

COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF YOUTH SERVICES

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JUVENILE JUSTICE
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Commonwealth of Massachusetts
DEPARTMENT OF YOUTH SERVICES
REPORT 1975

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ACQUISITIONS

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INTRODUCTION

The State of Massachusetts has conducted an unprecedented reform in its youth corrections system over the past six years. Recognizing that traditional incarceration only intensified the criminal behavior of young people the two most recent Youth Services Commissioners have closed the State's training schools and prompted the development of alternative programs.

Literally, the Massachusetts experiment has attracted global attention. Visitors from various states across America and from numerous countries around the world have examined the efficacy of the new System. While many states and foreign nations have instituted changes in their youth correction agencies, none have made the fundamental commitment to community-based care that has marked the Massachusetts reforms.

Despite the rapidity of the changes, the changes in the Department can no longer be considered experimental. Even the harshest critics of former Commissioner Miller and present Commissioner Leavey readily admit that most youngsters are receiving better care today than ever before. Preliminary statistical evidence from the Harvard Center for Criminal Justice bears out these assumptions. In a six month study, the Center has concluded that recidivism among a representative sample of male youth is some 25% below the rates of institutionalized children.

The focus of controversy continues to revolve around the hard-to-manage youngsters, the children who represent a clear threat to society and to themselves. Judges, probation officers, legislators and DYS staff have not agreed on how many children fall in this category, nor can they concur on the best methods of dealing with such children.

Unfortunately the intensity of debate surrounding the seriously disturbed offenders has drowned out both the exciting and positive changes which have taken place as well as the other problems which confront the Department.

This report is intended to describe some of the successes as well as the unfulfilled goals which merit further effort.

HISTORY

Massachusetts has a history of innovation in the juvenile corrections field. Responding to the rapidly increasing urban ills of pre-Civil War America, the state opened its first rural training school in 1847. Legislators felt that cities bred crime and that children who broke the law should be removed from their environment to be "rehabilitated" in the country.

This concept had some legitimacy then because the economy was still predominantly agricultural. The farming skills which children learned at a rural institution could be used in the contemporary job market.

But as early as the 1860's, the concept of isolating youthful offenders came into question. A legislative committee studying the matter recommended that large institutions be closed. Committee members recognized that the dehumanizing character of the training schools did more to antagonize and embitter young people than it did to rehabilitate them. In addition, vocational training being conducted at the rural schools became less and less relevant in an increasingly urban society.

Since the recommendations made almost 110 years ago, there have been numerous public and private groups which have called for the closing of institutions. They cited an unreasonably high recidivism rate of 85% to 90%, noting that many "graduates" of the youth corrections system went on to incarceration at adult prison facilities. They also contrasted the cost of institutional care (approximately \$10,000/year) to the questionable value of the training school environment.

The continuing calls for the modernization of the juvenile corrections system--five alone between 1965 and 1967--culminated in the passage of legislation in 1969 creating the Department of Youth Services. Prior to that date, responsibility for youthful offenders was invested in the Youth Services Division, a highly centralized bureaucracy located in the Department of Education. The Division supervised five large institutions--the Juvenile Guidance Center in Bridgewater, the Lancaster Industrial School for Girls, Lyman School, the Residential Treatment Unit in Cakdale, and the Shirley Industrial School.

These training schools together had an average daily population of 850 boys and girls. While other programs did exist within the Youth Services Division, these schools were the mainstay of the juvenile corrections system.

The regimented, impersonal lifestyle in these schools had a negative effect on most of the incarcerated children. Brutalization of the youngsters by the staff, and by each other, was a too frequent occurrence. Isolation in cells for long periods of time was a standard form of punishment. But most importantly, the low ratio of child care workers to children meant that most staff members were forced into a custodial role rather than a counselor relationship with the children. It was this less dramatic, but more profound aspect of the environment which made large institutions so unsuccessful.

