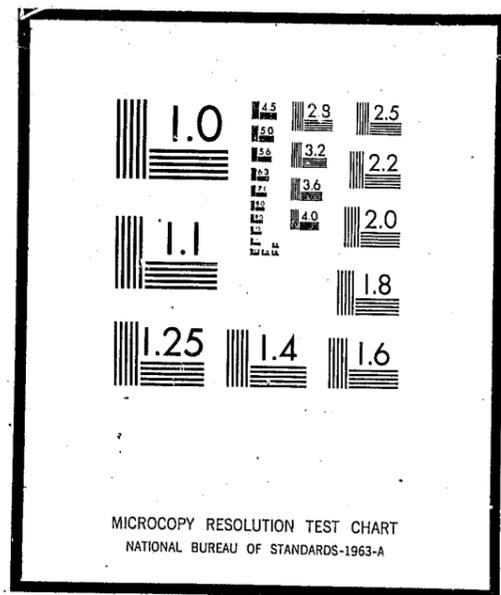


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

12/29/75

18829

Mass. General Court. Joint Committee,
State Administration, 1972-

Massachusetts - REPORT OF THE
JOINT COMMITTEE
ON STATE ADMINISTRATION
TO EVALUATE
THE PROGRAMS AND FACILITIES
WITHIN THE
DEPARTMENT OF YOUTH SERVICES

March, 1972

STATE DEPARTMENT
MAR 29 1972

364.3M3
G32r

LETTER OF TRANSMITTAL

REPORT OF THE JOINT COMMITTEE ON STATE ADMINISTRATION TO EVALUATE THE
PROGRAMS AND FACILITIES WITHIN THE DEPARTMENT OF YOUTH SERVICES.

March, 1972.

To the Honorable Members of the General Court:

GENTLEMEN: The Committee on State Administration, at the direction of House Speaker David M. Bartley to evaluate the programs and facilities within the Department of Youth Services, herewith submits this report.

Respectfully submitted,

Sen. GEORGE G. MENDONCA, *Chairman*
Rep. JOHN J. McGLYNN, *Chairman*
Sen. JACK H. BACKMAN
Sen. DANIEL J. FOLEY
Sen. RONALD C. MacKENZIE
Sen. DAVID H. LOCKE
Rep. JOHN J. FINNEGAN
Rep. DONALD J. MANNING
Rep. F. LEO KENNEY
Rep. GEORGE KEVERIAN
Rep. CLIFFORD H. MARSHALL
Rep. DAVID J. MOFENSON
Rep. JAMES E. O'LEARY
Rep. JAMES E. SMITH
Rep. WALTER J. HANNON
Rep. ROBERT E. CAHILL
Rep. ROBERT C. BUELL
Rep. THOMAS G. SIMONS
Rep. HOWARD C. CAHOON, Jr.

STUDY AUTHORIZATION

March 15, 1971

Representative John J. McGlynn
Chairman
Committee on State Administration
State House, Rm. 473B
Boston, MA 02135

Dear Chairman McGlynn:

I would like to take this opportunity to thank you and the members of your Committee for your dedication and arduous efforts in investigating and analyzing the programs and facilities within the Department of Youth Services.

As you know, Commissioner Miller, has proposed a complete reorganization of the Department. I would like to request that your Committee continue its work with the Department, and keep me apprised of the progress of the reorganization.

Both you and I are dedicated to providing better programs and services for the youth of the Commonwealth. It is my hope that your Committee will not only oversee the reorganization but also assist those working toward the development of additional measures to deal creatively and effectively with the problems of troubled youth. It is my hope that you will report to me early in 1972. I will be looking forward to receiving that report.

With every good wish, I remain

Sincerely,

David M. Bartley
SPEAKER OF THE HOUSE

DMB/cs

TABLE OF CONTENTS

	Page
PREFACE	4
GOALS OF THE DEPARTMENT	5
FACILITIES	13
Roslindale	14
Hyde Park	25
Brewster Forestry Camp	27
Lancaster	31
Worcester	35
Oakdale	37
Camp Dorchester	39
Transition House, Topsfield	41
Westfield	44
NEW PAROLE PROGRAMS	47
ALTERNATIVE FAMILY HOMES	48
TESTING PROGRAM	54
RECOMMENDATIONS	58
APPENDICES	65
Procedural Chart	66
Statistical Profile	67
Placement Targets, 1972	68
Residential Placements	71
Model Budget/Group Home	74
Letter re: Transfer Procedures	75

PREFACE

By order of the Speaker of the Massachusetts House of Representatives, David M. Bartley, the State Administration Committee made a thorough evaluation of the Department of Youth Services. The Committee spent ten months (April, 1971 to February, 1972) examining DYS facilities and determining the effectiveness of delinquent rehabilitation under the Commissioner, Dr. Jerome Miller.

The study was made during a period of rapid reorganization within the Department. Since reports were made after each evaluation trip, some material in this study is necessarily repetitive. One trip was made to an institution that has now been closed by the Department so no data on that facility has been included in this report.

The Committee's evaluation is divided into seven separate sections. The first section was written after an extensive discussion with Dr. Miller and his staff in December of 1971 on various goals of the Department and the problems which have been encountered in meeting these goals. Some other relevant data on delinquency has also been included in this first section. The second section includes reports on the DYS facilities visited by the Committee. The third section is a brief discussion of some of the new parole programs being undertaken by the Department in 1972. The fourth section is a report on two models of care provided by private, non-profit corporations for troubled children. The fifth section includes the recommendations of the State Administration Committee for the upgrading of delinquent rehabilitation in the Commonwealth. The sixth section is an explanation of psychological testing conducted by Psychonomics, Inc., a private firm hired by the Department, and the final section is an appendix of supplementary materials which will be of assistance to the reader interested in even more in-depth analysis of departmental programs and procedures.

The Committee wishes to thank Dr. Miller and his staff for their cooperation in allowing the Committee full access to all facilities of the Department. The Committee also extends its appreciation to Father Paul Engel of Downey Side Homes, Gerald Wright of DARE, Inc., and Dr. Emmanuel Green of Psychonomics, Inc. for taking time from their schedules to discuss their programs with us.

The Committee also expresses its appreciation to Kenneth P. Trevett for his dedicated efforts and his keen insight into the problems of youth, the combination of which greatly facilitated the compilation of this report. He toured all of the facilities with the Committee, worked with them in researching all of the necessary data, and spent untold hours of his own time working on this report.

SECTION 1
THE GOALS OF
THE DEPARTMENT OF YOUTH SERVICES
AND OTHER RELATED MATERIAL

The State Administration Committee held a hearing on December 16, 1971 with Dr. Jerome Miller, Commissioner of the Department of Youth Services, to determine the extent of departmental reorganization and to hear and evaluate policy decisions to be implemented in 1972. This hearing was the second opportunity in 1971 for Committee members to hear Dr. Miller's plans for the Department. Accompanying the Commissioner were Joseph Leavey, Assistant Commissioner of Prevention and After-Care, and Arnold Schuchter, Director of Program Planning. While the Commissioner and his assistants concentrated largely on two major issues within the Department, the discussion ranged over a number of subjects all of which will be noted in this report.

DE-INSTITUTIONALIZATION OF DYS

The Commissioner announced a sharp departure from past policies within the Department involving the rapid phasing out of large institutions presently run by DYS. The new policy evolved for two reasons — the first relating to upgraded treatment of delinquent youngsters and the second involving reduced costs for care offered by private agencies.

The introduction of long-awaited federal funds from the Law Enforcement Assistance Administration — channeled through the Governor's Committee on Law Enforcement and the Administration of Criminal Justice — have boosted the budget of DYS so as to facilitate departmental reorganization. Federal grants were made to the State on a 75 to 25 percent matching basis, the state meeting its obligations largely through in-kind services. One million dollars included in the state's supplemental budget as well as the new federal funds make possible the closing of the Department's institutions.

The funds will be used beginning in January to close the Shirley Industrial School and the Lyman and Lancaster facilities. Shirley will be closed in three weeks, and the other institutions will be shut down by mid-1972.* These schools will be replaced by small group homes such as the one already functioning in Hyde Park. The present department schedule calls for the establishment of five group homes per month for the first four months of 1972. More homes would develop as funds become available. Because the new homes will be integrated into residential areas within communities, the land presently controlled by DYS will be available for other State purposes.

The group homes will be established by private organizations. Fifty proposals for private care have already been received by the Department, and Commissioner Miller expects to receive at least fifty more proposals. These homes will be required to adhere to strict State guidelines and will also be subject to auditing by the Department.

Cost figures on public and private care point to the tremendous savings which can be achieved through this new policy. State run residential group homes would cost anywhere from 150,000 to 200,000 dollars per year while expenses for privately run programs range from 60,000 to 75,000 dollars per year.

The new reliance on private care also seems to offer better opportunities for treatment than many past State programs. Small private programs do offer more resident-oriented care than large institutional models. Institutions tend to bring out negative behavior patterns on the part of staff and residents alike. Youths rarely receive the humane guidance and attention they may have missed at home. They are challenged to escape by the very presence of iron bars, locks, and gates. Furthermore, they often learn more destructive criminal techniques while in institutional commitment.

*Shirley has been closed since January 3, 1972. Lyman School was closed to intake on January 16, 1972. Except for the Hillside cottage- a detention center for girls — all residents have been transferred or paroled. Lancaster School will be closed on May 1, 1972.

In addition to the institutions' bad effects on youngsters, these old time facilities are expensive to run and difficult to maintain. Since the institutional environment emphasizes punishment rather than treatment, opportunities for positive shared activities between staff and residents are minimal. Staff members are really being asked to play two totally irreconcilable roles -- that of custodian and helpful adult guide. It is no wonder that many personnel are frustrated in this duplicitous situation.

The small group home, on the other hand, is a resident oriented concept which offers guidance while also providing youngsters with supporting relationships with both their peer group and adults. A brief description by a DYS official states:

A group home is a therapeutic community in a relatively small facility, usually residential, established near or in a city, ideally involved in the "community life" of its locale. The purpose of a group home is to rehabilitate its members in relation to personal re-evaluation of behavior and attitudes which have been deemed counter-productive or destructive by the values of society and the resident himself. A group home needs to be directly in community life in order to give its residents an opportunity to test out newly learned constructive behavior . . . within the society that has labeled him deviant.

. . . the kind of trusting relationships needed to help an individual gain insight into his attitudes and actions can be best established in a small close setting where staff, too, are free to contribute their own personal investment in a move toward interpersonal change, without being encumbered by narrowly defined roles and responsibilities

In addition to upgraded care and cost reductions, the group homes offer three other advantages. They can act as "youth advocacy centers" with the staff serving as consultants to local public officials and agencies in order to help develop proper programming for delinquent and delinquent-prone youngsters. The homes' community orientation can also make family counseling more readily available. Since delinquent youngsters often come from troubled homes, these family contacts are essential to the post-residency care and development of children under DYS supervision. Finally, the group homes can provide continuity in after care services for youngsters. This continuity has often been missing in the institutional setting. Any positive relationships with institutional personnel are broken when the youngsters return to their communities. Also, parole agents have not always been familiar with their wards' prior treatment programs. These two factors make transition back to the community extremely difficult for delinquent children. The group homes provide a place for post-delinquent youngsters to return and discuss their problems in a familiar setting. Staff members can also keep a close watch on children who have returned to the community.

Dr. Miller and his assistants are encouraged by the willingness of many staff members at institutions to transfer to local group homes. Every funded home will have two DYS staffers -- both for purposes of therapy for residents and training for the personnel. In the future, persons interested in DYS institutional work would apply for employment directly with the private group sponsoring the residential unit. Employment guidelines would be established by the Department, but considerable flexibility in hiring would exist.

By mid-1972, DYS would be acting as a funding conduit for the community homes. In addition to patient-care contracts, the Department would also provide seed money for private organizations offering high potential for successful treatment of delinquent youngsters.

The Department will insist that the local units move 30 to 36 youngsters through the homes each year with a maximum of 12 youngsters committed to a home at any one time. This figure assumes an average stay of 4 months per youngster. Therefore, the 20 group homes called for will be handling approximately 600 youngsters each year. 300 youngsters will have been de-institutionalized by mid-1972. This contract provision will insure that a youngster will not remain an excessive period of time in one place as has sometimes been the case in the past. This rule will also guarantee consistent evaluation of a child's development within the system.

The Department will control patient intake at the local homes to insure that private agencies will not simply take children with minimal behavior problems, thus leaving the most difficult youngsters to State care. Private manpower programs have sometimes displayed this negative feature, and strict guidelines in this area are essential.

Some Committee members expressed a concern that communities will be hesitant to allow residential units to develop. While no major problems of this sort have arisen to date, Dr. Miller did say there might be a need for back-up homes to assure adequate placement for all troubled youths. He further mentioned that residents of on-going group homes had been introduced to neighboring homeowners to help alleviate fears of vandalism, etc.

CHILDREN'S AGENCY

In response to questions by several Committee members, Dr. Miller and his staff admitted that coordinated care for children between the Mental Health, Education, and Youth Services Departments was more of a myth than a reality. In theory, the present administrative arrangement for treating troubled children seems adequate. Each department has responsibility for a certain area of care or training. The Department of Mental Health handles drug cases and the treatment of emotional illnesses, the Department of Education handles special education, and the Department of Youth Services cares for juvenile delinquents. However, this division of labor is faulty on two fronts. First, departmental disputes often arise as to the precise nature of various children's problems such as drug-induced delinquency. For instance, the treatment program of a drug-dependent child after he has committed a crime is somewhat vague. Under which departmental jurisdiction should he be placed? Is he a drug-sick adolescent, or a thief who uses drugs casually? Does he have fundamental emotional problems arising from dyslexia which have led him to drugs and crime.

Under the present system, a child with complex behavioral problems cannot be easily transferred to specialized facilities which could best meet his individual needs. He might be committed to a large DYS institution and not receive proper treatment for drug-addiction. He might be placed in a fine drug addiction program, but not receive the special education he needs to eliminate a negative self-image. Or, he might receive special perceptual training to help his dyslexia and emotional problem; however, he might be so addicted to heroin that once released, he would promptly return to the drug scene.

Such situations clearly call for a very flexible treatment structure -- something which does not presently exist. In view of the present problems with the coordinated care approach, the Commissioner and his staff favor a children's agency with responsibility to handle the care of "troubled children and children in trouble". Dr. Miller feels that his staff is administratively capable of handling drug therapy programs as well as other services required for the treatment of troubled youngsters. While he makes this claim for his Department, he also readily admits that one overall department must take on a supervisory role -- whether it be his department or another in the state structure.

The existence of a children's agency — modelled on the administrative arrangement for the care of the elderly — could avoid what Arnold Schuchter calls "the diagnostic trap." He feels that many diagnoses are made to correspond with departmental space and staff limitations. These diagnoses may be inaccurate, but as long as departmental needs are served, they are used as the basis for channeling youngsters into treatment programs.

Dr. Miller expanded on this point by explaining the merits of the English system where one administrator — well trained in the problems of children — would channel a child into a program best suited to his needs. This arrangement avoids departmental conflicts and rivalries. It also makes classification more accurate because channeling is based on the intensive evaluation of the child rather than on restrictive, departmental guidelines.

The Department of Youth Services is currently drawing up an experimental proposal for integrated child care in one of the seven DYS regions. This program would include drug centers, special education classes for retarded and disturbed children, training facilities for physically handicapped youngsters, homes for orphans and rejected children, and delinquency treatment homes.

The Departments of Mental Health and Education could draw up similar experiments to test the validity of the one agency approach. Once feedback has been gathered from the experiments, the best performing department could be awarded the job of erecting a unified child-care structure for the whole state. The function of the county training schools could also be integrated into this one children's agency.

Even if the children's agency idea is not adopted, Mr. Schuchter sees the necessity for more liaison officers to maintain communications between DYS and juvenile judges. Armed with information which the judge may not have, these officers can, and have, helped judges with referrals of delinquent youths — thereby acting in much the same role as English referral officers. While most judges now have only two alternatives in sentencing — incarceration or parole — the DYS is developing enough differentiation in treatment programs to warrant the presence of a knowledgeable and sensitive youth worker in every court to assist the judge in placement decisions.

MAXIMUM SECURITY CENTER

The Commissioner has two goals with respect to maximum security detention for juvenile offenders. The first goal — one that is already nearing completion — is to rehabilitate the Roslindale Reception-Detention Center and use it for a security facility with special emphasis on evaluation and therapy of highly disturbed and potentially dangerous children. Plastic windows are being installed to replace the bars presently used to prevent escapes. Bathrooms are being remodelled, and cells are being upgraded.

Despite this modernization, Dr. Miller is dissatisfied with state-operated maximum security centers. He feels that all security facilities run under State auspices would eventually become repressive, non-therapeutic institutions, and says Miller, "You never win in the institutions. The staff just can't relate positively within institutional confines".

Instead, Miller wants to contract with private agencies for the care of dangerous cases. He feels that private hospitals have given far more sensitive care to these problem individuals, and he cites McLean Hospital in Belmont as a good example of a maximum security model. Part of the hospital treats only those persons with severe emotional disturbances which make these individuals dangerous to others or to themselves. Yet, upon commitment to McLean, they are given therapy, decent living quarters, and a fulfilling daily program. Such care is expensive, and Dr. Miller is unsure as to when the State would have sufficient funds to contract out such cases.

REGIONALIZATION

The establishment of DYS regions in the Commonwealth was an announced goal of Dr. Miller when the Committee first met with him in the spring of 1971. As of December 24, 1971, six of seven regional offices have been established and are fully functional. The offices are staffed by prevention and after-care personnel, clinicians, and residence supervisors and are located in Quincy, Concord, Boston, Springfield, Topsfield, and Brockton.

The Brockton office is probably going to be moved to Middleborough, but will continue to supervise the same area. The regionalization has been made possible by federal monies from the LEAA.

PERSONNEL

Presently, nine million of the eleven million dollar DYS budget is allocated for staff salaries. With the costs of maintenance continuing to rise, this budget precludes intensive funding of therapeutic programs.

Dr. Miller plans to reduce the emphasis on the personnel budget, thus making more money available to contract for patient care with private agencies.

This reallocation of budget would largely take place by means of freezing hiring on positions vacated each year. The number of positions vacated varies from 150 to 200. This policy would not mean that employees would be fired or forced to retire at an early age. It would simply mean that positions vacated through death or retirement would not be filled. This policy would save nearly a million dollars during the first year — a sum which could then be transferred to the purchase of care account. Dr. Miller believes that a 7 million dollar budget would eventually meet the needs of humane and therapeutic treatment of delinquents. The Ways and Means Committee would be responsible for this change in budget policy.

PREVENTIVE CARE

Delinquency prevention programs are supervised by Joseph Leavey, Assistant Commissioner of Prevention and After Care. Thirty-one cities have received DYS funds for initiating or maintaining prevention programs. 1.4 million dollars of the 1971 budget has been allocated for prevention. Mr. Leavey believes that local initiative and development is an important aspect of prevention programs. Programs superimposed by the State may be irrelevant to local conditions or inflexible in their make-up. The Department needs to establish certain guidelines and restrictions and should primarily be a consulting service for the convenience of the cities and towns.

