera Institute of Justice, 2001), 21; Timothy Ross, Mark Walmsley and Ajay Khashu, *The Experiences of Early Adolescents in Foster Care in New York: Analysis of the 1994 Cohort*, (New York: Vera Institute of Justice, 2001), 19; and Patricia Chamberlain, “Residential Care for Children and Adolescents with Oppositional and Defiant Disorder and Conduct Disorder,” in *Handbook of Disruptive Behavior Disorders* (New York: Kluwer/Plenum Publishers, 1999), 497-502.
- 2 Ajay Khashu and Jessie Souweine, *Changing the PINS System in New York: A Study of the Implications of Raising the Age Limit for Persons in Need of Supervision (PINS)* (Vera Institute of Justice, 2001).
- 3 In New York State, PINS youth may not legally be remanded to secure detention facilities. Rather, if detained, PINS youth will be held in “non-secure” or “staff secure” facilities.
- 4 Comparative data for PINS youth ages 16 and 17 are not available for this time period because PINS 18 was not yet in effect.
- 5 Under the Child Welfare Finance Provisions in the laws of 2002, New York State uncapped its financial participation in preventive service programs and provided that such services be entitled to 65 percent state reimbursement after all federal funds were applied. This funding stream is often referred to as “preventive” funding. The total cost of JRUS in 2004, including partial salaries for three probation officers and one supervising officer, is approximately \$960,000. But given the county’s use of the preventive funding scheme, nearly a third of the cost is reimbursable.
- 6 This includes both PINS and juvenile delinquency cases.
- 7 See *supra* note 5. The 2004 preventive contract with social services is \$848,000.
- 8 FFT is an empirically grounded, well-documented, and highly successful family intervention program for dysfunctional youth. The intervention is conducted both in clinic settings as an outpatient therapy and as a home-based model.
- 9 Forty percent of PRISM cases are PINS youth; 60 percent are juvenile delinquents.

© Vera Institute of Justice 2004. All rights reserved.

The authors would like to acknowledge the hard work and invaluable contributions of Annie Salsich and Claire Shubik.

This publication was supported by a grant administered by the New York State Office of Children and Family Services. Points of view in the document are those of the authors and do not necessarily represent the official position or policies of the Office of Children and Family Services.

Additional copies are available from the Youth Justice Program at the Vera Institute of Justice, 233 Broadway, 12th floor, New York, New York 10279, (212) 334-1300. An electronic version is posted on Vera’s web site, www.vera.org.

The Vera Institute of Justice is a private, nonprofit organization that works closely with government to improve the services people rely on for safety and justice. The Institute develops innovative, affordable programs that often grow into self-sustaining organizations, studies social problems and current responses, and provides practical assistance to government officials in New York and around the world. The Youth Justice Program is one of several national peer-to-peer consulting and technical assistance initiatives that Vera operates.