When the reorganization legislation was adopted, the new Commissioner, Dr. Jerome Miller, was given a mandate by the Governor and the Legislature to replace the old system with new correctional methods which had more chance of success.

One of Dr. Miller's initial aims was to determine the target population of DYS in order to tailor program development to the specific needs of youngsters being served. Research indicated that 95% of all children who appeared in court were not committed to the Department. Of those who were committed, 88% came from families at, or near, the poverty level. Some 60% of the youngsters had a parent--or both parents--suffering from a serious alcohol or narcotics problem. More than one-third of the youngsters came from broken homes.

These statistics indicated that simple incarceration in a training school could not meet the psychological, educational, or vocational needs of these children. In fact, institutionalization generally reinforced the negative self-image of most of the children committed to the Department.

With these facts in mind, DYS staff commenced a three-fold program to modernize care for juvenile offenders. First, they began closing down the large institutions

and replacing them with smaller group homes, foster care homes, non-residential treatment programs, and small, intensive care units for those children in need of careful supervision.

Secondly, DYS chose to increase the amount of services purchased from private groups instead of relying so heavily on state-run facilities. The staff decided to use the purchase-of-service mechanism because they felt that private groups could provide better care for children at somewhat lesser costs. In addition, the use of private groups could increase the flexibility of the Department in developing, or terminating programs.

Thirdly, the functions of the Department were regionalized to provide better monitoring of local services and improved relations with community groups and officials. Since the whole emphasis in the Department was directed toward developing treatment facilities in cities and towns, the regional function became critical. The State was divided into seven different areas and regional offices were established within each area.

The changes initiated by Dr. Miller and his staff resulted in the most extensive reorganization of any bureaucracy in the history of the State. The pace of change produced both administrative and fiscal problems and provoked political repercussions on Beacon Hill. These difficulties were largely the by-products of change. Most of the problems have been addressed and resolved, but some continue to be roadblocks to further progress.

When Dr. Miller left for a post in Illinois in January of 1973, Deputy Commissioner Joseph Leavey became Acting Commissioner of the Department. Leavey's main emphasis became the consolidation of reforms initiated by Miller, the resolution of fiscal and administrative problems, and the development of new treatment programs to cover the range of services necessary to meet the needs of children being committed

to the Department of Youth Services.

Commissioner Leavey had a two-fold approach to consolidating the reforms. First, the closing of the training schools required the disposal of these facilities and the reassignment of employees who had previously worked in them.

The staffing of the Department of Youth Services' seven regional offices in 1971 came predominately from former parole agents and institutional staff. These staff were absorbed into casework and regional management functions; regions that were not close to institutions generally have had a higher concentration of employees with less State service. Regional Directors and Assistant Regional Directors have had an average of 10-11 years of State service, and through attrition and transfer of personnel, the Department of Youth Services has decreased its staffing by 200 positions over the past two years.

During the past year, the Department has administered a selective no hire - no fire policy. Only special key positions have been filled as they became vacant; these include direct child care positions and various administrative positions essential to the ongoing operation of the Department. A universal no hire - no fire policy would adversely affect the operation of the Department due to the fact that staff in the more critical positions of direct child care have a higher turnover rate than civil service employees.

Second, Leavey consolidated the internal structure of the Department. Regionalization with the resulting decentralization of authority--an aim of the 1969 legislation--was completed. The Department created seven regional offices: Springfield (Region I), Worcester (Region II), Concord (Region III), Salem (Region IV), Quincy (Region V), Boston (Region VI), and Lakeville (Region VII). The regional offices were essential to the success of community-based care which requires close contact with local officials, monitoring of private programs, and careful supervision of cash flow.