One major problem which has arisen with the development of local programs is the contradictory situation where youths most in need of guidance and positive social experiences are precisely the ones excluded from prevention programs. They may be excluded because of their shyness, their rebelliousness, their lack of responsibility, immaturity, etc. The negative behavior is a warning sign of more serious delinquency, and these youngsters must be treated with fairness, understanding, and patience. State supervision must insure that misbehaving youngsters are given ample opportunities to participate in prevention programs.

WELFARE AND DYS

The Commissioner informed the Committee that nearly 90 percent of the youngsters committed to the Department are from families on welfare, or from families with incomes near present welfare levels. The obvious implication to be taken from this statistic is that poverty conditions breed crime, but this reasoning may not be entirely valid. Children from wealthier families are less likely to be committed because they can receive better legal services, and they have more non-custodial alternatives than poorer children. They can rely on psychiatric testimony as a defense to their actions, they may be released to their parents' custody, or they may be committed to expensive mental hospitals. While these options are not entirely closed to poorer families, they become less available with the declining income level of the parents. A major justification for one children's agency revolves around making such options available to all troubled children.

FOSTER PARENT PROGRAM

The DYS has established a foster parent program similar to that found under the auspices of the Division of Child Guardianship. Assistant Commissioner Leavey, the man who established the DCG program has been given responsibility for the development of this project.

Children in need of extra guidance, but not in need of institutionalization, are located by region and are assigned to a foster parent. This foster parent then serves as a "big brother," or child advocate, to the troubled youngster. The foster parent is paid \$25 weekly for his services, and he is asked to develop a specialized program for the child under his supervision. He may tutor the youngster, assist in finding the child a full-time or part-time job, or involve the child in special community programs.

There are between thirty and forty foster homes now in existence for children in the seven to sixteen age bracket. The foster parents are carefully screened by DYS to assure that youngsters are not supervised by adults with personality problems, or persons who may be taking on the job merely to make some extra cash. While the children's real parents sometimes find this program difficult to accept — they may see it as a manifestation of their failure as parents — the program has been conducted with some success. It certainly provides a viable alternative for delinquent youngsters who require extra supervision, but who should not be removed from their community.

EVALUATION OF ADJUDICATED YOUTHS

One of the major recommendations of the 1965 federal Children's Bureau report on the Division of Youth Services was to thoroughly evaluate all youngsters committed to the Division. Lack of funds and trained personnel prevented such evaluations until just recently. Under the direction of the Department, a private organization entitled Psychonomics, Inc. now runs thorough psychological testing on all newly committed youngsters. The tests are begun as soon as a youngster has been assigned to DYS and usually take from two to three days to administer. The results of the tests are then used to assign children to the program best filling their needs. This procedure replaces the old policy of placing youngsters wherever space is available. The establishment of this policy makes the Department a national forerunner in sophisticated channeling techniques. To be fully successful, the policy should be supplemented with further testing and evaluation at the conclusion of commitment so as to determine the children's progress and the value of the Department's therapy programs.

THE AGE OF YOUNGSTERS COMMITTED TO DYS

According to Assistant Commissioner Yitzshak Bakal, the average age of youngsters committed to the Department has increased during the past years, and DYS is now treating more youngsters in the sixteen to seventeen age bracket. The precise reasons for this shift have not been determined, but may involve the following factors:

(a) The increased use of drugs in our society may have increased delinquent behavior in older adolescents.

(b) Local school districts may have developed more sophisticated delinquency prevention programs for younger adolescents.

(c) Judges probably parole more younger adolescents than older children. One staff member expressed the feeling that as DYS programs became more sophisticated and humane, judges would use parole more infrequently as an alternative to commitment. If this theory proves correct, there may be yet another shift in age patterns of committed youths.

It remains to be seen whether the present age pattern will be a permanent phenomenon. If it is, program development would have to follow this trend so as to provide viable treatment models.

PAROLE

Despite the development of varied treatment programs, parole will still remain as an alternative to commitment. Parole officers will probably require more training in family work so that they can involve the parents in a meaningful redirection of troubled children's behavior. They will also expand their roles as youth advocates within the community setting.

These additional responsibilities will mean that the caseload of parole officers should be significantly reduced. Assistant Commissioner Leavey feels that a caseload of five to ten children per officer would be realistic given the expanded roles of these employees.

SECTION II

FACILITIES OF THE DEPARTMENT OF YOUTH SERVICES

	Page
ROSLINDALE DETENTION CENTER (Two Reports)	14
HYDE PROGRAM RESIDENTIAL GROUP HOME	25
BREWSTER FORESTRY CAMP	27
LANCASTER SCHOOL	31
WORCESTER DETENTION-RECEPTION CENTER	35
OAKDALE RECEPTION CENTER	36
CAMP DORCHESTER DETENTION CENTER	39
TRANSITION HOUSE, TOPSFIELD	41
WESTFIELD DETENTION-RECEPTION CENTER	44

PREFACE TO THE ROSLINDALE REPORT

Because of continuing criticism of the Judge John Connelly Youth Center at Roslindale, the State Administration Committee made two trips to determine the quality of care at this institution. The first trip was made on April 1, 1971 and the second on February 12, 1972.

Both reports have been included in the evaluation so that readers may compare for themselves the treatment afforded to youths now and ten months ago. Some material is repetitive, but the Committee feels that the value of comparison outweighs the problems of repetition.

"YOU SOMETIMES WONDER IF THE JUDGE MIGHT BE USING THE PLACE AS A QUICK LESSON TO THE KID".

— Staff Member, Connelly Youth Center

THE CONNELLY YOUTH CENTER, ROSLINDALE — Part I

On April 1, 1971, members of the State Administration Committee toured the Judge John J. Connelly Youth Center, a Department of the Youth Services Reception-Detention facility in Roslindale. The center is approximately twenty years old and is designed to serve as a temporary detention facility for youthful offenders between the ages of seven and seventeen. The average age of offenders is between thirteen and fourteen years. The center was planned strictly for boys, but since the closing of the Huntington Avenue Detention Center, one half of a floor is occupied by female offenders also between the ages of seven and seventeen. Originally planned to house eighty-eight persons, the building had 140 youthful offenders detained there on April 1.

The Connelly Center has three stories, two of which contain detention cells. The rooms contain three cots, although they were not originally intended to hold three persons. The rooms do not contain toilet facilities. The room doors have one small glass window, and many of these windows have been broken and not replaced. The rooms do have windows on one wall. These windows are steel-grated, but a guard told the Committee that youths can still escape through them.

These detention rooms are extremely barren and contain no chairs, desks, or small tables. Many of the girls decorate their walls with magazine clippings, drawings, and graffiti, but the boys do not.

There are central toilet facilities on each floor. Few provisions have been made for privacy, but the toilets do appear to be clean. However, one guard commented that the girls are constantly clogging their toilets with paper, clothing and other debris.

Also on each floor are lounge rooms with a television, a few books, and a small number of chairs. The chairs are in extreme disrepair.

There are special security rooms on the first floor which are used to calm down hyperactive residents. When a youth becomes destructive to others, or to himself, he is placed in the security room until his behavior improves. The security rooms are no different than other rooms except that they only contain a single cot. There is no special padding provided.

The center does not have a full-sized kitchen and Mr. Burke, a steward at Connelly, emphasized that adequate kitchen facilities should be a top priority. He said such improvements were more important than expanded living facilities "which the courts would just fill right up."

The Center does have both a basketball court and a swimming pool. The pool, approximately 30 feet by 40 feet, is four feet deep at one end and 2 feet, 6 inches deep at the other. Paint and tile are falling from the sides of the pool, and the bottom has not been painted in some time. Toilet facilities in the pool area are filthy, and Mr. Burke verified that they may not have been flushed for a week. There are paint stains in the sink, and litter of all sorts has been left around the toilets. Mr. Burke told the Committee that a shortage of help forced the maintenance man in charge of the pool to take over the transportation of residents. However, he said the pool conditions were inexcusable and would be alleviated immediately.

The pool is open to all residents daily, but due to overcrowding, a schedule for its use has been established. Approximately 25 girls use the pool each day (no figures were available for boys).

The basketball court is in good condition and appears to be used frequently by many of the residents.

In general, the physical plant is in adequate condition, but there is a sterile, institutional atmosphere which is reinforced by the bare walls and metal furniture. More imagination could be employed in decoration and furnishing — the same kind of imagination that the female residents have shown in decorating their rooms.

As previously mentioned, the Connelly Center houses youths between seven and seventeen years of age. The population is approximately 80 percent white and 20 percent black (Boston sends the center 80 percent black and 20 percent white), and youths come to the center from all over Massachusetts. The average stay at Connelly is two weeks, but some youths have stayed there as long as six months. The rapid turnover is attributed to the nature of the center. It is not meant to be a reformatory, but a place to detain offenders prior to court appearances, or just after sentencing.

Serious offenders are generally segregated from those youths detained on less major offenses. However, there is a mixing of the two groups at various times. (When two residents were interviewed in the lounge, the Committee discovered that one was being detained for car theft and one for second-degree murder.) The majority of the youths are being detained for car theft.

Racial conflicts do arise, but usually are settled before any serious incidents occur. One white girl told a committee member that she had been beaten by some black girls "for acting too much like a lady," but this story was neither confirmed nor denied by staff members.

Incidents of this type are defused by segregating the antagonists and encouraging offenders to verbalize their hostilities. Racial tensions may be heightened because the blacks at Roslindale group together more easily than whites. One staff member says this situation exists because many of the black residents have had prior contact with each other before coming to Connelly. This is not necessarily the case with whites.

One counselor said that his prime concern for residents — both blacks and whites — was that "they were not brutalized at Connelly." This counselor feels that the facility should be closed down.

The Connelly Center is now divided into a boys and girls section; as such, separate staffs have been hired and several more positions have been established. In the boys section, there are 70 permanent positions and 3 temporary positions. The girls' section has 39 permanent and 3 temporary positions. These positions are not all filled at present and may not be filled in the foreseeable future. However, they represent the ideal staff arrangement as planned by administrators of the facility.

Currently, there are 90 staff members to fill three shifts for seven days a week. Of these personnel, approximately one third are actually working with the residents. At no one time are there more than ten people working directly with the residents. Usually, there are seven people/shift working with the residents. This figure sometimes drops to five, but the Committee was told that such a situation is unusual.

The personnel include consultant psychologists and a consulting psychiatrist who comes two mornings a week. During the time he is there, he can only see two to four residents. One staff member commented that "the vast majority of kids don't need clinical services," but that same

administrator earlier complained that services for the youngsters have declined over the past year. He cited the lack of trained personnel as the second major problem at the institution — the first being overpopulation.

The residents have recreational, educational, and religious activities in which to partake while at Connelly. No long-term programs can be undertaken because the youths are at the center only temporarily.

The education center is being run by high school and college students and is available to residents once a day. Twenty to thirty youths are in the class at a time, and the atmosphere, as one volunteer put it, "is not really conducive to reading."

Many of the residents cannot read well, or at all, and the books available are not really designed for them. Religious, cowboy and mystery stories are the major selections, and their sophistication varies widely. The volunteers seemed interested in gearing the materials to "street life," but adequate monies may not be available to get new materials.

One volunteer brought in pamphlets on drugs, and he said the response of the residents was very encouraging. Some residents showed real concern for the harm which drugs could do.

The education room is apparently a popular place because residents can listen to music, or look through picture books without being greatly distracted.

The arts and crafts room is run by an artist, Mr. Isaac, who holds a B.A. in Fine Arts and a Masters in Education. Mr. Isaac does not have lectures, but he allows each resident to become involved in a craft which interests him. Mr. Isaac has three groups a day with each group working for two to three hours. Girls and boys come to arts and crafts in separate groups because there were problems with coeducational classes.

Mr. Isaac tries to work with each child's "strengths and weaknesses," but he does not get them started on large projects because of their brief stays at Connelly. Much of the art work is well done, and there are several samples of work displayed throughout the room.

Mr. Isaac feels that art sessions are a good time for residents to relax and, at the same time, be creative. He said one child there in the morning "came out of his shell all by himself" in the atmosphere of the art room.

Religious services are also held at Connelly, and there are both Protestant and Catholic chapels. These areas are well-kept and modern, but some personnel feel that they are not really used enough to warrant space in the building. Apparently, there is free access to the chapels when residents wish to use them.

Recreational activities are confined largely to indoor activities at the pool, or basketball court as mentioned earlier in the paper. Some staff members feel that the facilities are adequate while others do not feel there is sufficient space or equipment to run a successful recreational program.

CONCLUSION

There is a general concern on the part of staff members at the Center that youngsters are not receiving adequate clinical services. In part, this situation results from the overpopulation at Roslindale.

Overcrowding will apparently continue until new facilities are established because the courts send a constant flow of youthful offenders to Connelly. It seems apparent that unless the overcrowded conditions are alleviated, Connelly will continue to be a non-evaluative, non-therapeutic detention center.

DEPARTMENT OF YOUTH SERVICES RECEPTION-DETENTION FOR BOYS JUDGE JOHN J. CONNELLY YOUTH CENTER

<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;"> <p style="text-align: center;">1720-1010 Administration 1720-1011</p> <p>1. Superintendent 1. Assistant Superintendent 1. Institution Steward 1. Senior Clerk and Typist 2. Junior Clerk & Typist</p> </div> <div style="border: 1px solid black; padding: 5px; width: fit-content; float: right; margin-top: 10px;"> <p>1. Head Bookkeeper 2. Senior Clerk & Steno. 2. Junior Clerk & Steno.</p> </div>						
Diagnostic Treatment and Disposition 1720-1201	Education Program 1720-1101	Care and Custody 1720-1311	Medical Services 1720-1321	Kitchen and Dining Room 1720-1331	Maintenance 1720-1341	Vocational Program 1720-1121
<p>1. Principal Psychologist 3. Staff Psychologist 2. Assistant Staff Psychologist</p>	<p>1. Supervisor of training and education 2. Institution School Teachers 2. Recreational and Physical Educational Instructor 1. Industrial Instructor</p>	<p>2. Parole Agents 1. Supervisor Boys Security Master 1. Principal Sr. Juv. Supv. 12. Group Workers 2. Sr. Juv. Supv. 14. Juv. Supv. 2. Asst. Juv. Supervisor</p>	<p>2. Staff Nurses</p>	<p>1. Chef 1. Storekeeper 1. Headcook 2. Cooks</p>	<p>1. Senior Transportation Off. 1. Painter 2. Fireman and Janitor 2. Construction Handyman</p>	<p>2. Juv. Training Counselor 1. Inst. Domestic Aide</p>
	73 in quota positions		70 permanent		3 temporary	

DEPARTMENT OF YOUTH SERVICES RECEPTION-DETENTION FACILITIES FOR GIRLS

<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;"> <p style="text-align: center;">1720-2010 ADMINISTRATION 1720-2011</p> <p>1. Assistant Superintendent 0001 2. Sr. Clerk & Steno 0035 9020 2. Sr. Clerk & Typist 9018 0025</p> </div>					
Diagnostic Treatment & Disposition 1720-2201	Educational Programs 1720-2101	Care & Custody 1720-2311	Medical Services 1720-2321	Kitchen & Dining Room 1720-2331	Maintenance 1720-2341
<p>1. Principal Psychologist 9019 1. Staff Psychologist 0016 1. Psychiatric Social Worker 0015 1. Juvenile Training Counselor 0023</p>	<p>1. Supervisor of Training & Education 0029 1. Institution School Teacher 0024 1. Recreation & Physical Education Instructor 0017</p>	<p>1. Parole Agent 0018 4. Group Workers 0033 0019 0034 0036 1. Sr. Juvenile Supervisor 0028 17. Juvenile Supervisors 0003-0006 0008 0030-0031 0037-0041</p>	<p>1. Staff Nurse 0010</p>	<p>1. Head Cook 0011 1. Cook 0002 1. Launderer 0013</p>	<p>1. Fireman-Janitor 0009 1. Motor Truck Driver 0014 1. Institution Service Worker 0027</p>
	42 in quota positions		39 permanent		3 temporary

CONNELLY YOUTH CENTER ROSLINDALE - Part II

The State Administration Committee visited the Judge John J. Connelly Youth Center in Roslindale for the second time on February 12, 1972. The Committee's first trip to Roslindale was on April 1, 1971. Since the first visit was made, the Connelly Center has been utilized largely as a detention center; the girls' unit has been eliminated; an intensive care unit has been established in one wing; and the arts and crafts classroom has been moved to the basement.

The Connelly Center presently has a staff of sixty-five - excluding the staff assigned to the intensive care unit. Of these sixty-five persons, all but ten have some contact with the children. The staff includes counselors (one for every twenty boys), two recreation directors, floor supervisors, cooks, clerical workers, psychiatric residents who are available every evening for sick call and psychiatric evaluations, part-time physicians who give physical examinations to the boys, a dentist who comes twice a week, and volunteer aides who come from Boston University and a Roxbury community group.

When the Committee toured the facility, there were approximately eighty boys detained there. Mr. Avery, the Assistant Superintendent, expressed dissatisfaction with the population of the Center, and he recommended that it should hold no more than forty-five youngsters. The presence of so many detainees made programming difficult, and it was hard for staff members to keep the boys active all day long. Staff shortages on weekends made these times especially difficult for youngsters and supervisors alike. Mr. Avery said each boy should have his own room, but that the present population made such an arrangement impossible. He stated that homosexuality was more difficult to control when two or three boys stayed together in a room. The age differences among youngsters (the Courts refer boys ranging in age from seven to seventeen) also makes programming more difficult.

Length of stay is indefinite under detention because juvenile judges often grant continuances which can extend for months. Some of the boys at Roslindale are waiting for a hearing before a grand jury because they are going to be tried as adults. One detainee told the committee that he has been at the Connelly Center for four months awaiting a hearing.

Mr. Avery told the Committee that boys detained at Roslindale are seldom first offenders. In the view of most judges, only the most serious crimes such as attempted murder, armed robbery and rape warrant incarceration on the first charge. Thus, while the boys detained at Roslindale are not hardened criminals, they are often habitual delinquents who present behavioral problems to the staff. Fighting, trying to escape, and withdrawing from all social interaction are the main situations the staff must face. Such behavior is not easy to cope with on a day to day basis, and each staff member requires adequate training and emotional stability to work in such an intense environment. Departmental support of the staff is also an important element in maintaining the institution properly.

The institution contains forty-five sleeping rooms, a central dining facility, classroom space, a basketball court, a pool, television rooms, and two chapels. The sleeping quarters contain a bunk bed and cot, but there is little else in most rooms. Walls are plain, there are no curtains, and there are no rugs over the cement floor. The windows are divided up into numerous panes by iron cross-sections. While the individual panes are quite small, Mr. Avery told the Committee that most youngsters can crawl between the bars and escape. DYS is presently contracting with a firm which will be installing more secure jalousie windows.

When the Committee toured the facility, the pool was drained so the membership could make no determination as to whether water circulation had been improved since a year ago. Pool ladders were rusty and bathrooms contiguous to the pool were in disrepair.