Regionalization and other departmental reforms created the need for reorganization of the central office in Boston. In January of 1973, Commissioner Leavey initiated the following changes:

1. The supervision of consultant services was assigned to the Director of Personnel. This action prevented possible abuses of O3 consultant monies.
2. An auditing unit was established to monitor and provide assistance to all private programs funded by the Department.
3. The bookkeeping and accounting operation was decentralized so that each of the seven DYS regions would have two people with accounting skills to audit programs within these regions.
4. A Grant Manager Office was created to secure federal dollars and supervise programs where those dollars were being spent.
5. Two liaison positions were created, one to the Rate Setting Commission and the other to the Office of Administration and Finance. These staff members have facilitated operations and kept open channels of communication.
6. A departmental investigator was assigned directly to the Commissioner's Office to track down misuse of funds and conduct other necessary investigations of departmental problems.
7. A staff member was assigned the full-time responsibility of developing intensive care units, and monitoring their effectiveness.
8. An information systems unit was created to "track" the progress of youngsters within the Department and maintain up-to-date information on private programs being utilized by the Department.

Leavey faced the dilemma of fiscal accountability which resulted from the rapid change from institutional forms of care to community-based, privately managed service delivery.

The controversy over delayed payments to private groups reached a climax in April of 1973 when several agencies threatened to close down their programs because of non-payment by DYS. This situation occurred because the Department's budget did not reflect the closing of institutions and the expanded use of purchase-of-service. Thus, while adequate funds were placed in the budget, these monies could not be transferred from institutional accounts to the purchase-of-service account for the payment of private agencies.

The budgets for FY1974 and FY1975 accurately reflected the actual expenditures of the Department, and thus, alleviated the fiscal crisis of 1973.

ORGANIZATIONAL STRUCTURE

As a Department under the Executive Office of Human Services, DYS is headed by a Commissioner who is appointed by the Governor. To simplify the analysis of the internal structure of this Department an intrinsic organizational flow chart has been drawn up (see figure A). The four major areas to be discussed are the Bureau of Aftercare, Bureau of Clinical Services, Office of Fiscal Administration and the Legal Office.

BUREAU OF AFTERCARE

The Bureau of Aftercare in Youth Services is the operational branch of the Department. All functions which relate directly to child care are encompassed in regional operations. Administrative standards and goals are developed centrally in collaboration with regional offices as they relate to improved services.