The gymnasium, on the other hand was well-maintained. Volley ball and boxing matches take place in the gym as well as basketball and track. The lighting was good, and the floor seemed in good condition.

The recreation rooms were originally equipped with televisions and ping-pong tables, but the tables have been frequently broken. When the Committee visited, they were not set up, and the children had their choice of watching television, or a movie shown on the wall. There were not many chairs in the recreation rooms, and there were no games, books, etc. These rooms were essentially the same as when we visited ten months ago.

Toilet facilities are centralized on the second floor. Rooms are not locked in the evening, so children apparently have free access to the bathroom in their section. The facilities are clean, but they offer little privacy for the children.

Juvenile judges may permit youngsters to go home on weekends, or go to shows and museums during the week under proper supervision. The release programs alleviate population pressure at the school, and they present a good alternative to the daily routine at Roslindale.

INTENSIVE CARE SECTION

The Human Resources Institute, a private firm contracted by the Department, has set up an intensive care unit at the Connelly Center. The staff of this unit operate independently of the Roslindale administration. Part of the staff here is employed by H.R.I., while other personnel are DYS employees.

The intensive care unit was established three weeks ago for the treatment of youngsters charged with severe delinquency who have very unstable mental conditions. The youths being treated at the time the Committee examined the facility had been charged with murder, rape, and assault and battery. Some drug cases were sent there, too.

The rooms were not modernized, or altered when H.R.I. began the program. Future plans may include some reconstruction, but H.R.I. was under pressure to get the program started quickly and changes could not be made in time for opening day. Each room had one bed with the exception of one room which had four beds. Counseling and office space have also been provided within the unit.

The unit has a maximum population of fourteen boys (eleven boys were there when we visited) with a staff of fifteen. The director, two team leaders, and a night supervisor have been provided by H.R.I. with DYS providing the rest of the staff. One staff member said DYS has not completed its staffing of the unit, and until this process is completed, the unit would have some operational difficulties.

Staff rounds are made three mornings a week. The child can discuss his difficulties with the staff group during this time. Small group therapy sessions (two staff with two children) take place in the afternoon. The day is supplemented with an hour in the gym and two "learning sessions" where academic subjects are discussed. These sessions are not tutoring programs, however. The aim is to get the youngster to think about, and talk about, something other than himself.

H.R.I. is conducting milieu therapy with the boys - a treatment plan somewhat similar to play therapy used with younger children. Milieu therapy attempts to adjust the youngster to the realities

of the world outside so that when he is released, he will not feel that he is being submerged by the same forces which led him to delinquency in the first place.

When a boy arrives at the unit, he is assigned a counselor who is responsible for setting up family counseling and further placement as well as having individual conferences with the boy. The youth is given an extensive interview based on a psychiatric format. This interview will then be used to plan the rehabilitation program.

The initial image which staffers try to destroy is that of "doing time." The personnel stress that release is earned by becoming cured, that no specific date can be set for release. This concept is reinforced by the level system of privileges. As a youth improves his behavior, he can have more freedom. When he assumes enough social responsibility, then he can be released.

The staff includes one ex-convict and four former DYS residents who, according to one staff member, are "real good with the kids." They have a better understanding of these youngster's perspectives because they have been through these problems themselves.

The staff is interested in setting up family counseling sessions; however, many of the families are in such hopeless conditions that even family therapy cannot solve the many dilemmas these children face. Alternative family arrangements may have to be made for many of these youngsters.

The program has not been in operation long enough to properly evaluate its effect on these disturbed youngsters. The Committee was impressed by the dedication and interest shown by the staff, and we hope to observe the program further along in its development.

"HAPPINESS IS BEING WANTED"

Sign, DYS facility at Hyde Park

Hyde Park Residential Treatment Center

Members of the State Administration Committee visited the Hyde Park facility of the Department of Youth Services on May 13, 1971. The Committee was especially interested in the Hyde Park program because it was the first residential center established by DYS. Department administrators are committed to the theory of small unit treatment centers as revealed in the DYS 1969-1970 report to the Governor and the legislature which said in part:

The Department of Youth Services must move from a primary emphasis upon large institutions to one of development of alternatives to institutionalization.

Hyde Park, then, is a model on which further Departmental planning can be based.

Located in a residential section of Hyde Park, the facility was formerly a home until purchased by DYS. It has a limited capacity - 12 to 15 male residents - and when the Committee visited there, only 6 youths were being detained.

The facility has a staff of five - the director, assistant director, two counselors, and a cook. The age of residents generally ranges from thirteen to seventeen years.

The Hyde Park center is a three story residence unit with a large front lawn and a backyard that is now taken up by a garden. There are no fences around the yard, nor are there bars on the windows. The physical environment is much like that of any suburban home, and with the exception of an office by the front door, there is no institutional quality to the facility.

Across from the counselor's desk on the first floor, there is a living room with couches, chairs, a table and fireplace. The walls are filled with modern patterns painted in bright colors. The room is used for "rap" sessions, psychodrama, and informal visiting.

There is a television room next to the living room that is far less decorated, but still comfortable in appearance. The television is a small portable unit.

Beyond the television room, and at the rear of the house, is the kitchen. The appliances are extremely clean, and as in other rooms, evidence of careful custodial work is obvious. The Committee was told that the residents are responsible for maintaining the facility, with each youngster taking an active role in the work. The kitchen is compact, and the stove has only four burners, but the cook seemed satisfied with the facilities. There is a dining area located in a walled-in porch overlooking the back garden.

Hyde Park has two bunk rooms with six cots in one room and five in another. One resident said that more cots could be put in each room, but any substantial expansion of the center will be accomplished by renovating the attic.

There is only one bathroom for residents, and it is located on the second floor across from the bunkrooms. A utility room with sink is being remodelled on the second floor, but additional toilet facilities are not being installed there. Several Committee members felt that one bathroom was insufficient for the residence, but no new toilet facilities are planned.

Committee members did cite a lack of on-site playground and gymnastic facilities. During the week, residents are expected to do housework and gardening, and sometimes, they are allowed to

jog outside in teams. On Tuesdays, the residents may be allowed to visit the gymnasium in Roslindale Square, but there is no daily program of physical activities.

In general, the center seems comfortably furnished. According to staff members, all furniture has been donated from community sources. The only appliance which is presently needed, and which is not procurable from the community, is a washing machine.

THE PROGRAM

In April, 1971, the Hyde Park house established a four-month rehabilitation program described in detail at the end of the report. However, some points need additional highlighting.

First of all, the program — although designed as a four-month course of treatment — is flexible enough to respond to the needs of individual residents. Some youngsters may stay less than four months while others may require extended care.

One of the primary functions of the program is to encourage young people to develop a sense of personal importance and responsibility. In part, this function is served by sensitivity sessions where residents are encouraged to discuss their problems and their feelings toward these problems. Lisa Richette, a Philadelphia attorney and acknowledged expert in juvenile problems, cites the necessity of verbalization in her book, *THE THROWAWAY CHILDREN*:

If children . . . could say why, or verbalize even a small part of their inner turmoil, they would not race relentlessly down the paths that end in (the) courtroom. p. 31.

One obvious emotion is the desire to run away, and residents generally seem willing to talk about this desire. As one staff member put it, "Kids are encouraged to talk about running away, so they'll have less desire to fulfill this wish." To substantiate this theory, reports reveal far fewer runaways at Hyde Park than at the larger, more institutionalized DYS facilities.

The development of positive self-image is also encouraged by placing certain responsibilities upon each resident. Every youth must take part in cleaning the home. If youths ignore this primary responsibility, they are sent to other centers.

Of course, one primary responsibility is to stay at the home rather than run away. Since there are no physical restraints or guards, at Hyde Park this responsibility is really an internal matter to be resolved individually. Essentially, there is a combination of freedom and compulsion in that if a youngster "runs", he is faced with more serious punishment in a more institutionalized setting. The responsibility is really for one's own well-being, for one's movement toward permanent freedom in the outside world.

Another aspect in the development of responsibility is the merit system at Hyde Park. A resident must earn privileges — including the "privilege" of seeing his own parents. Self-worth, in the eyes of the staff at Hyde Park, is an outgrowth of the successful handling of gradually accumulating responsibilities. These responsibilities, in turn, derive from a merit system which will hopefully become internalized by the young person before he leaves the center. In addition, since a resident cannot leave Hyde Park until he has a job, or a place in some school, he is more likely to have a firmer sense of direction as well as a more confident outlook towards himself.

One resident informed the Committee that the outside world provided fewer responsibilities than the center. This comment, if valid, is a refreshing outlook after seeing the dependency which the adult penal system creates in inmates. "Prison syndrome" is extremely common in older

persons who are unable to cope with the frustrations and responsibilities of the outside world, and who then deliberately put themselves in a position where they can be imprisoned again.

Another significant aspect of the Hyde Park program is the requirement that residents must meet with their parents and counselors in a group session before they are released. Modern therapeutic techniques encompass this concept in dealing with children who are emotionally disturbed, physically handicapped, or mentally retarded. It has long been known that emotional stresses are not simply internal matters, but rather, the results of unacceptable interactions with relatives, friends, or other members of society. Juvenile delinquency is not just a children's problem. The family unit must be treated as a whole when possible. Where such intensive family therapy is not practical, the Hyde Park personnel require that beginnings are made in this direction. Sometimes, children have to be reintroduced to their parents and vice-versa. The Hyde Park staff tries to at least achieve this goal.

There are two rules which are strictly enforced at Hyde Park. The first is that no physical violence is permitted in the house. Secondly, no drugs, including alcohol, may be used. If a drug-user comes to Hyde Park (two-thirds of the residents have used drugs), he must already have gone through withdrawal. Methadone, and other substitute drugs, are included in the prohibition.

The residents may enroll in a school program while at Hyde Park, but it is not mandatory. Church attendance is not mandatory either. As mentioned previously, a resident must have a job, or a place reserved in some school before leaving the center.

One resident described the center as having a "good family atmosphere." He also said that there is a collective spirit among the youths. "We can lean on each other. We love each other here."

Certainly, the impressions of Committee members verified these statements. There does not seem to be the threatening atmosphere that was witnessed at Roslindale. As Father Pat, the director of the program, stated "It's not a guard thing." He went on to say that this program helped young people who could not be reached by psychiatrists. Such a statement cannot be proved at this early point in the program's history, but Committee members were optimistic that methods being experimented with here were far more likely to be successful than more repressive measures.

SUMMARY

The Hyde Park center is an experimental model with many of the problems and possibilities which new programs entail. However, the young people do seem to be gaining a sense of self-value and dignity essential to success in the outside world.

In part, the program serves as a substitute home for those youngsters who have been neglected, or mistreated. The atmosphere is genial although demands are made on every individual.

The program has encountered a good deal of opposition within the Department because some employees feel that it is far too permissive. Certainly, its success would be doomed without full Departmental cooperation. Some employees seem to be undergoing a change of heart, but no personnel will be forced to work at residential centers against their will.

HYDE PARK HOUSE
387 Hyde Park Avenue
Roslindale, Massachusetts

OUR PHILOSOPHY

There comes a time in the growth of every person when he must begin to take responsibility for himself and for his own actions. On the day this occurs, that person is no longer a boy; he has started to become a man.

Everyone of us has a personal responsibility for himself because of what we are. None of us is an isolated atom in the universe. We live and die with other people because it is the nature of man to be with other men. And so the responsibility of each of us is not only for himself, but for all men, since all men are brothers.

A man lives by the values he chooses and it is up to each of us to choose for himself the values that are truly human. We cannot let life choose these values for us, since it is in choosing that we earn the good things that this world can offer us. The world owes no one of us anything. It has given us life and the opportunity to be human, and it is up to each of us and all of us to earn what is good by accepting responsibility for ourselves and for our brothers.

To be one's self and to care for another requires all the courage that a man possesses. It means to be open to one another and to change. It is the way of life we must live if we are to survive. God will not let his work be done by cowards.

THE HYDE PARK PROGRAM

2 week probation

1. Learn Rules
2. Function
3. Personal Cleanliness
4. Begin making pull-ups
5. Talk about self

1. Work at low status jobs
2. With constant supervision
3. Attend morning meetings
4. Attend and participate in seminars
5. Go to one group per week
6. After 1 week make specific proposal for investment

ASK TO BECOME RESIDENT

First Phase
4 weeks

- Participate in groups
- Make pull-ups
- Function with Supervision
- Begin dropping slips
- Talk honestly about self in conversation groups

- Avoid the gratuity
- Ask questions about self
- Accept directions

- Ask to be alone - 2 weeks
- Ask for a day at home - 4 weeks

Second Phase
4 - 6 weeks

- Begin Static Groups
- Begin to function without supervision
- Avoid a challenge negatively
- Volunteer for extra involvement

- Exhibit thinking and planning
- Seek responsibility seminar
- special activity
- Participate *readily* in groups
- Exhibit self knowledge
- Learn to accept injustices

- Ask for Job change
- Earn intermediate privileges
 - lower bunk
 - jewelry
 - trips from family
- Ask for weekend - 4 weeks (2 weeks, grace)

Third Phase
2 weeks

- Determine re-entry program with advice of staff residents
- Re-establish relationship with family (at least one session at house with family)
- Show responsibility to younger brothers

- Exhibit strength in groups
- Give away what has been learned
- Exhibit self-motivation

Ask for day home alone - 2 weeks

Fourth Phase
2 weeks

- Establish and exhibit consistency
- Set-up re-entry work out details
- Avoid hair cuts
- Solidify family situation

- Contact Parole Officer
- Demand change in younger brothers
- Have earned most of all possible privileges within program

Ask for Weekend Alone - 2 weeks

Final Phase

Ask for release

Attend weekly groups for at least 2 months

At beginning of each phase submit to group area to be worked through; announce progress at morning meetings; request and accept help from peers.

STEPHEN L. FRENCH FORESTRY CAMP

The Stephen L. French Forestry Camp is located in the 1,777 acre Nickerson State Forest in East Brewster, Massachusetts. On June 24th, 1971, the State Administration Committee visited the Camp, inspected the facilities, and examined the program conducted there.

The Camp is reserved for adolescents between the ages of fourteen and seventeen years. There are no barred windows, fences, locked doors, or other obvious jail-like manifestations.

The Forestry Camp is designed for fifty youths, and when the Committee visited, there were forty-three boys currently in the program. Residents are divided into two main groups, the forestry section and the Homeward Bound section.

The Camp is run in conjunction with the Department of Natural Resources and has a budget (FY 1971) of \$168,421. Some staff transfers, federally funded personnel, and volunteers are not reflected in this budget figure. The staff currently consists of one main building, a wooden cottage, some A-Frame structures, a beach area, an obstacle course, and some maintenance shops. The grounds are extremely attractive, and the staff and residents have done an admirable job in maintaining them.

The main building — a former hunting lodge — has been added to and remodelled by staff and residents of the facility. This central fixture is clean and relatively non-institutional in appearance. Upkeep has been good, and no major repairs are apparently needed.

The kitchen is a large one located directly off the dining area. Here again, upkeep is good, and kitchen utensils are cared for properly. The kitchen staff has ample room to prepare meals and wash dishes.

The dining room contains six large tables and all meals are served here with the main meal held in the evening. The dining room is not large, but Committee members were not present for the lunch hour, so we were not afforded an opportunity to see whether the room was uncomfortably crowded.

The main building has a recreation room with ping pong and pool tables, a small television room, and a library room which is used for group meetings and reading.

There are two bunk rooms upstairs, each with eight double-decker beds. The dormitory setting here may be somewhat undesirable and an earlier Children's Bureau Report (1965) recommended that the two-tiered bunks be eliminated.¹

The shop area across from the main building is used for furniture repair, painting, electrical work, and other tasks as determined by the supervisory staff. All repairs here are done by the residents with the assistance of the staff. Shop assignments are made on a rotating basis as is the case in the kitchens where youths wash and stack dishes.

Below the main building and shop area are three A-Frames and a wooden cottage which face a large lake. The structures were built by residents under supervision by the staff. Committee members did not go inside these buildings, but they are sturdy, modern structures which appeared to be well maintained.

The beach in front of the A-Frames is uncluttered and attractive. Boats belonging to the Camp are docked by the beach. A large sea-going boat has been purchased, but it cannot be used until major repairs are made. The Town of Dennis has donated a slip to the Camp when the boat is ready for use.

The grounds also contain an obstacle course and gymnastic area, which are used for training for the Homeward Bound Section of the program. Ropes, weights, chin-up bars, and climbing walls are all used for training purposes.

¹ "A report on the Stephen L. French Youth Forestry Camp; Raymond L. Manella, Consultant on Diagnostic and Clinical Treatment Services in Institutions; p. IV-138; contained in H.E.W. report.

The Forestry Camp is not available to all youths committed to the Youth Services Department, but only to those adolescents between fourteen and seventeen who show "acceptable behavior" and who specifically volunteer for the program.

While some youths go to the Forestry Camp on a volunteer basis prior to adjudication (in order to avoid having a guilty sentence on their record) most residents have been in court several times before their transfer to East Brewster. The staff psychologist, Richard Payne, estimated that many of the youngsters have been before a judge as many as six times. The result of such policy is that many cases may be pending on one child even while he is at Camp. Alan Collette, the Superintendent, commented, "There are so many past cases hanging over the kids heads . . . some which they don't even know about."

Although residents there have been committed to the Department on a variety of charges, almost of all of them have a history of drug use. The Superintendent estimated that 90 percent of the residents used drugs prior to their admission. When he first took his position six years ago, he found only 2 percent of the committed youngsters had used drugs in outside society.

Parents are often unaware of their children's use of drugs, even upon commitment. Sometimes, police and court officers are similarly unaware. Closer mental and physical examination of committed youths by DYS staff can usually uncover such problems, however. An encouraging aspect to this difficult problem is that drug use at the Camp itself is almost zero. While occasional attempts to smuggle contraband do occur, the staff usually can discover the drugs before their dissemination.

Racial tension at the Camp does not appear to be a problem. Mr. Collette said there has been only one serious racial outbreak and that was soon resolved by group discussion of the problem. Approximately 20 percent of the residents are black but there are no black staff members at present. The Department has made a more intensive minority group recruitment effort, and more black employees are expected to be involved in the Brewster program in the future.

As with many young delinquents, the majority of Camp residents come from broken homes. The tragedy of separation, divorce, or death cuts especially deeply into the spirit of young people. Often the ill effects of family break-ups are not easily observable at first, but only come to the surface when youths act out their emotional problems in an antisocial, criminal manner.

Such behavior is often associated with gangs, and indeed, young people frequently need peer group support, or direction, to replace a missing father or mother. Such needs may come into conflict with the law when group approval becomes more important than community laws and mores.

Thus, the process of rehabilitation must account for, and deal with, such personality deficiencies. An encouraging aspect of the Brewster program is the emphasis on the growth of a person's individuality within a group context. Residents are helped to see their self-worth so that the dependence on peer group approval may be limited. Similarly, residents also learn the necessity of cooperation and responsible group action in problem solving.

The Forestry Camp has attracted attention not only from State Officials, but from young people as well. Currently, the Camp has a significant waiting list, and this demand will probably not be alleviated until more camps are opened in the State. A second camp is now under construction, and Superintendent Collette believes that the Commonwealth should begin making plans for a third.

Despite the demand for admittance, the Camp still has some flexibility in scheduling and

programming. The minimum time a child may stay is seven weeks, but staff members may keep a resident there longer if they feel the youth is not fully prepared for "graduation." Mr. Collette believes that residents should have an option to stay longer if they feel it would be beneficial. However, space limitations eliminate this option at the present time.

Because of the lack of physical restraints, residents are presented with a psychological challenge to remain at the Camp rather than run away. Staff members agree that this challenge is desirable, and runs do not appear to constitute a major problem. From January to May 12th of 1971, eight residents fled from Camp. This figure compares most favorably with the runaway rate at more guarded institutions.

Those youths who do run away, or who present major disciplinary problems to the staff, are referred to some other institution in the system. Only when a resident returns to Camp voluntarily does he have the chance to finish the program. This policy is derived from space limitations and philosophy. Since the facility is much in demand, the staff feels that it is senseless to waste space on those youths who do not wish to participate. In addition, they seem to feel that runaways need a different kind of attention than other residents in the program.

This policy has two limitations. First, it may be incorrect to assume that runaways do not want to stay at the Camp. Their misbehavior may result from initial fear, from lack of peer group acceptance, from the excitement of doing something socially unacceptable, etc. After second thoughts, these youths may really be excited over the program, or at least have positive feelings toward it. Immediate transfer to a more secure setting may prevent these youths from learning to evaluate their thoughts and actions.

The second limitation is that runaways and misfits may be precisely the youths who can greatly benefit from the program. Certainly, they present more problems to the staff, but this fact alone should not prohibit them from taking part in the program. Such a policy should be carefully reconsidered before becoming an integral part of the Camp program.

When the youths first arrive at Camp, they are divided into brigades of eight persons. Generally, these brigades are continued throughout the whole program. Meals, counseling, athletics, and work details are all taken in the context of one's brigade.

The French Forestry Camp program is divided into two phases, the staging, or forestry, section and the Homeward Bound section. The youths involved in each section are kept apart, and the administration of the two phases are headed by two different staff members. Overall coordination is left to Mr. Collette and Mr. Angevine, the Assistant Superintendent.

The forestry section, in turn, is broken down into two integrated phases - Labor/Maintenance, and pre-Homeward Bound Training. The Labor/Maintenance Section involves work at the Camp under the direct supervision of staff members, work projects in Nickerson Park under the supervision of Natural Resources Department personnel, and work in the community under the supervision of town leaders. Camp duties consist of work in the kitchen, the laundry, the maintenance shop, and on the grounds. Park work is defined by Natural Resources employees and covers many duties in the 1,777 acre area. Residents are paid for these duties and are given special accounts in which to save their money. Community work may either be volunteer, or paid, depending on the project. All residents are given equal work duties with equal chances to receive financial reimbursement.

The training section is conducted in the early mornings, evenings, and weekends, and represents approximately 180 hours of each resident's time. The following is a breakdown and description of this section:

- (8) Religious programs - 4 hours. Protestant and Catholic clergy run services and assist in counseling.
- (9) Physical fitness - 50 hours. Exercises, weightlifting, jogging, etc.
- (1) Intake and orientation - 4 hours. The youth is introduced to staff members and is given a description of the Camp, the program, and the rules to which he must adhere.
- (2) Individual counseling - 5 hours. Each boy is assigned a counselor with whom he confers at least once a week. If the boy is especially troubled, he may see his counselor more frequently.
- (3) Small group counseling - 6 hours. Brigades meet for encounter and sensitivity sessions under the guidance of a counselor.
- (4) Large group counseling - 4 hours. Meetings with all residents are held at least once during the program. The Superintendent leads the discussion.
- (5) Employment counseling - 2 hours. Each boy is given the opportunity to plan his post-camp plans with a job counselor and staff members from the Youth Services Dept.
- (6) Testing - 1 hour. Psychological testing.
- (7) Volunteer assistance - 6 hours. Thirty community volunteers come to tutor residents in their field of special educational or vocational interest.
- (10) Basic Homeward Bound Instruction - 15 hours. Classes in first aid, sailing, fishing, land and sea rescue, water safety, swimming, etc. are given.
- (11) Basic Homeward Bound field instruction - 20 hours. Practical experience in activities above.
- (12) Overland hiking - 16 hours.
- (13) Various competitions - 4 hours. Ping-pong, pool, and running contests.
- (14) Bus Trips and recreational activities - 10 hours. Movies, arts and crafts, reading, T.V., etc.
- (15) Family visits - 7 hours. Two 3½ hour Sunday visits are allowed, but special visits may also be approved. Parents may take their child off the premises for the visiting period. Since a real effort is made to work with the entire family unit, the visits are encouraged. Mr. Collette commented, "The family is just as important to rehabilitation as the treatment of the kid." Post-graduation family counseling is sometimes suggested and is usually accepted by the family. The Superintendent feels that more manpower is needed in this area - a suggestion also mentioned in discussions with Hyde Park staff.
- (16) Free Time - 25 hours. Residents are encouraged to use their space time creatively. Games, bull sessions, letter writing, jam sessions, and drawing are encouraged.

During the whole forestry phase, weekly staff meetings take place so that staff members can better coordinate their efforts as well as discuss the progress of various residents. This vital coordinating activity has been a major recommendation of federal and state reports, and the Camp administration should be congratulated on putting the recommendation into practice.

The Homeward Bound phase of the Camp program is based on the well-publicized and successful Outward Bound federal program. Homeward Bound consists of rigorous exercises, hikes, swims at all hours of the day and night, land and sea rescue methods, mountain climbing, sailing, seamanship, and solo survival. Instruction is given in first aid and navigation. Emphasis is centered on group solution to problems, but there is still a great accent on individual development (i.e., solo

survival). The program concludes with a five day/100 mile hike on the Appalachian Trail. Counselors and other staff accompany the youths on this trip, so group dialogues and individual therapy can continue.

Upon their return to Camp, the residents must meet individually with the Review Panel. Each youth tries to convince the Panel that he has definite plans for the future and is mentally prepared for release. If the Review Panel approves the presentation, the boy is graduated in a final day ceremony.

CONCLUSION

The Stephen L. French Forestry Camp provides a unique rehabilitative program for the juvenile offender which emphasizes the development of individualism, but which also accentuates the necessity for cooperation within a group. Through counseling, athletics, games, and the work program, staff members try to inculcate the values of self-responsibility. That the program does not always succeed is less a condemnation than a simple realization that years of negative experience and poor family life cannot necessarily be overturned within a brief period of two months. Estimated recidivism rates and diminished numbers of runaway children do seem to be a positive indicator that the program has great merit.

LANCASTER SCHOOL

Members of the State Administration Committee toured the Department of Youth Services facility at Lancaster on January 28, 1972. Only one month earlier, staff and residents were told that Lancaster would be closing in the Spring of 1972. Administrators in Boston have scheduled the removal of all children by the first of May and all staff by June 1. Despite the imminent closing, staffers at the facility planned to continue their programs through May to avoid serious disruption in the children's rehabilitation process.

When the Committee toured Lancaster, there was a total resident population of fifty - thirty girls and twenty boys. The girls varied in age from eleven to seventeen while boys' ages ranged from eight to seventeen. The majority of boys detained were in the eight to fourteen age bracket.

Lancaster is a reception center for girls as well as an on-going treatment facility. It is not used as a reception center for boys. Female delinquents from all over the State are placed here for evaluation, and some are then sent on to foster homes, or returned to their own homes for a probation period. The remainder are then assigned to cottages according to the severity of their delinquency/emotional problem.

The girls who come to Lancaster generally have a long history of behavioral difficulties - some have even had adjustment problems beginning at two years of age. Most of the girls have already been seen by many community agencies. By the time they are committed to DYS, these girls often have numerous social workers assigned to their cases. The girls may have a series of complaints charged against them, and judges generally commit them on the least of these charges to avoid overly harsh court records from haunting them in later life. "Stubborn child" and "runaway" charges are the most common offenses lodged against these troubled youngsters. The tragedy implicit in these charges is that delinquent girls generally punish themselves rather than commit overt acts against society. As they grow older, these girls may become prostitutes or drug-addicts. Yet, these crimes still are far more harmful to the girls themselves than they are to the society

around them. This tendency toward self-destruction calls for close professional supervision and attention. Very often, this attention is the first positive influence these children have ever received from adults.

The supervisory and maintenance staff necessary to run Lancaster has diminished since December when transfers of children began. An exact tally of staff was difficult to obtain because of the fluid state of the Department. In December, 120 people were employed at the institution. Approximately one-fourth of these employees were young and relatively new to DYS and Lancaster. Most of the staff had daily contacts with the children, the few exceptions being specialized maintenance personnel.

Lancaster residents in need of psychiatric attention are sent to Boston for treatment. The Department has contracted with the Boston University School of Child Psychiatry and the Judge Baker Clinic for patient services. This arrangement replaces the services of a consulting psychiatrist who was employed on a part-time basis.

Lancaster has six residential cottages, a school building, an administration building, and an assortment of storage sheds and maintenance buildings. The facility is surrounded by many acres of attractive open land, and there is a large and well-maintained grass playing field on the grounds. Most of the buildings are over twenty-five years old, but none of them are in an advanced state of decay. Significant alterations and repairs such as new bathroom and shower facilities have been made in some of the cottages. However, paint was peeling from the walls in the corridors and bathrooms of the hospital cottage and the school building. While these walls are unattractive, they are not unsafe, and it is understandable that high priority would not be given to cosmetic repairs made on an institution to be closed within three months.

There are six residential cottages at Lancaster - four for girls - one for boys, and one which is coeducational. The four girls' cottages vary in program structure to meet the behavioral needs of the incarcerated residents. One cottage - the hospital - is an infirmary as well as a residence, and it is the most restrictive of all the residences. It is the only cottage at Lancaster where the outer doors are locked to prevent escapes. The remainder of the cottages differ in the amount of freedom given to residents.

Within the cottages, there are also levels of freedom, or privileges, to which the girls are assigned. As they become more socially responsible, they can then advance to a higher level where they are given more privileges. The girls may be assigned to different cottages during their stay as a reflection of their progress, or in some cases, their regression.

The presence of severely disturbed youngsters at any DYS facility means that other residents may be limited in the amount of freedom they may have. Children with severe behavioral problems often try to escape, fight with other residents, or threaten their own lives. Thus, they become a security problem, and the facility must be designed to accommodate their behavior. This physical design, in turn, interferes with the rehabilitation of other less difficult children who do not require strict security precautions. Although most cottages at Lancaster do not have restrictive programs, they have been physically designed to handle more severely disturbed children. While any final departmental programming should, of course, include plans for the most disturbed children, these plans should not produce negative fallout for other youngsters.

Lancaster staffers and other personnel in the Department have had a difficult time referring severely disturbed children to private mental health centers, or to the State Department of Mental Health. McLean Hospital - a well-renowned private mental health hospital - has refused to accept

some delinquent youths who would have been more properly cared for under psychiatric supervision. Consequently, both the severely disturbed youngsters and the less disturbed youngsters do not receive the proper individualized care which they so desperately need. The varied problems which youths display, and the varied treatment these youngsters require are prime reasons why large institutions — even ones with differentiated programs such as Lancaster — are poor answers to rehabilitation. Any institution geared to the lowest common denominator (i.e., the highest security risk) cannot possibly help the many different youngsters being committed to DYS. The physical plants where programs are conducted must be as flexible and individualized as the programs themselves. Bars on windows and cement walls may be necessary for the secure supervision of a small minority of youngsters, but they are hardly adequate as substitute homes for troubled children who are acting in an anti-social manner because they have been robbed of a decent home life.

The phasing-out process has sharply reduced the resident population at Lancaster. In two of the cottages we visited, the number of youngsters detained was well under the maximum quota for the facility. A lag in transferral of staff has meant that most cottages have adequate supervisory personnel. The one exception here is the resident side of the hospital cottage, the facility set aside for the most disturbed children.

The cottages have job training programs for residents. These programs include beautician training, day care aide training, and clerical training. The Town of Lancaster and the nearby town of Clinton have been extremely cooperative in placing youngsters in work-release jobs in public agencies. Businessmen from Lancaster have also been cooperative in placing girls in temporary positions. Most jobs are paid although girls in the clerical skills program do not receive any compensation from the hiring companies because they are at work for one month only. A member of the staff told the Committee that there have never been any serious problems with girls working in the release program. Girls who express a desire to earn money, but who are not yet responsible enough to take part in a work-release program are given temporary jobs right at Lancaster. These jobs usually consist of housekeeping or minor repair work.

In addition to cooperating with the Department in placing girls in jobs, the citizens of Lancaster also contribute a yearly donation to the institution. This community cooperation is a fine example of a town's awareness of a pressing social issue. Some other communities have not exhibited the same kind of cooperation with the institutions located within their boundaries.

Given the Department's new emphasis on community-based treatment centers, it is a vital priority for Massachusetts cities and towns to become aware of, and involved in, the problems of juvenile offenders.

The majority of youngsters are detained at Lancaster no more than ninety days. This term may be extended upon request of the child, or by administrative decision. Some youngsters feel that their Lancaster cottage is a home and use it as an apartment while working in the community.

The short ninety day term has merit in that it forces staff members to evaluate the improvement of a child while at Lancaster as well as mandating them to make some prediction as to her behavior once she has returned to the outside world. If the child is clearly not ready to return to the streets, or if she has no responsible family to return to then alternative arrangements are made for continuing care.

This policy is far better than having the child spend a long term in an institution — even a well-supervised one — without the benefit of continual assessment of her problems and development. These assessments are important to judge how successful the course of therapy is and

whether different treatment modalities might better serve the interests of rehabilitation.

The boys cottage is similar in structure to other cottages on the grounds. There is a recreation room, central bathroom and shower facilities, and each boy is assigned a room of his own. Doors to the rooms are not locked at night.

The boys confined here are younger than the DYS average, and they have been generally committed on charges such as stubborn child, truancy, running away from home, and sometimes arson.

The coeducational cottage has boys in the fourteen to sixteen age bracket. They are carefully screened before being admitted to the program. This cottage has a more self-contained program than other residences at Lancaster. The staff-resident ratio is just about one to one. Boys live on the first floor and girls are assigned to rooms upstairs.

These youngsters have school in the morning and recreational activities and counseling in the afternoon. The program has been in operation since September, and no major problems have been reported. The staff has weekly meetings to discuss cases as well as to discuss their own functioning within this setting.

Coeducational cottages have been in operation for too short a time to properly determine their effectiveness. Two girls at another all-female cottage did say they had no interest in living in a cottage with boys. They felt having boys live there would spoil their program. Certainly, most of these youngsters have not had the opportunity to observe a healthy man-woman relationship, and some of them may have had difficult experiences with the opposite sex. Coeducational living might work out well with some children and very poorly with others. Individual problems and needs should be carefully considered before any child is placed in a coeducational living setting.

Children who are fifteen years of age and younger are required to go to school for half a day. The sessions run from 9:00 — 11:15 in the morning and 2:00 — 4:15 in the afternoon. There are seven teachers, two of whom are assigned to cottages. A librarian is at Lancaster for ten hours a week, eight of which are on the weekend.

The classrooms are well-maintained and are equipped adequately. There are numerous typewriters for the training of girls in the clerical program. There are no specific grades at the school, but there are teaching levels to which children are assigned by intellectual capability. The teaching is carried on in a relatively open structure although the building was not designed for so-called open classroom teaching. There is some team teaching. Volunteers from Fitchburg State College supplement the school program at Lancaster.

The Committee was impressed with the dedication of the Lancaster employees as well as the good feelings which the residents expressed toward the facility. No employee interviewed by the Committee expressed hostility about the phasing out of the institution, but the employees did express their faith in the Lancaster programs.

Certainly, there are wide differences in the way institutions are run just as there are differences in the competency of people who run them. Nevertheless, the Committee feels that there are negative elements inherent in any large institution. Physical restrictions, expense, isolation from the community and de-personalization are all examples of negative fallout from the institutions. No matter how dedicated the staff, no matter how enthusiastic the residents, these elements cannot be eliminated, and they are serious roadblocks to successful rehabilitation. The phasing out of large institutions and the development of community-based treatment facilities will inevitably cause some dislocations within the Department. These dislocations do seem to be a relatively small price to pay in exchange for the promise of more humane, less expensive care for juvenile delinquents.

WORCESTER DETENTION-RECEPTION CENTER

The Worcester Detention-Reception Center is located on the grounds of the Worcester State Hospital within the Worcester city boundaries. The facility does not have a maximum detainee level because it must hold those juveniles awaiting court appearance. This number varies seasonally as well as from day to day.

When the Committee toured the Worcester facility on February 10, 1972, there were thirty-six youngsters being detained there. The average number of residents ranges between thirty-five and forty young people. Thirteen boys and nine girls were in detention, and eleven girls and three boys were in reception. Some of the boys and girls at Worcester were in work-release, or school-release programs while others were security risks and could not be given the freedom to return to the community. The girls there were from central Massachusetts, and the boys were from various communities throughout the Commonwealth. Staff members expressed an interest in reducing the resident population, but intake is totally dependent on the variable of arrests made by the police.

The Committee members talked with Mr. Paul Leahy, who is both the superintendent of the Worcester facility and the director of DYS Region II. Mr. Leahy was extremely forthright in his assessment of the operation and very cooperative about showing the facility to the Committee.

The Worcester facility is a security building, but youngsters are not locked in their rooms in the evening. There is a central control board which signals the on-duty attendant when a room door has been opened. All doors leading to the outside of the building are locked and can only be opened by staff members.

The building consists of two stories; the first floor is set aside largely for sleeping rooms, and the basement is used for a dining room, a recreational room, meeting rooms, a laundry, a nurse's office, and a pool room. The first floor is divided into a girls' section and a boys' section with a library and television room in the central part of the building. There is an isolation room which, according to one resident, is only used sparingly when a misbehaving youngster needs an hour or two to "cool off." The rooms are generally seven feet by eight feet, and they contain bunks for three persons. There is a single room in each section, and one room which holds five persons is used when there is an unusually large number of referrals to the Worcester facility.

Juveniles are required by law to appear in court within twenty-four hours of arrest. However, judges often grant continuances to allow attorneys, police, and DYS officials to gather data on the offender. These continuances may delay final determination of sentence for a month, and the average stay in detention is three weeks. Reception should be brief, but this period is also dependent on the number of persons committed to the Department and the ability of the staff to evaluate those persons who have been committed.

Mr. Leahy expressed confidence in his staff although he admitted that "we have a long way to go" in terms of knowing how to deal effectively with juvenile offenders. Drug offenders present a particular problem to the staff, and there has been little conclusive evidence to support any one theory about how to cope with the juvenile drug offender.

The staff at Worcester is on twenty-four hour call, and counselors are expected to be available when youths under their supervision develop acute problems. Mr. Leahy maintains contact with the residents, and they are free to speak with him if they have a problem they want to discuss. Counselors are similarly available to all who want to talk with them.

The staff at Worcester is generally young, and there are volunteer and NYC workers present to supplement the efforts of the regular personnel. Staff meetings are held frequently to discuss

individual cases, and some group meetings are conducted with individual residents so that youngsters are given the benefit of many ideas before they make final decisions on going back to school, or to work. Committee members sat in on such a meeting when they were conducting their evaluation.

A nurse is employed at the facility five days a week from 9 A. M. to 5 P. M. In addition doctors from the community assist in cases requiring special medical attention.

As mentioned earlier, the Neighborhood Youth Corps pays some juveniles to assist at the institution. These young people have been delinquents themselves, and they offer a special perspective to the residents currently incarcerated. They are, in part, go-betweens who translate the problems of delinquents to the professional staff who may never have been exposed to the problems and frustrations found in the street life of urban Massachusetts.

Mr. Leahy supports Commissioner Miller's philosophy of community-based treatment centers "100 percent." He feels that many delinquents who are adjudged "security risks" do not present a danger to the society and should not be placed in a tightly secured building. He sometimes gives the young people under his supervision a choice as to living in a group home; or remaining at Worcester. Those who do choose the group home and who do run away are returned to Worcester, or some other security facility. Some residents prefer to remain at Worcester because they have become friendly with staff members and their fellow residents.

Mr. Leahy did say that youngsters should not be "thrown out" into society when they are not prepared to handle the freedom they find there. Work-release and school-release, foster homes, and probationary care are alternative means of dealing with these youngsters.

CONCLUSION

Worcester is a security facility which permits youngsters a good deal of freedom within a restrictive setting. Although the facility has a distinctly institutional appearance, the young people seemed to have respect for staff members and a certain affection for the facility. In some cases, Worcester personnel offered youngsters the only positive adult-child relationship they have had in their young lives. Levels of privileges have been established at the center, and a youth can earn his/her way to freedom with the acceptance of responsibilities.

The staff seems genuinely concerned with the problems of young people, and the administration appears broad-minded and willing to try new rehabilitative techniques. The staff needs to be cognizant of security measures necessary in handling more disturbed children so that escapes are avoided.

OAKDALE RECEPTION CENTER

John Augustus Hall in Oakdale is a reception center for boys from all over Massachusetts. The boys range in age from seven to seventeen years. Twenty-nine youths were being held at the facility when the Committee made its evaluation on February 10, 1972. The maximum population at Augustus - not determined as yet - will probably be set at around forty boys. The average number of detainees is thirty-five.

John Augustus Hall was made exclusively into a reception center only four weeks before the Committee toured the facility. Commissioner Milier and his staff feel that reception procedures should be as brief as possible, so the personnel at Oakdale try to keep children only three to five days before transferring them to a longer term rehabilitation facility.

When a child is sent to Oakdale, he is assigned a counselor who reviews his case, interviews him, and then helps determine proper placement. The Counselor also helps the child with any immediate problems which may arise.

The reception period is used to conduct an intensive psychological evaluation of each child. These tests are run by Psychonomics, Incorporated, a private psychological testing company. DYS also has contracted with a community physician and dentist to examine each child for medical or dental problems. This complete data package is then considered in the placement of the child and is kept on file for further reference.

There are ten counselors at Oakdale, and a schedule has been established so that there is at least one counselor on duty at all times. The majority of counselors work during the day, but a rotating schedule guarantees that all counselors share the responsibility for nightly and weekend coverage.

Each counselor is given responsibility for one of the seven DYS regions. When a child arrives at Oakdale, he is sent to the counselor who is in charge of the region where his home is located. This system insures that counselors become familiar with judges, parole officers, physicians, mental health centers, and social agencies within the region. Thus, they have a working knowledge of the regional child services available which may be brought to bear for the benefit of an incarcerated youngster.

The head of clinical services at John Augustus Hall, William Kennedy, told the Committee that counselors are expected to be on call for more than eight hours a day. Many of the youngsters — at least half of whom have been on drugs prior to their commitment — develop acute problems while in custody. To be effectively handled, these youngsters must be able to have confidence in one adult who has expressed an in-depth concern for their difficulties. Periods of "acting out" do not conveniently occur during the nine-to-five weekly working hours. Hence, there is an obvious demand for staff who accept the twenty-four hour responsibility of their job. Mr. Kennedy expressed confidence in the dedication and competence of his staff.

Kennedy and his staff try to develop individualized programs for the youngsters in their care. Although there is little time for the development of comprehensive individualized programming, there is an attempt to deal with specific problems while also keeping the children busy throughout the day.

Kennedy told the Committee that his supervisory role puts him in contact with all incarcerated youngsters, and he tries to supplement the efforts of his staff by having his own conferences with the children. In the event that a youngster does not communicate well with his counselor, Mr. Kennedy shifts personnel so that each boy receives assistance from a staff member with whom he can relate positively.

Extremely violent boys are referred to the Human Resources Institute's intensive care facility at Roslindale. There is a psychiatrist available in the community for boys in need of immediate attention.

Prior to Oakdale's exclusive use as a reception facility, Mr. Kennedy conducted a long-term therapy program which emphasized family counseling. He still makes an effort to bring parents to Augustus Hall to discuss each child's problems and potential placement. He puts a high priority on family therapy, and despite each youth's short stay at Oakdale, he believes that initial family counseling can be an important element in the successful rehabilitation of delinquent youngsters.

Most youngsters held in reception at Augustus Hall have been committed to DYS on charges of car theft, or breaking and entering. There are a few youngsters who have been committed on

truancy, or stubborn child offenses as well. Drugs have been a factor in many arrests, and some of the incarcerated children are still experiencing withdrawal symptoms. The drug offenses have increased geometrically during the past five years. The ready availability of all drugs in every community in the Commonwealth has been a well-known problem which has already been treated in the press and in official government reports.

Almost all of the youngsters who have been committed to DYS have been in court at least once. Suspended sentences and parolees have not kept these children away from trouble — partly because peer group pressure toward delinquency is difficult to overcome and partly because family problems at the root of much delinquent behavior have not been resolved. By the time a youngster reaches Oakdale, his problems have become complex, his bad habits have become more firmly entrenched, and his family situation may have deteriorated further because of his misbehavior.

The children who end up under DYS supervision at Oakdale are generally from lower class homes. Marital break-ups and scarcity of social services for the less well-to-do may be responsible for this tragic preponderance of poor children who become delinquents.

The Oakdale facility presently has thirty-six persons on the payroll although there are staff there who have been transferred from other facilities within the DYS system. The total staff figure is presently around forty-five. This figure may change again depending on staff requirements and other DYS facilities.

The physical plant at Oakdale is very modern and is extremely well-maintained. There are three buildings on the grounds, the oldest structure being only fourteen years old. The newest structures are three years old. The physical plant includes a central dining facility, separate rooms for each youngster, a gymnasium-auditorium, office space for staff, food and equipment storage rooms, four classrooms which are now used for counseling space, a library, and arts and crafts room, a laundry room, large central toilet facilities for youngsters, and a recreation room with ping-pong tables.

The dormitory rooms are not locked, and children have free access to both facilities during the evening. However, all outer doors at Augustus Hall are locked, and there is only one entrance and exit door — by the main office — which is left unlocked during the day. There have been three runs from the facility since Augustus became a reception center. This record compares favorably with other DYS facilities.

The four classrooms formerly used for instruction are now used for counseling and staff sessions. Since youngsters are only detained at Oakdale for three to five days, there is no rationale for having a comprehensive tutoring program. Physical modifications in the classrooms may be made to accommodate the requirements of a reception center.

Joseph Kelly, the Assistant Superintendent at Augustus Hall, told the Committee that Oakdale citizens are extremely disturbed about the new role of the facility. They were less antagonistic a year ago when Augustus Hall was primarily used for the treatment of children in the eight to thirteen age bracket. The community now sees the need for more law enforcement officers and more security precautions for homes, stores, and automobiles. These community fears point to the necessity for a well-planned, sensitive community relations program carried on by the Department. Without good community relations, DYS will not be able to achieve the high priority goal of community-based treatment centers.

CONCLUSION

The John Augustus Hall at Oakdale is a modern, well-maintained facility which is small enough to avoid the drawbacks of institutional living, yet large enough to realize some economies of scale. Used exclusively as a reception center, this facility should be adequate, yet there are no ugly bars or thick metal doors which add to the gloom of so many delinquent-care facilities. Augustus Hall is well-staffed with counselors and supportive personnel. The average resident population is 35 boys, and the Department should avoid straining the physical plant and the staff with more than 40 detainees. Creative attempts to improve community relations should be undertaken to allay fears about the facility.

CAMP DORCHESTER

Camp Dorchester is a Y.M.C.A. camping facility located on M.D.C. property in Canton. Since November of 1971, the Department of Youth Services has leased two buildings for use as a detention center for youngsters who ordinarily would be housed at the Judge Connelly Center in Roslindale. Over-crowding at Roslindale originally prompted the DYS to establish the temporary center, but because of the success of the Camp, the Department is now building a permanent dormitory on the land.

Since its inception in November, the Camp has processed over one hundred children. Youngsters are picked for this program by the Camp staff. Because of the lack of physical restrictions (fences, security doors, iron-grated windows, etc.), the staff picks only those boys who are first offenders or those charged with minor offenses such as stubborn child or car theft. There are some drug offenders there, but only those who have made a commitment to stop their drug use. Charles Dunlap, the Director of Camp Dorchester, told the Committee that the very lack of physical restrictions forces the staff to deal with the frustrations and anxieties of the children. "You can't take the easy way out and lock a kid up. You've got to deal with him," Dunlap said.

When the Committee toured the facility on February 18, 1972, the staff was in the process of closing down the operation for three to five weeks. The closing became necessary when the Y.M.C.A. was unable to reschedule a program which they had previously planned for the Camp. The DYS staff received permission to build a two-wing dormitory on the site which will be ready within three to five weeks.

This structure will be built with the help of boys presently detained at Roslindale. The work will be delegated on a volunteer basis and will require the help of fourteen boys daily. The Camp staff is supervising the construction of the dormitory which will accommodate twenty-five youngsters. The Y.M.C.A. is financing the construction, and the Department will lease the building on a yearly basis.

The present staff numbers sixteen persons, but volunteers from Boston University have supplemented the efforts of the professional personnel. Every staff member has at least some contact with the children. Mr. Dunlap and his assistant, Anthony Martin, do not have children assigned to them, but they do make themselves available to the children when difficult problems arise.

While the staff is relatively young, most are not new to DYS. The majority have worked in other institutions in the Department before coming to the Camp. Mr. Martin has been with the Department for eighteen years — mostly at maximum security institutions. He seems to enjoy his

new job far more than his other work. This fact suggests that institutional work can be as dehumanizing for the staff as it is for the children. Overcrowded institutions force the staff to assume the role of guards, of repressors. There is little time for them to counsel and to form relationships with youngsters. For the sensitive individual interested in seeing children properly rehabilitated, this role would be very frustrating. Given a new situation such as the one at Camp Dorchester, staff can give of their time more freely and more humanely, and thus, grow themselves while they are helping young people to do the same.

The normal stay at the Camp varies from three to six weeks. Daily activities include group meetings, work at the facility, release time in the afternoons to attend movies and museums, family counseling, psychiatric interviews, and less formal personal counseling. Since the program began, there have been no escapes or disruptions when youngsters were taken on trips to Boston.

By the time a child is to appear in court, his counselor has assembled legal, medical, and family data as well as having made his own observations about the child's behavior. This data is then used to make a recommendation to the judge about further placement. Essentially, the counselor acts as a "child advocate" in the court room. The staff members seemed very enthusiastic about the success of this practice, and the Committee felt that strong consideration should be given to formalizing this role within the administration of other detention centers.

Recommendations for placement vary depending on family situation, the child's mental stability and intelligence, the child's past record, and his progress at the Camp. Options available to a sentencing judge include probation, foster home placement, placement in a school for exceptional children, commitment to the Department of Mental Health, or commitment to DYS for longer term care. Because a staff member accompanies each child to court, camp personnel have developed a good rapport with many judges in the Commonwealth. More often than not, these judges follow the recommendations of the staff.

When a child is returned to his community, he is given the home telephone number of his Camp Dorchester counselor. He can then call on a familiar adult if a problem arises within his family or peer group. This practice reflects well on the sincere commitment of this staff to the permanent rehabilitation of children only temporarily under their charge. In Mr. Dunlap's words, the staff is "handpicked. They're exceptional."

The director is trying to hire junior staff members who have been through reform schools and who can relate well with youngsters at the Camp. The Worcester Detention Center and the Human Resources Institute program in Roslindale have already hired personnel with delinquent backgrounds, and the staff at these facilities praised the ability of these people to get through to troubled children.

Since the program's inception, there have been twenty-three runaways, ten of whom returned shortly thereafter. Mr. Dunlap says that this number represents 15 percent fewer runs than the Departmental average. Only five children who have gone through the Camp Dorchester program have been recommitted to the Department as of this date. There is also little fighting between youngsters.

The success represented in these facts and figures reflects not only on the staff, but on the limited size of the camp. The Director told the Committee that "... you can do a lot in a place with twenty-five kids, but once you go beyond that you just can't succeed." Overcrowding not only means less desirable living conditions. It also means more children per counselor, less freedom in planning recreational activities, less time to observe children, less time for staff to accompany

children to court, more emphasis on guarding than on listening, sharing, understanding, and helping children to confront their fears and frustrations. Any final Departmental success with children will depend in large part on reducing the population in detention and reception centers to twenty-five youngsters and in longer term facilities to ten children. Even in a desirable setting such as Camp Dorchester, overcrowding would seriously damage, if not destroy the program. The Town of Canton is growing accustomed to the presence of delinquent youngsters at Camp Dorchester. Apprehension faded when no burglaries occurred and no cars were stolen. The churches have had parties for the youngsters, and neighborhood groups have expressed a willingness to help at the Camp. Good community relations is an essential part of the development of non-security facilities such as this one. The gradual acceptance of Camp Dorchester by the citizens of Canton suggests that other communities may also learn to accept and work with community-based treatment programs.

CONCLUSION

The Committee was extremely impressed by the creativity and dedication of the staff at Camp Dorchester. The people we interviewed were cooperative, enthusiastic, and very optimistic about their program. While the camp is only a detention center, the staff has made it far more than a storage area for youths awaiting their court appearance. Counseling, family therapy, medical evaluations and social activities all take place at the Camp. The natural environment in which it is set makes the Camp especially good for inner-city youngsters who may have never seen forests, open fields, and lakes. The population limitation at the Camp is important in maintaining quality programming. The child advocacy role played by counselors, both in court and when children return to their communities, is a promising practice which should be expanded by the Department. It is the hope of the Committee that more Camp Dorchesters can be started in other DYS regions in the State.

"We're not a miracle
or a church
or a cure

We're just people
helping people
help themselves."

— sign at Transition House, Topsfield, Massachusetts

TRANSITION HOUSE

The Department of Youth Services maintains its Region IV headquarters in Topsfield and leases other buildings at this site to Transition House, a private corporation which receives some funding from DYS as well as seed money from the Department of Mental Health. The structures were formally occupied by the Catholic Church and were purchased by the Department in November of 1969. At that time, there was some adverse criticism directed at the Department for the supposed high cost of the property (1.2 million dollars). However, the site consists of 19.1 acres, and there are several usable buildings there. When the Committee toured the facility on February 24th, 1972, three buildings used by the regional staff and Transition House were in

excellent condition. The regional headquarters is run independently of Transition House and is in separate quarters.

Transition House is a therapeutic and vocational-training center for delinquent youths from all over the State. The population varies from sixteen to twenty-five residents, approximately three-quarters of whom have been committed to the Youth Services Department. The residents are selected by an intake committee made up of staff members who visit various departmental facilities and choose those boys and girls who they feel can profit from the Transition House experience. The major prerequisite to admission is the degree of motivation the youngster has to change his, or her, negative behavior. Children are not accepted if they do not appear willing to rehabilitate themselves. The intake staff does not consider the child's offense when deciding whether or not to admit a youngster. When a child goes to Topsfield, his Psychonomics, Inc. tests and other relevant data are forwarded to the staff there.

Transition House has been in operation for two years, but has only been at Topsfield for five months. The group began working with troubled youngsters at a storefront in Roslindale. They soon recognized that temporary care would not produce fundamental changes in the behavior of young people with whom they were dealing. Kenneth Newall, the present director and one of the original founders, purchased a home in Roslindale where residential treatment was provided. Newall and his staff worked largely with drug addicts during this period, but when the Topsfield site became available, they focused their attention on delinquent children in general. There are now only a few children there who have had a history of serious drug involvement. The home in Roslindale is now used as an intake and phase-out facility with longer term therapy being conducted at Topsfield.

The youngsters at Transition House range in age from twelve to eighteen years, the average age being around fifteen years. These youngsters stay at Topsfield between six and nine months. As at the Human Resources Institute in Roslindale, the children are not given a set term to stay in Topsfield. They are released when they feel confident about their ability to function successfully in the outside world. Their decision is, of course, subject to the recommendations and approval of staff members.

The program at Transition House is task-oriented. They are responsible for the maintenance of their home, and each child is called upon to perform cooking and cleaning chores in rotation. The cooking crew awakes at 6:30 A.M. to prepare breakfast for the staff and residents at 7:30. All residents are awakened for breakfast. After the morning meal, a group meeting is held where youngsters are encouraged to talk about their individual problems as well as the problems of the group as a whole. The remainder of the morning is spent doing maintenance work. Between 2 and 5 P.M., the residents work in either the pottery, silk-screen, leather, or art workshops. These assignments are rotated, but every child is given the opportunity to specialize in an area which he (she) likes best. The Committee was impressed by the quality of the products being produced at these workshops. One staff member told the Committee that these art products would eventually be sold through a business outlet so that the workshops could be self-sustaining.

Recreation is carried on in the gymnasium during the evening. Basketball, volley ball, etc. are played on a coeducational basis. The recreation director told the Committee that the girls and boys get along well together. On weekends, the residents usually go bowling, skating, or to the movies in Topsfield.

Current plans call for an educational program to be established by June of this year. This program would be divided into an academic section for youngsters planning to return to school upon release and a "creative learning" section for those residents who desire more educational training, but who are unsure of their future plans.

Psychiatric treatment is available for youngsters in need of more intensive therapy. This care is provided through the Boston University School of Child Psychiatry as well as an area psychiatrist. The group sessions provide most of the youngsters with the supportive care they need. Family counseling sessions are conducted for each child, especially during the latter part of a youngster's stay. Initial family visiting is limited because it can encourage youngsters to run away.

The run away rate at Transition House is not very high. Approximately six youngsters have run during the five months the program has been conducted at Topsfield. Four of these youngsters returned on their own initiative within two days.

Discipline at Transition House is restricted to verbal censure by staff members. There are no isolation rooms, and there are no locks on the doors of the buildings. A child who refuses to do his chores, or who acts out in a socially irresponsible way is confronted by a staff member. He is not publicly scorned, but privately reprimanded. The child's misbehavior is usually overexaggerated by the staff member so the youngster can clearly recognize the mistakes he (she) is making. Peer pressure also has an important influence on behavior in a closely-knit residential unit such as this one.

The employees at Transition House are broken down into two subdivisions — treatment staff and vocational staff. There are seven persons on the treatment staff and six on the vocational staff. Four employees are hired by the Department of Youth Services. Some of the staff members are former delinquents while others have been with DYS for a number of years. As in other DYS facilities, the former delinquents seem to relate especially well with residents. One former resident of Transition House runs the leather workshop on a volunteer basis — "payment" said one staffer "for the good she derived from the Transition House experience."

Another staff member has worked in DYS for eighteen years, many of which were spent at the Bridgewater Juvenile Guidance Center. He volunteered that he was happier working in an open setting than he was at Bridgewater. He told the Committee that he could spend more time with youngsters — "know them on a first-name basis" — than he could at the overcrowded facility in Bridgewater. He also felt that many of the children incarcerated where he worked before did not need the tight security which was provided for them. He saw Transition House as a more positive environment where children could be better rehabilitated.

According to staff members, the Topsfield community has been cooperating with the Transition House personnel. There are only one or two local volunteers there, but the community has agreed to let the youngsters use local playing fields during the Spring and Summer. A local businessman has been generous in allowing residents to use his bowling alley and roller skating rink on a delayed-payment basis. The town uses the gymnasium for high school basketball practice, and other community activities, but they do not pay Transition House for this service.

SUMMARY

The Committee was impressed by the commitment and sincerity of staff members at Transition House. Although the Topsfield program is relatively new, it appears that youngsters who have gone through the program have functioned well once they have returned to outside society. The

building was kept immaculately clean by the residents, and they appear to work well together in this communal, alternative family situation. The facility retains a home-like atmosphere. Some former residents of Transition House have returned to help out at this facility, and they seem to relate well with the youngsters under their supervision.

Judging from the small number of runaways, it would seem that youngsters are gaining self-pride and an ability to work well with others. While discipline and counseling are provided there, the atmosphere is not repressive, and the children appear content. There is Community acceptance of the facility, but this fact should not negate the importance of more new cooperative endeavors. The education program to be started in June will be an important adjunct to the craft workshops. Non-maintenance tasks should not be limited to pottery, leatherwork, silk-screening, and art because many youngsters who would function well in an environment of this type would not necessarily find fulfillment in these crafts. The limited population is an important element in the success of Transition House, and intake staff do — and should continue to — take this fact into account.

WESTFIELD DETENTION-RECEPTION CENTER

The Westfield Detention-Reception Center is an architectural twin of the Worcester DYS facility. There is 8,500 square feet of floor space in the building. Children incarcerated there are from Western Massachusetts, and 71 percent of the commitments come from Springfield, Holyoke, and Chicopee. The average stay of residents is approximately two weeks, and the population is divided almost evenly between youngsters in detention and reception.

When the State Administration Committee visited the facility on February 18, 1972, the resident population numbered forty-seven. The unit was built to accommodate only twenty-three persons. Dr. Budelmann, the regional director, told the Committee that the present staff of twenty-six should only be supervising twenty residents. The professional staff relies to a great degree on volunteer assistance, and volunteers provide an average of 700 man hours of work each week. However, many of these volunteers are students at the University of Massachusetts and other area colleges, and their work depends in large part on their class and examination schedules. Dr. Budelmann pointed out that at some time there is a volunteer surplus while at other times there are too few persons to assist the paid personnel.

The overcrowding and understaffing reflects the limited resources committed to the western part of the state. Twenty percent of all juvenile delinquents come from this area, but only 3 percent of the Department's resources are committed there, according to Dr. Budelmann. This imbalance was due in large part to the Department's fiscal and administrative obligation to maintain large institutions, (i.e., Shirley, Lyman, and Lancaster). With the de-institutionalization of DYS now well underway, some redress of this imbalance should occur.

The staff at Westfield is composed of twenty-six persons — four psychological supervisors, two teachers, and twenty "juvenile supervisors." Cooking is done at a nearby hospital. The staff appeared committed to the humane rehabilitation of children although there was some disagreement among staffers as to how best to handle incarcerated youngsters. The staff is to be congratulated for performing their work under the double-nemesis of budget limitation and overcrowding. These problems have made housekeeping functions far more difficult as well.

The facility was adequately maintained when the Committee visited, and there were some activities being conducted. The arts and crafts room had to be eliminated to make room for

another bedroom. The remaining recreation space is limited. Westfield provides another example of the need for strict limitations on inmate population at detention and reception centers. Overcrowding and subsequent understaffing mean that youngsters do not receive the individual interest and attention they need — especially in the difficult hours and days after their arrest. Some youngsters are left to idle away time which could be far more productively used. Certainly, some of the youngsters detained at Westfield do not require placement in restrictive security facilities. One staffer suggested that as many as 65 percent of the children do not need to be at Westfield. The presence of restrictions often encourages children to run away. Dr. Budelmann indicated that private homes could be used for children not requiring secure detention. He further told the Committee that care for such youngsters would cost about \$50/week — far less than the cost of care at Westfield. With the development of such detention alternatives, the population at this facility could be reduced substantially. However, if such alternatives do not evolve, the Committee would recommend the construction of another detention center to alleviate this unproductive overcrowding.

The residents of Westfield are not restricted within the confines of the facility. Their doors are not locked — although a buzzer system warns guards on night duty when youngsters have opened their doors. There are no set times for meals. Teachers on the staff are available to tutor youngsters, but no one is forced to attend classes. In group meetings held every morning, youngsters talk over their plans for the day and discuss their peer relations and individual problems. According to one staffer, the children do not fight much among themselves in spite of the overcrowding. A nurse is available to handle minor medical problems, and youngsters requiring psychiatric consultation are sent to Oakdale.

According to Dr. Budelmann, the recidivism rate has been halved through the introduction of more therapeutic programming at the facility. In view of past successes with group homes and the Camp Dorchester model detention center, a decision to rely more on non-security detention areas for minor offenders should further reduce this recidivism rate. Psychological tests conducted on delinquents under the Department's supervision (see Psychonomics, Inc. section) indicate no real danger in experimentation in this area.

CONCLUSION

The Westfield Detention-Reception Center is presently overcrowded and understaffed. A more therapeutic environment has been developed there, and the recidivism rate has been reduced. Non-security detention homes and camps are in the planning stages for western Massachusetts, and the Committee feels their development would improve conditions at Westfield for the youngsters in need of strict security.

SECTION III

THREE NEW PAROLE PROGRAMS TO BE INSTITUTED BY THE DEPARTMENT OF YOUTH SERVICES IN 1972

DETAINED YOUTH ADVOCATE PROGRAM*

The Detained Youth Advocate Program, to be implemented March 1, will employ 100 Youth Advocates from seven major urban areas of Massachusetts to provide intensive counselling and referral services to one or two detained youths living in their homes. Specifically, the objective of the Youth Advocate would be to spend the seven to ten days between arraignment and adjudication working with the adolescent, talking with the family, and exploring as many community resources as are available. The Youth Advocate, with the assistance of probation, could then make recommendations to the court, which, if accepted, could be put into effect immediately. In this way the arraigned youth would avoid commitment to the Department of Youth Services facilities as well as not being subject to the maximum security detention unit.

PAROLE VOLUNTEER PROGRAM

This program began a year ago with carefully selected and trained volunteers assigned initially to positions as supportive friendship counsellors or tutor-advocates in academic, occupational, vocational, or social skills. The paramount goal of the Parole Volunteer Program is to develop an effective after-care treatment plan for every parolee in the Department through the use of volunteer services. The operation of the program is currently limited to the Boston and Worcester areas with 110 volunteers working with an equal number of children, spending an average of two evenings and a weekend day with each child. Plans call for expansion of this service to other urban regions, starting with Springfield, Lynn, Fall River, and New Bedford.

YOUTH ADVOCATE PROGRAM

The Department's unique Youth Advocate Program funded by the President's Emergency Employment Act (P.L. 50-42) and channeled through the Department of Manpower - Office of Human Services, currently employs 35 Youth Advocate Workers from seven major urban areas of Massachusetts to provide intensive counselling and referral for one to three youths in the home of the Youth Advocate Worker. During the youth's stay with the Youth Advocate Worker, he may enroll at a local public school or any specialized or vocational school in the community and may take part in community-sponsored programs (e.g., Y.M.C.A., drug programs, a Big Brother Organizations, etc.). The Youth Advocate Worker accompanies the youth on field trips and participates with him in recreational activities. In addition, the Youth Advocate Worker will serve as a referral agent by making psychiatric counselling, medical care, family counselling, and school counselling available to the youth, as needed.

*All material in this section was taken from a memorandum from Commissioner Jerome Miller to Representative John J. McGlynn, Chairman of the Committee on State Administration, dated February 8, 1972.

SECTION IV

TWO MODELS OF ALTERNATIVE FAMILY HOMES:

DARE, INC.
DOWNEY SIDE

DARE, INC.

On May 13, 1971, members of the State Administration Committee toured the DARE, Inc. halfway house on Perkins Street in Jamaica Plain. The Committee met with Gerald Wright, Executive Director of the DARE program, who explained the meaning of the organization as well as some of the problems he has encountered in running it.

DARE, Inc. has five residences and is now planning a sixth. The program has been operating for seven years and is a multiply-funded, private-public operation. Funds from the public sector come from DYS and the Division of Child Guardianship. While some federal monies have been forthcoming, Mr. Wright is hesitant about using this source. He says the national administration is inconsistent in the yearly application of funds with the result that some on-going programs must be stopped — even when they are successful. Mr. Wright does not like to initiate programs which cannot be carried on because he feels that it is dangerous to disappoint the young people with whom he works.

Funding is presently DARE's major problem. The organization applied, and has received approval for, a competitive grant of \$45,000 in 1971. Money has been spent in anticipation of this grant. Mr. Wright says State-City problems have held up the money, and he is now unsure of receiving the funds. If additional monies are not forthcoming, the Roxbury halfway house will have to be discontinued.

Per resident costs average \$5,000, and the Perkins Street home has been operating on approximately \$30,000/year. Even at these costs, many staff members are working on either very low wages, or on a voluntary basis. Because each home needs the part-time services of a psychiatrist, the DARE budget must reflect enough money to hire such professional personnel.

While Mr. Wright readily acknowledges that many girls need halfway houses just as males do, he says DARE does not have the funding capacity, or the personnel, to handle them. The lack of non-institutional facilities for girls is a national problem as well. As Mrs. Lisa Richette states in her book, *THE THROWAWAY CHILDREN*:

Although these older girls make up less than a quarter of the juvenile court population . . . they require more intensive, personalized, and long-range supervision than many of the younger children whose numbers are more overwhelming. The truth is that "delinquent" girls are more baffling, less amenable to conventional court approaches which rely on the youngster's flexibility and will to change. Pgs. 208-209.

Each home has either couples, or single men living with the residents. Residents generally range in age from sixteen to twenty, but there are residences with youngsters in the twelve to fifteen age bracket. Mr. Wright feels that the single men are better supervisors because they demand more initiative on the part of the residents. Couples tend to be substitute parents and thus, do not encourage the development of independence and initiative necessary in the "outside" world.

The homes are run on a cooperative basis with young people assisting one another in preparing meals, etc. Residents stay at the homes anywhere from six months to two years, but the average stay is between 10 to 14 months.

Mr. Wright commented on his support for the DYS residential program and said that his facility was often used as a follow-up for youngsters released from DYS centers. Dr. Miller has expressed his support for the DARE program, and he hopes to expand the range of joint

cooperation between DYS and DARE, Inc. In the pamphlet, "The Implementation of Reorganization," Dr. Miller writes:

As the Department becomes effective at providing short-term care and treatment, we would see established group homes such as Downey Side, DARE, and Madonna Hall as being effective in providing long-term care and treatment.

While DARE does not enroll hard-core drug users, a "high percentage" of residents have been on drugs prior to their coming to the DARE homes. No drugs may be used at the homes, but a resident will not be dismissed if he has been using some drugs outside.

Essentially, DARE tried to create a non-threatening atmosphere where young people can resolve their problems while, at the same time, they can develop a certain independence and responsibility to serve them in the outside world. The program encourages young people to take jobs, or continue their education. Mr. Wright feels that employment, or schooling, is fundamental to the process of finding oneself.

"We're trying to meet the basic human need of all children . . . love"

Father Paul Engel,
Founder of Downey Side

DOWNEY SIDE

The Downey Side Corporation was founded five years ago by Father Paul Engel to provide alternative home situations for orphans and children whose parents have abandoned them. The private, non-sectarian Corporation maintains eight homes in Western Massachusetts, seven for boys and one for girls. There are approximately eight children in each home. The Downey Side homes are unique in America, and they provide a family atmosphere for children who have been neglected by their parents. The Corporation has one 16-member Board of Directors and five advisory committees in the Springfield-Pittsfield area. The homes are not meant to be rehabilitative treatment centers, or institutions to keep abandoned youngsters off the streets. They do provide homeless children with the love and warmth of a family setting — the lack of which has led many youngsters to delinquency, drug addiction, prostitution, and suicide.

Father Engel was prompted to establish the homes for two reasons: the first was his dissatisfaction with rehabilitation programs which he felt attacked the symptoms of delinquency rather than the causes, and the second was his positive impression of group homes established in England by Dr. Derek Miller, and English psychiatrist who authored *Growth to Freedom*. Prior to establishing Downey Side, Father Engel had worked in adult corrections where he saw the devastating effect of family breakdown on the personalities and spirits of children. He told the Committee, "The correlation between family disintegration and kids ending up in institutions is almost 100 percent. He believed that short-term rehabilitation could not rebuild the ruined spirits of these children. He saw a necessity for substitute families which could provide the affection so needed by all young people." After consultation with Dr. Derek Miller, the Downey Side homes were developed.

At the heart of the Downey Side concept is the nuclear family. "All the success we have had is because of the parents," Father Engel said. This family consists of a couple who have been

married for at least five years and who may have children of their own. Parents presently range in age from twenty-eight to thirty-five. After a screening by Downey Side staff which is carried on over a year's time, parents are selected for participation in the program. These parents must have shown commitment to children in their occupational history (teaching, counselling, coaching, etc.) as well as personality strength to deal with troubled youngsters in a closely-knit environment. The parents are given a three-week training program which involves learning about community resources for troubled children, the court system, DYS institutions, and employment programs. Michael Ashe, the first Downey Side father, runs the training program.

When the training period is ended, parents choose their "children" and are placed in the Downey Side home. Parents are paid \$7,500/yr. and they work full-time in the home for 1-1/2 to 2 years. After this period, the whole "family" is moved out of their home, and the Corporation helps them look for new quarters. Many of the youngsters remain with their substitute parents after the first two years although some may leave for college, employment, or the armed services. Close contact is maintained between youngsters and "parents" even when the children leave. The young people return for holidays and vacation periods, just as if their Downey Side parents were their natural family. Formal adoptions do not occur, however. New parents can expect to be intimately involved with their children for at least four years. The nuclear family is not given a new group of children again. Two trained counselors come to the homes twice a week to provide specialized counselling and to allow parents some time to themselves.

Sixty-two children have been members of Downey Side families, and thirty-three are presently in homes. Of these thirty-three youngsters, nineteen have been through Department of Youth Services institutions. Father Engel estimates that only one to two percent of these youngsters have not been "straightened out" by the home experience. Both DYS and the Division of Child Guardianship subsidize the Corporation through sponsorship of children. DYS pays \$7,000/year/child for the Downey Side services. The children generally come to a Downey Side family when they are about fourteen years old and they stay with their family until they are nineteen or twenty. There is no definite termination date, however.

The families are racially integrated, but there are no coeducational homes. The nuclear family, of course, often has children of the opposite sex.

The State Administration Committee visited two Downey Side families and talked with Father Paul Engel on February 18, 1972. The Committee was impressed by the sincerity, interest, and forthrightness of Father Paul, his staff, and the parents. All of the Downey Side employees made mention of the very negative effects large DYS institutions have on children. Father Engel stated, "I see institutional care only as a brutalizing factor. I can't support enough Commissioner Miller in his policy of de-institutionalization. In the institution, the child has to deal with many hierarchical figures . . . the children learn to manipulate to the finest degree. We also see a significant correlation between the length of time in an institution and the ability to cope in outside society."

Michael Ashe, the first Downey Side parent, said that institutions accentuate the negative self-image of delinquents. "Discipline," he continued, "does not evolve from a loving relationship as it does in the home. It is punitive only, and it adversely affects the children." Other Downey Side parents told the Committee that children who had been in institutions were more withdrawn, and they could not trust adults in a close relationship.

In discussing the Downey Side model with the two sets of "parents", the Committee found that the children arrive at the homes with much hesitation and many reservations. They do not

share — in material or verbal ways — with each other for months, but both families did say that more openness and sharing evolved with the increasing length of stay. The male adult was always the authority figure, and youngsters never became so close to the family that they accepted them completely as parents. The youth of the adults and the age at which children came to Downey Side had much to do with this behavior. In spite of their refusal to totally adopt the adults as parents, the children have developed good rapport with them. They obviously appreciate the presence of a warm and supportive relationship — the first in many of these children's lives.

The strength of the adult-child relationship is continuously tested. Some children run away to see if they will be accepted upon their return. Some children withdraw to see if the adults will reach out to assist them. Some children act out, fight, or swear to see if their misbehavior will make the adults turn away from them. The parents with whom the Committee talked seemed to accept these challenges well, and they apparently tried harder to show that they do indeed care.

The girls present a greater challenge to their "parents" than the boys. Troubled girls are more self-destructive than socially destructive, and their behavior must be carefully understood and properly handled to avoid tendencies toward addiction and prostitution. The girls' home has only been in operation for a year and a half, so accurate determination of the girls' behavior in the outside world cannot be made now.

Both homes have a privilege system whereby each youngster earns more freedom and he (she) shows more responsibility. Discipline is limited to verbal censure although peer group pressure has an important positive influence on the children's behavior. Independence and self-responsibility has been encouraged to avoid the "welfare mentality" of incapacity and irrelevance. Small allowances are given, but only when the youngsters earn them.

Much of the parents' time is taken up in acting as the children's advocates in the community. The parents visit schools, judges, employment agencies, and other resources within the community. The role of child advocate is one of the most vital responsibilities of the Downey Side parents.

Some of the children work in the community while others attend school. The parents help with school work and provide quiet hours for studying. The children have some tasks to do within the home itself, but these are limited.

Relatives of the children may visit the homes, but these visits are generally infrequent. There have been no problems with the natural parents of these children because most of the parents have died, disappeared, or care nothing about the welfare of their children. One of the girl's mothers lived only two blocks away from the Downey Side home, but she refused to see her child.

One benefit of the homes is that youngsters get to see the love which the parents have for each other. Most of these youngsters know only family arguments, but the Downey Side parents offer a positive example of affection and understanding.

The cities where Downey Side homes are located have been generally cooperative about the program. Holyoke citizens instituted a court battle over the presence of one home, but the judge decided in favor of the Downey Side Corporation. Since a city must establish an advisory council for the home before the Corporation will establish their facility, at least a minimum of support is guaranteed through the auspices of this council.

CONCLUSIONS

The Committee was extremely impressed with the concept and implementation of the Downey Side philosophy. Synthetic home situations offer a far more desirable alternative for the care of

delinquents than large, impersonal institutions. However, Downey Side should not be construed as a rehabilitative program. Father Engel believes that a loving, positive relationship with adults is the essential element in the growth of children. Without this long-term relationship, he feels that delinquent youngsters can never really cope in society. His practical experience and commendable results suggest that he is correct.

Father Engel and Michael Ashe are studying the feasibility of developing homes for somewhat more disturbed children. Staffing such homes would be more difficult, but the Committee believes the concept is worthy of further experimentation.

Father Engel presently does not see a major expansion of Downey Side homes, but he is considering the development of a training institute so that others could establish similar homes in other areas of the State. The Committee supports the extension of synthetic family homes throughout Massachusetts and hopes that a training institute could be established to further the number of homes based on the Downey Side mode.

SECTION V
A DESCRIPTION OF
THE TESTING PROGRAM
CONDUCTED BY
PSYCHONOMICS, INC.

On February 24, 1972, the State Administration Committee met with Arnold Schuchter, Director of Planning for the Department of Youth Services, and Dr. Emmanuel Green, Ph.D., Director of Psychonomics, Inc. to discuss psychological testing of delinquent children. Psychonomics, Inc. is a private testing firm which was hired by the Department to test all youngsters presently under departmental supervision as well as those children being newly committed to DYS. According to Mr. Schuchter, Psychonomics, Inc. was hired because it was one of the few companies, if not the only company in Massachusetts, with a comprehensive testing capability. The Company had already been doing evaluations for the Commission for the Blind, Mass. Rehabilitation Center, and one juvenile court.

Mr. Schuchter explained that the Department had been carrying on some testing for many years, but that these tests — conducted by the department's clinical staff — were not comprehensive enough to adequately forecast vocational abilities and behavior of delinquent children. In 1971, Commissioner Miller and Mr. Schuchter decided that clinical staff should not be diverted for testing and that more in-depth tests would have to be conducted. This latter fact became more evident when the Department hastened de-institutionalization. Youngsters could not be placed in alternative care arrangements unless their individual needs could be adequately determined through testing.

The Department established certain criteria for testing which the firm would have to meet before being hired. The tests would have to be completed within a limited time period. (Each Child's test would have to be conducted and returned within seven days). The tests would have to determine psychiatric problems, as well as vocational abilities, liabilities, and interests. The firm would have to be flexible so that it could test youngsters when they were committed to the Department. Finally, the tests would have to be constructed so that they could yield information which could be stored in a computer. This last criteria was important so that DYS could develop a data bank to assist in the following ways:

- (a) Improve follow-up care
- (b) Determine success or failure of programs
- (c) Determine geographic areas where DYS resources were needed
- (d) Determine family backgrounds of delinquent children
- (e) Determine common personality elements among delinquent children
- (f) Determine types of treatment required
- (g) Determine extent of drug use
- (h) Determine differences in treatment for girls and boys

The firm was prepared to meet these departmental demands and could document their past performance, so they were hired by Dr. Miller.

In November of 1971, Psychonomics, Inc. began a "crash program" of testing all children incarcerated at Shirley, Lancaster, and Lyman. This testing went on for days and nights as well as through holiday periods so that the Department could close down the large institutions as rapidly as possible.

To date, 435 youngsters have been tested. A total of 450 youngsters will be tested within the next few weeks at a cost of \$56,250, or \$125/evaluation. The company is presently testing fifteen youngsters a week at the Oakdale Reception Center, and youngsters at Roslindale, Westfield and Worcester are also being evaluated.

The Department does not tell the staff of Psychonomics, Inc. why a child is being evaluated. This discretion is maintained so that the testing psychologists will not be prejudiced in their evaluations, or recommendations. This lack of prejudice means that tests will be more comprehensive, and psychologists will not be tempted to "prove" through testing that one certain treatment alternative is best for the child.

Dr. Green feels that his limited test results support the de-institutionalization of the Department. He said that his testing showed that approximately 10 percent of all delinquents require placement in strict security institutions. He admitted that, prior to his testing, he was not sure that institutions for delinquents should have been phased out. However, his evaluations showed that institutions limited growth, negatively affected self-image, and denied children the individual care which they badly needed. "Institutions protect us", he said, "it doesn't help them."

The test itself takes between six to seven man hours of work to complete. Three hours are spent actually testing the child. Two or three hours are spent evaluating the data, and an hour is needed to type the results.

The tests consist of the following sections:

- (a) Peabody Picture Inventory
This section gives the psychologist an estimate of the child's I.Q., his ability as a learner, and his mental age.
- (b) Geist-Vocational Test
This section tells in which vocational areas the child is interested and in which areas he is definitely not interested.
- (c) Jessness Personality Inventory (Only given to 25 percent of the children as an experiment conducted in cooperation with a Harvard Study Group).
This is an overall index of adjustment including values, social interest, and social concerns.
- (d) Bender-Gestalt
This section is a psycho-diagnostic instrument which reveals personality adjustment and neurological functioning.
- (e) Figure drawing
This section helps to determine neurological and psychological functioning.
- (f) Comprehensive Psychological Interview
This interview is given at the conclusion of the test and explores a whole variety of areas such as family background, personal background, peer relationships, the history of the child's delinquency, the child's feelings about his problems, his drug background, and his feelings about his incarceration.

The psychologist then includes in his summary report an evaluation of the child's testing behavior, (i.e., friendly, cocky, withdrawn, etc.)

From this testing, Psychonomics, Inc. forms recommendations in three areas: placement, vocational future, and supportive services. Placement recommendations include, but are not limited to sending the child home, referring him to a halfway house, group home, foster home, security institution, mental health facility, drug-treatment center, academic residential school, or a residential trade school. Vocational recommendations reflect a child's interest and abilities as well as his liabilities. They may include suggestions for a job area, a training center, or further education.

Supportive services recommendations are all the other resources which may be necessary to assist the client in fulfilling the placement and vocational recommendations. They may include individual counselling, group counselling, individual psychotherapy, group psychotherapy, family counselling, on-the-job training, referral to the Mass. Rehabilitation Commission or to a special school, placement in the volunteer parole aid program, referral for remedial education, or referral for neurological evaluation or comprehensive psychiatric evaluation.

CONCLUSION

The State Administration Committee fully supports the Department in its efforts to conduct psychological and vocational tests on youngsters under its supervision. Some professional testing experts have suggested to the Committee that the Weschler Intelligence Scale be substituted for the Peabody Picture Inventory. They feel that the WISC Test provides a more precise definition of I.Q. as well as a more substantive indication of the presence of perceptual handicaps. In view of some published studies which have indicated a high degree of perceptual handicaps among delinquents, the added screening for such handicaps seems warranted.

While the Department does not have the funds, or human resources to fully implement the recommendations of Psychonomics, Inc., the presence of comprehensive test results is an important aid in guiding the course of rehabilitation. The Committee hopes that an in-depth testing program will be a permanent part of Departmental procedure. It would further recommend the continued updating of the computer data banks to assist in the evaluation of departmental programs.

SECTION VI

THE RECOMMENDATIONS OF THE
COMMITTEE ON STATE ADMINISTRATION
FOR THE UPGRADED CARE OF
DELINQUENT CHILDREN IN MASSACHUSETTS

After its ten month study, the State Administration Committee has developed a series of recommendations concerning the care of delinquents in Massachusetts. Some of these recommendations were suggested by employees of the Department of Youth Services while others were the results of the Committee's own observations of the Department.

During the past year, the Department of Youth Services has made substantial changes in the means of caring for young people under its supervision. Commissioner Miller has been a forceful advocate for non-punitive, rehabilitative treatment models. He has made every effort to de-emphasize the use of large institutions which have not done the job of reducing crime in the Commonwealth. Approximately 70 percent of all children incarcerated by the State prior to 1970 went on to commit more serious delinquencies. Almost 90 percent of the inmates at Walpole are "graduates" of some kind of training school for delinquent children.

Large institutions also are extremely expensive to maintain. In 1971, the average cost of institutional care per youth was \$11,641.00 or almost three times the yearly cost of a Harvard education. The use of such large sums of money could only be warranted if treatment was successful. As the above figures show, it was clearly unsatisfactory.

The Committee believes strongly that Dr. Miller's de-emphasis of institutional care is an essential first step in the proper treatment of delinquent youngsters. We continuously heard professionals in the field of child care, staffers in the Department (many of whom had worked in the institutions), and persons responsible for delinquent care subsequent to incarceration, speak of the dehumanizing effects of large institutions on youngsters. As a matter of course, large institutions become overcrowded and understaffed. Children do not receive the individual care they require, and homosexuality begins to develop.

Forced to supervise more youngsters than they can possibly control, personnel learn to rely on physical violence and verbal abuse to maintain order. They become guards rather than instructors, keepers rather than adult guides. Since they are forced to become accustomed to this role, they begin to justify its validity. Staff who now work in group homes, or in smaller detention centers, told us that they are far more comfortable and feel far more fulfilled in their new environment than they were in the institutions. *It has become clear to the Committee that the maintenance of large institutions is as unfair to the staff as it is to the children.* We feel that the Commissioner deserves the full support of the Executive and the Legislature in his goal of eliminating all large institutions in the Department.

The successes of alternative methods of care have greatly encouraged the Committee. The rates of recidivism and runaways have been far less at the Brewster Forestry Camp, Hyde Park House, Transition House, private community-based treatment centers, and Downey Side and DARE homes than they were in the large institutions. Care at these facilities has been more intensive, more therapeutically-oriented, and more individualized than at the Shirley, Lyman, and Lancaster schools. It has also been less expensive. *The Committee specifically recommends the development of one forestry camp for girls, full-funding of the Western Massachusetts Camp, and continuation of the Brewster facility.* These camps should be adequately equipped and staffed so that they can handle fifty youngsters, twenty-five in each section of the program. They should not be expected to care for anymore than fifty residents. The development of more forestry camps will allow staff and residents alike increased flexibility over length of stay. More camps would also give non-adjudicated youths the opportunity for an outward bound experience. Some consideration should be given to allowing children who run away a second – and even a third – chance to remain with

the program. Youngsters who become frightened of working closely with others and who run to avoid the situation are precisely the youngsters requiring the most understanding.

The Committee recommends that the Legislature continue to give the Commissioner budget flexibility so that he will be able to use more private group homes through purchase-of-care agreements. We further recommend that the Department closely supervise the programs being conducted at the private group homes to assure proper care of children.

The Hyde Park House is the only community-based treatment center staffed totally by the Department. We recommend that this program be continued – both for the sake of training those staff who formerly worked at institutions and for the development of experimental programs.

The Committee was very impressed by the Downey Side synthetic family program. Downey Side has been in operation for five years and has proven to be very successful. *We recommend that the State assist Father Engel and his staff in the creation of a training institute to help private or public groups learn the Downey Side philosophy so that they may start homes of this type in other parts of the Commonwealth.*

The Committee recognizes a great need to develop small intensive care units for the rehabilitation of severely disturbed youngsters. Unfortunately, the youngsters who most require close attention have traditionally been placed in large, impersonal institutions and have received little professional supervision. Human Resources Institute, the private firm which is running the intensive care unit at Roslindale, appears to be headed toward the goal of quality care for the serious offender. This program should be evaluated again after it has been in operation longer. The environment at Roslindale is far from ideal, and different physical structures should be sought for this type of treatment. *We recommend the public or private development of more intensive care units. These units should have a maximum capacity of fifteen youngsters and, while being architecturally secure, they should not be mere cells. Any child who must be removed from the group to "cool off" should not be left alone by staff. At least one staffer should be with such a youngster, or be close by. In staffing intensive care units – and all other DYS facilities – allowances should be made for such incidents.*

Youngsters confined for detention (incarceration after arrest and prior to sentencing) or reception (incarceration after commitment to DYS) and who require a secure confinement should not be permitted to remain for long periods of time under this status. *We endorse the Department's efforts to limit reception to five days, and we recommend that DYS and the courts cooperate in efforts to limit detention time.* One youth with whom we talked had been at Roslindale for four months! Detention-Reception facilities cannot program for that kind of long term care. The result of such delays is that children receive no special treatment as they would at a longer term facility. Idleness and boredom become real problems during detention delays.

In the Committee's discussion with Dr. Green of Psychonomics, Inc. and with several DYS employees, we have learned that fully half of the children in security detention facilities such as those at Worcester and Westfield do not require such strict confinement. In fact, the confinement challenges many youngsters to escape.

With this awareness, the Committee endorses the use of private homes and Camp Dorchester-style facilities for the short term detention of many youths arrested on delinquent charges. Adults in the private homes serve as the youth's advocates and they try to take advantage of community resources to help the children under their supervision to stay in school, or find employment. Detention in private homes costs about \$50/week and offers exciting prospects for rehabilitation.

The Committee was very enthusiastic about the Camp Dorchester program. Counselors there adopt the advocate role and are available to the youngsters even when they return to their communities. Runaways have not been a significant problem and recidivism for youngsters who have been in the program has been reduced sharply. *We strongly recommend the establishment of at least two more detention centers based on this model, one of which should be located in the Western part of the State. We also recommend that these facilities be limited to no more than twenty-five youngsters. We further recommend that youth advocacy be a permanent responsibility of staff at all detention centers.*

Of course, some children are charged with such serious crimes, or are behaving in such an irresponsible manner that they require strict supervision. *The Committee recommends that security detention centers be statutorily limited to a resident population of twenty-five youngsters.* Roslindale, Worcester, and Westfield detention centers were all overpopulated when we visited them. They will continue to be so as long as no firm guidelines are established and adhered to. Overcrowding results in understaffing which compounds control problems and programming. Idleness is one result. Escapes are another. Among all of our recommendations, we feel this one deserves extremely high priority.

Detention centers should be properly staffed with counselors, recreation directors, and arts and crafts teachers. Detention Centers should not have to rely on volunteers to run activities as is the case at Westfield! Detention can be a vital period for a youngster — a time when he can develop a positive rapport with his counselor-advocate. However, inadequate resources have seriously affected this part of the program.

The best interests of employees in the Department of Youth Services must be carefully guarded throughout the process of internal reorganization. The Department's primary function is, of course, the rehabilitation of delinquent youngsters, but this purpose cannot be fulfilled without the support of the staff. *Therefore, the Committee recommends that the Commissioner maintain good communication with all of the Department's employees, being careful to keep them abreast of all changes which will be occurring. We further recommend that any staff members who feel they cannot function properly under the new non-institutional system be given priority placement — according to their training and ability — within other State departments.* We have been encouraged by the willingness of most employees to transfer to other facilities within the system, and we are most optimistic about the enthusiasm which the newly transferred staff have had for the smaller treatment centers. As we noted earlier, the employees at larger institutions were affected by the same institutional syndrome from which the children suffered. We are confident that most employees will prefer their new settings once they have become adjusted to the non-punitive environment.

The following outline of staff options was received by Representative McGlynn in a memorandum forwarded to him by Commissioner Miller on February 8, 1972. This synopsis clearly indicates that employees of long-standing were not faced with the undesirable choice of early retirement, or employment totally unsuited to their interests.

STAFF OPTIONS

Employees will make written request for reassignment based upon their assessment of their skills and employment goals. The following positions are open in all seven regions:

FACILITY/AREA

Group Homes

Reception and Detention Centers

Mobile Maintenance Team

Homeward Bound-Forestry Camps

Regional Offices (7)

Communities

POSITIONS

Counselors

Teacher-counselors, group workers, clerks/secretaries, transportation workers, cooks/dietitians, physical education instructors and aides.

Carpenters, painters, electricians, plumbers, handymen, truck drivers.

Brigade leaders, counselors, cooks/dietary personnel.

Transportation employees, clerks.

Regional community workers, placement workers, parole supervisors, parole volunteer coordinators, foster home specialists, parole agents, community representatives, and foster parents.

We have included in the appendix to our study a letter from the Commissioner to Representative McGlynn dated February 15, 1972 which further explains the Department's employee policy.

The Committee is pleased that the Department has undertaken a comprehensive testing program for all youngsters under commitment. *However, we do recommend that youngsters be more carefully examined for perceptual handicaps.* Existing evidence suggests that many delinquents may suffer from perceptual problems. If more thorough testing in Massachusetts supports this conclusion, then remedial measures should be adopted to treat this newly discovered medical problem. Without such measures, children afflicted with these handicaps cannot be thoroughly rehabilitated — even with sympathetic treatment in a positive therapeutic environment.

The Committee further recommends that the Special Commission on Children investigate the feasibility of establishing a pre-school screening program for all youngsters in the Commonwealth. Such a program should include tests for hearing and visual losses, perceptual handicaps, retardation, and emotional illnesses. The Committee recognizes that these problems become more serious and less treatable when discovered later in children's lives.

The Department is making an effort to deal more effectively with youngsters who have been arrested only once or twice. Traditionally, youngsters have not been committed to DYS until they have been before a judge at least five times. By then, delinquent behavior has become more habitual and less amenable to change. The new policy emphasizes the need for more parole officers

with smaller caseloads. *The Committee fully endorses this policy and recommends upgraded training for all persons entering this occupation and retraining for those persons already working with DYS.* Regionalization has improved parole procedures, but there is a great need for parole officers who have expertise in family counselling as well as sufficient knowledge of educational and employment resources within the community where they work. Many parole workers in the Department are already capable of assuming greater counselling responsibilities if they can receive more training.

The work of parole officers and other DYS staff can be made more effective if a central computerized data bank on all delinquents is maintained within the Department. This data bank should not only contain general information with regard to delinquent trends, drug use, age of offenders, etc., but also the individual files of youngsters who have been committed to the Department. Copies of these files should be kept at regional offices as well. They should, of course, be held in the strictest confidence. *The Committee recommends that this centralized record bureau be instituted as quickly as possible to assure that expensive duplications do not occur and judges, DYS staff, and community resource persons have the benefit of comprehensive profiles of youngsters before therapy and rehabilitation programs are instituted.*

The Committee also sees this data bank as an important tool in the coordination of DYS, court, and community services. Coordination between these three groups has not been as good as it should be. The creation of DYS - Court liaison personnel is one step towards solving this problem, and administrative tools such as the data bank would be helpful too. *The Committee recommends that further steps be taken to assist in this coordination.*

The Department's new reliance on community-based treatment centers will require an effective public relations program. Many cities and towns have demonstrated a reluctance to permit the establishment of such treatment facilities. However, the Committee saw evidence to indicate that once facilities have been established, communities become accustomed to them and even begin to support the programs. The towns of Dennis, Lancaster, Canton, and the Hyde Park section of Boston are to be congratulated for their help in assisting staff at local facilities. There is no reason to suspect that other communities cannot adapt themselves to delinquency treatment centers. *The Committee does recommend that the Department work in concert with communities to develop effective treatment, parole, and pre-delinquency programs. We further recommend that sufficient monies be allocated to develop community awareness of the complex nature of the delinquency problem and the need for community-based treatment facilities.*

CONCLUSION

These recommendations have not been frivolously made. They arise from the awareness of Committee members that actions not taken now in behalf of troubled young people will only result in a new generation of inmates at our adult correctional institutions. Many of these recommendations can be implemented without large allocations of money. Most of them will have the benefit of saving the Commonwealth's taxpayers substantial sums of money in the future. We earnestly believe that all of them will help save many youngsters from drug addiction, prostitution, suicide, or years of imprisonment.

Youngsters born into middle-class homes usually have the financial resources to seek - and receive - help when they need it. For these children, the tragedy of broken homes, alcoholic parents, perceptual handicaps, and brain damage - the major causes of delinquency - can be

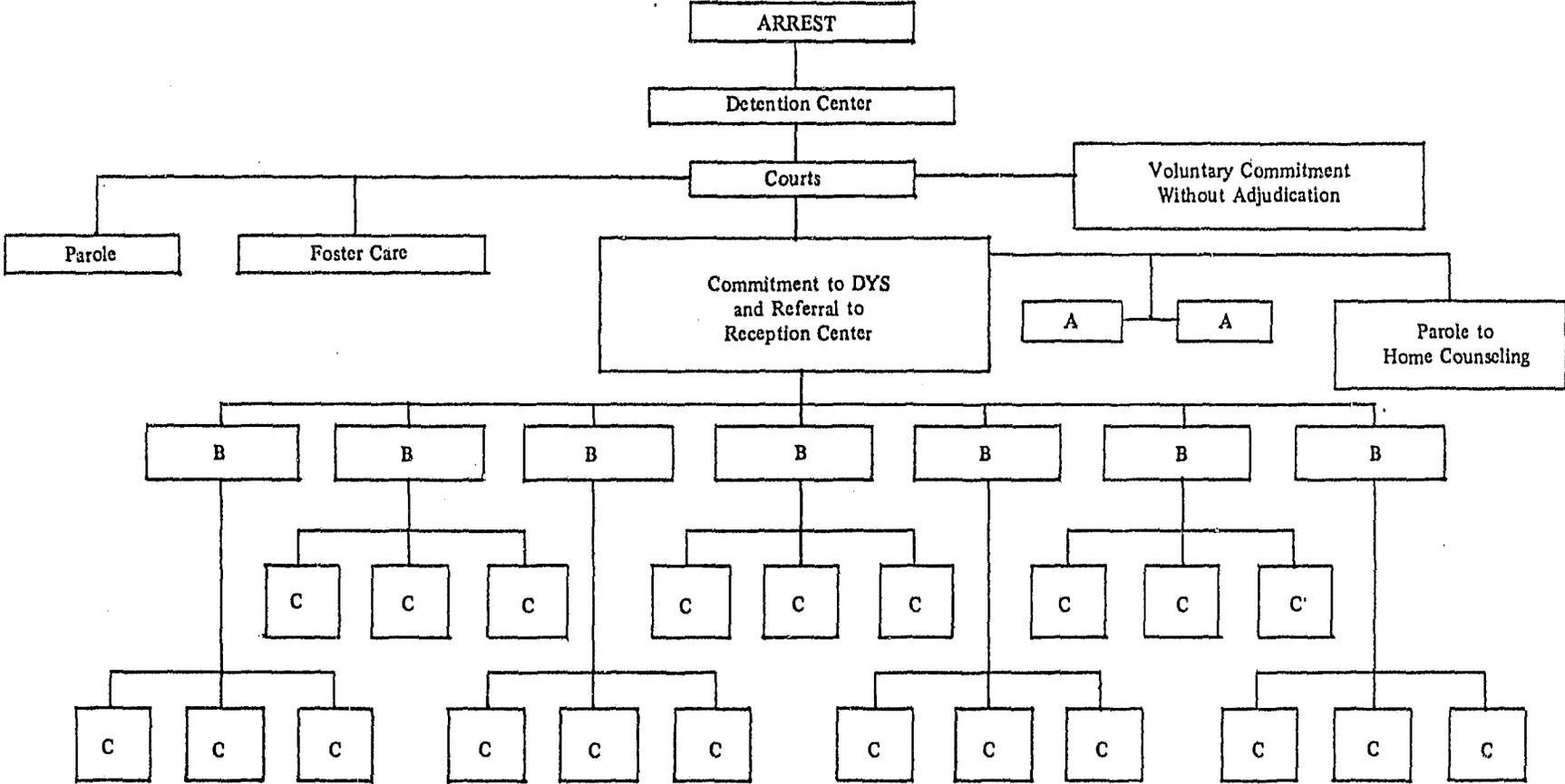
overcome through private psychiatric care, special attention in a well-financed school system, or proper treatment in expensive private hospitals. However, the child born into less well-to-do circumstances does not have these resources available to him. It is not surprising, then, that the majority of youngsters under DYS supervision are from poor backgrounds. Nearly 90 percent of all committed children in 1971 were from families receiving some kind of welfare assistance. Essentially, the Committee seeks to redress this injustice by providing these youngsters with the care they require to develop successfully in our society.

SECTION VII

APPENDIX

	Page
1. DYS PROCEDURAL CHART	66
2. DYS STATISTICAL PROFILE	67
3. PROJECTED TARGETS FOR PLACEMENT AND SERVICES IN 1972	68
4. RESIDENTIAL PLACEMENTS AS OF JANUARY 1, 1972	71
5. MODEL BUDGET FOR GROUP HOME	74
6. LETTER FROM COMMISSIONER MILLER TO REPRESENTATIVE McGLYNN REGARDING EMPLOYEE TRANSFER PROCEDURES	75

DYS PROCEDURE CHART



- A ... Forestry Camps
- B ... Seven Regional Staging or Reception Areas
- C ... Small Group Residential Homes or Residential Schools

DYS STATISTICAL PROFILE

CATEGORY	NAME	POPULATION 10-69	POPULATION 2-1-72	% DECREASE	% INCREASE
Institutions	Lyman School	210	0	100%	
	ISB-Shirley	150	0	100%	
	IJG-Bridgewater	60	0	100%	
	ISG-Lancaster	120	29	76%	
	Oakdale	60	0*	100%	
TOTALS		600	29	96%	
SPECIALIZED	East Brewster Forestry Camp	20	60		300%
PROGRAMS	Middlefield Forestry Camp	0	12		N.A.
AND	Under Care of Parole Volunteer	0	120		N.A.
PLACEMENTS	Under Treatment in Private Casework	0	90		N.A.
	Y.M.C.A. Program	0	20		N.A.
	Day School Programs	0	15		N.A.
	Group Homes Function- ing on Institutional Grounds	0	38		N.A.
	Hyde Park Group Home	0	7		N.A.
	Topsfield, Mass. - Transition	0	19		N.A.
	Foster Care	25	70		280%
	Emergency Employment Act Foster Care	0	48		N.A.
	Parole	900	1,300		144%
	Other Residential Placements	50	200		400%
TOTALS		995	1,999		50%
Number of Open Placement Alternatives		20	58		290%

* Now Serving as a Reception Center for 29 Children as of 2-1-72

PROJECTED TARGETS FOR PLACEMENTS AND SERVICES IN 1972

In order to provide adequate community based residential and non-residential services for committed and paroled youth, the Department projects the following program targets for this year:

	Capacity At: Any One Time	Annual	For Youth Who Are Committed Paroled	
1. Residential Treatment:				
a. Group Homes	400	1,000	1,000	-
b. Home Placements and Services:				
(1) Foster Home Placements	150	200	200	-
(2) Youth Advocates (Parole)	120	360	-	360
(3) Intensive Casework Services	50	100	-	100
(4) Volunteers	300	600	-	600
Sub-Total	620	1,260	1,200	1,060
2. Specialized Programs				
a. Homeward Bound	50	600 *	300 *	-
b. Secure Intensive Care for Disturbed/Dangerous Youth	50	100	100	-
Sub-Total	100	700	400	-
Total **	720	1,960	1,600	1,060

Specifically, the State and Federal funds currently are being used to purchase the following kinds of community based alternatives to institutionalization:

I. GROUP RESIDENTIAL CARE PROGRAMS

1. EXISTING PURCHASE OF RESIDENTIAL CARE FROM PRIVATE GROUP HOMES, THERAPEUTIC AND EDUCATIONAL FACILITIES

- a. Number of private residential placement facilities 48
- b. Yearly cost per capita \$ 7,000.00

* Approximately 300 youth annually will be court referred.
 ** Above does not include placement and advocacy services for detained youth.
 ** Post parolee services (follow-up after release) not included in the above.

- c. Number of DYS children placed as of 1/14/72. 175
- d. Additional number to be placed by 2/28/72 25
- e. Total number of youth placed annually 400

2. NEW GROUP HOMES BEING ESTABLISHED THROUGH FEDERAL FUNDS UNDER LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

a. Total number of homes	17
b. Total awarded grants by 1/26/72	10
c. Number established by February 15, 1972	2-3
d. Capacity at any time	200
e. Total Yearly Capacity	600
f. Total <i>initial</i> per capita yearly cost	\$10,299.00*
g. Number of Proposals received	46
h. Proposals accepted	10

- New England Home for Little Wanderers - Dorchester
- Acid, Inc. - Malden
- Hyde Park House - Newton
- DARE - Bourne-Wareham
- SHARE - Lowell
- Walker Home - Newton-Cambridge
- Roxbury Medical-Technical Institute - Boston
- Groupways, Inc. - Boston
- Libra, Inc. - Cambridge
- St. Ann's Home - Methuen

i. Proposed locations for remaining LEAA funded homes	7
2 Springfield area	
2 Worcester/Gardner/Fitchburg area	
1 Middleboro area	
1 Lynn	
1 Dorchester/Roxbury area	

* \$9,535 after the first year, including an annual per capita cost of \$1,166 for DYS staff allocated to each group home.

II. FOSTER CARE PLACEMENTS

1. FUNDED BY EMERGENCY EMPLOYMENT ACT (EEA)	70
2. FUNDED BY STATE PURCHASE OF CARE BUDGET	75

III. PURCHASE OF INTENSIVE CASEWORK SERVICES FROM PRIVATE AGENCIES FOR CHILDREN ON PAROLE

a. Number of DYS children	90
b. Cost per child per week	\$25.00

c. Agencies currently involved:

- New Bedford Child and Family Services
- North Shore Catholic Charities
- Boston Catholic Charities
- Cambridge-Somerville Catholic Charities

RESIDENTIAL PLACEMENTS AS OF JANUARY 1, 1972

CHILDREN IN CRISIS	1	ROCKLAND SCHOOL FOR EXCEPTIONAL CHILDREN	18
Nathaniel Royston, Director 591 Morton Street Dorchester, Mass. 02124			
GROUP HOMES INC.	5	SACRED HEART SCHOOL	
William J. Seretta, Jr. Executive Director 26 Massachusetts Avenue Springfield, Mass. 01109			
DOWNEY SIDE HOMES	11	SACRED HEART SCHOOL	
Father Paul Engel, Director 1532 Bay Street Springfield, Mass. 01109			
HAYDEN SCHOOL		THOMPSON ACADEMY	
Bernard Pendleton, Director 21 Queen Street Dorchester, Mass.			
PLUMMER HOME FOR BOYS		VALLEY VIEW FARM	1
John J. McCarthy, Director 37 Winter Road Salem, Mass. 01970			
CUSHING HALL INC.	2	MADONNA HALL	13
Rev. Monsignor William H. Roche 279 Tilden Road Scituate, Mass. 02066			
NEW ENGLAND MILITARY ACADEMY	1	OUR LADY OF LOURDES	8
Major P. A. Munier Byfield, Mass. 01922			
ROCKWOOD ACADEMY		DEACONESS HOME	
William S. Piper, E.D., Headmaster Lenox, Mass. 01240			
	1	Mr. John Kennon, Director 825 Second Street Fall River, Mass.	

ROBESON HOUSE

Miss Barbara Reynolds
11 Robeson Street
Jamaica Plain, Mass.

PROTESTANT YOUTH CENTER

Mr. Leighton S. Cheney
Executive Director
Baldwinsville, Mass.

DARE HOUSE

3

Mr. Gerald Wright
36 Perkins Street
Jamaica Plain, Mass.

KURN HATTIN HOMES

2

Westminister, Vermont

KINSMAN HALL

1

Hillside, New York

CONNECTICUT JR. REPUBLIC

Litchfield, Connecticut

MT. ST. JOHN

1

Deep River, Connecticut

REGENSIS - ACADEMIX

1

14 Arrow Street
Cambridge, Mass.

AUSTIN CATE ACADEMY

5

Center Strafford, New Hampshire

AMERICAN SCHOOL FOR THE DEAF

1

Hartford, Connecticut

ACID

2

170 Pleasant Street
Malden, Mass.

BOOTH MEMORIAL HOME

332 Jamaicaway
Jamaica Plain, Mass.

WALTER BYERS

14 Fowler Street
Dorchester, Mass.

COME ALIVE INC.

13

Father Joseph Fredette, Director
18 Channing Street
Worcester, Mass.

CRITTENTON HASTINGS HOUSE

10 Pertshire Street
Boston, Mass.

MARILLAC MANOR - Catholic Charities

2

49 Elm Street
Worcester, Mass.

CUSHING ACADEMY

1

Ashburnham, Massachusetts

EVERETT HOUSE - New England Home for Little Wanderers

1

232 Center Street
Dorchester, Mass.

ESTERHOUSE INC.

5

30 Edwards Street
Worcester, Mass.

EDITH FOX HOMES

45 Parley Avenue
Jamaica Plain, Mass.

LONGVIEW FARM - Walpole (N.E.H.L.W.)

1

		LIBERTY ASSOCIATES	10
BOSTON CHILDREN'S SERVICES	5	78 Liberty Street Danvers, Mass.	
3 Walnut Street Boston, Mass.		LOW HILLS SCHOOL	10
MASS TRANSITION	1	Central Street Acton, Mass.	
9 Fowle Street Roslindale, Mass.		NATHANIEL HAWTHORNE COLLEGE	
NAZARETH CHILD CARE CENTER		Antrim, New Hampshire	
420 Pond Street Jamaica Plain, Mass.		PINE RIDGE SCHOOL	1
NEW ENGLAND HOMES FOR LITTLE WANDERERS		Williston, Vermont	
161 South Huntington Avenue Boston, Mass.		WALKER HOME	1
WINDSOR MT. SCHOOL	1	1968 Central Avenue Needham, Mass.	2
Lenox, Massachusetts		SACRED HEART PREP.	
		Rhode Island	

GROUP HOME MODEL BUDGET

	Annual	
Personnel		
Core Staff		
Home Director	12,000	
Houseparents	6,500	
Counsellors (2)	13,000	
Social Security	1,400	
Staff Insurance	1,200	
Part Time Staff		
Relief Houseparents, \$100/wk	500	
Community Volunteer Expenses	1,500	
Youth Employment	3,500	
Consultant Resource	2,500	
Personnel Total		42,100
Children		
Allowance, \$10/wk/youth	6,240	
Medical Expense	1,500	
Total		7,740
Program Expenses, books, materials		1,500
Food, \$2/day/feeder, 14 feeders		10,220
Household Supplies		500
Maintenance/Repairs		1,800
Plant Operation		
Utilities, \$175/month	2,100	
Rubbish Disposal	100	
Building Insurance	200	
Total		2,400
Transportation		
Automobile, 800 mi/mo @.10/mi	960	
Public Trans., \$5/wk/youth	3,120	
Total		4,080
Administration		
Office Supplies, \$30/month	360	
Telephone, \$40/month	480	
Audit/Legal	1,000	
Postage	400	
Total		2,740
Rent		6,000
Reserve, Equipment Replacement		1,420
TOTAL		\$80,000

Department of Youth Services
73 Tremont Street
Suite 735
Boston, Massachusetts 02108

Honorable John J. McGlynn House of Representatives, State House, Boston, Massachusetts

Dear Representative McGlynn:

You are in recent receipt of a letter from Mr. Howard V. Doyle, President of the American Federation of State, County and Municipal Employees, AFL-CIO, which expresses concern that the Bureau of Personnel, the Division of Civil Service, and the Department of Youth Services respect the rights of employees in implementing the provisions of Chapter 18A of the General Laws.

We, therefore, wish to submit for your consideration the following information which clearly shows our continued concern for the rights of employees during this period of reorganization.

Chapter 18A became effective on 10/29/69, establishing a newly reorganized Department of Youth Services. Upon my appointment, it was learned that our Central Department personnel office consisted of one head clerk, a part-time clerk-stenographer. Because Civil Service procedures were new to our employees, they were not able to provide adequately the necessary administrative material to the Director of Civil Service while still keeping up with other personnel responsibilities.

Since then we have assigned other administrative employees to assist with personnel functions so that we could fulfill our employee obligations relative to Civil Service. It was not until April of 1971 that the Department was able to obtain and fill a position of Personnel Supervisor to spend full time meeting our employee obligations. We are hopeful of receiving Federal Funding assistance to help us further in this critical function, and we believe that we are, at present, catching up on the backlog.

However, because of this administrative delay, knowing our obligation to our employees, we have taken the following actions.

1. We have approved substantial promotion requests of both administrative and line staff positions.
2. We have requested that Civil Service examinations be held up until our employees are eligible for promotional exams in order that provisional promotions that have been granted our employees might be finalized through departmental promotional examinations or qualifying examinations, where applicable. The Director of Civil Service has kindly granted this request.
3. We have requested and received assistance from the Director of Personnel in providing some of his staff to assist us with the backlog of personnel actions.
4. Upon the closing of the facility at Bridgewater in 1970, the Department provided alternative assignments for all employees of that facility.
5. As the Department moves further from institutions into community based treatment programs, our Personnel Department has been instructed to insure that each affected employee will have continuing employment in his present classification under procedures which recognize years of service and make no distinction between employees' status. Procedures for the implementation of this policy have been established in conjunction with both the AFSCME Union and the Employees' Association.

6. Within the week of February 14, we will have honored assignment requests from approximately 120 employees whose assignments will begin when current institutional work is fully terminated. We expect all other assignments of employees to be determined within the coming four to six week period. Each assignment is being implemented with employee organization representatives present, and there has been no objection by them to our procedures in this regard.

We feel sure that you will agree with us that the considerations listed above were proper and necessary. We are sensitive to and cognizant of the rights of employees in the Department. However, while providing these considerations, we must keep in mind the mandate of the Legislature in the establishment of the Department of Youth Services, specifically, better care and treatment for troubled youths.

This is our basic responsibility to the people of the Commonwealth. We, therefore, must accept the fact that the work must be performed where the need is. We do not accept this need as being in a large closed institution or semi-closed institution, but in the majority of cases in the community near where the youth must eventually live.

Although there will doubtless be some problems in implementing these changes, we do not anticipate a major conflict between fulfilling our responsibility to the employees of the Department while at the same time providing more effective care for young people.

Sincerely,

Jerome G. Miller, D.S.W.
Commissioner
February 15, 1972

JGM:n

END