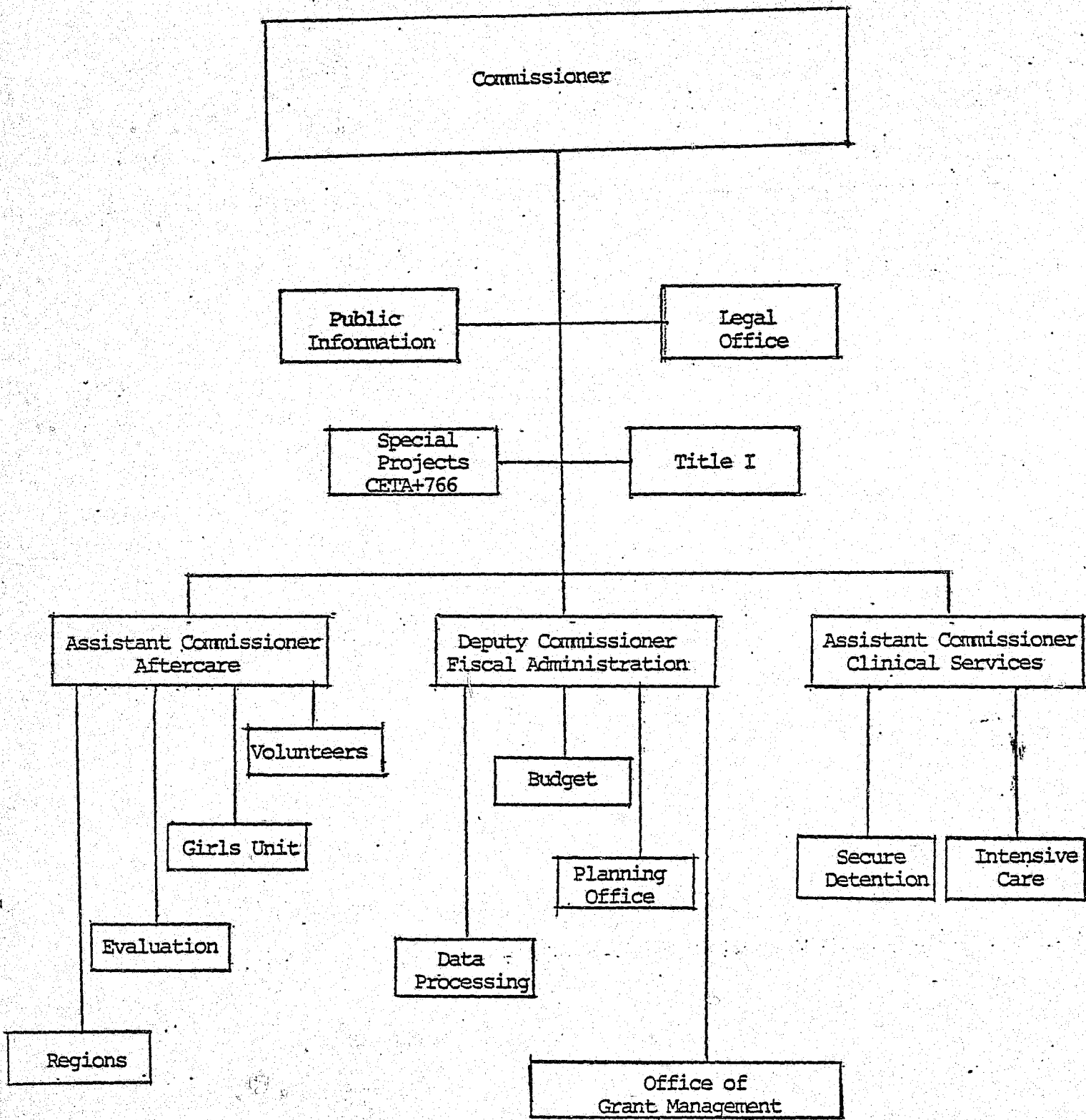
Regionalization of direct services continues to prove itself as a highly viable administrative form. The establishment of seven regional offices in high delinquency areas has enabled the Department to provide services where they are most needed. The geographical distribution of money and services has facilitated a clearer working relationship with other state agencies and service providers.

Each of the 72 courts now have a court liaison from D.Y.S. who coordinates departmental and court services for youthful offenders. These employees act as youth advocates to insure that children are placed according to their needs and not according to the short term interests of the agencies involved. The Court Liaison Officers discuss every juvenile case with the appropriate court staff and, where possible, recommend referrals to service agencies rather than formal commitment to the Department.

Many courts are cooperating with the Department in the referral of youngsters to residential and non-residential services funded by D.Y.S. without formally committing them to this agency. Referrals presently comprise 23% of the Department's population. The referral program is designed to divert youngsters from further entry into the juvenile justice system by providing them with types of

Figure A

ORGANIZATIONAL CHART



care which offer the promise of redirecting their delinquent behavior. Referral also avoids stigmatizing youths with a D.Y.S. commitment record.

Regional Offices also provide Parole Officers who serve as youth advocates. Technically, all D.Y.S. youngsters have been placed on parole status since the closing of the institutions. However, parole in the traditional meaning, that is, supervision of a youngster by a D.Y.S. parole officer after the child has been returned to his home, still exists. The parole officer may direct a child to various community agencies for services, or he may personally counsel the youth and family. A parole volunteer program began in 1971 with the assistance of federal funds. Carefully selected and trained volunteers are assigned to youngsters to act as friendship counselors, tutors, and advocates. The paramount goal of the Parole Volunteer Program is to assist in carrying out an effective service plan for every parolee in the Department through the use of volunteer services. Volunteers have been utilized in other ways as well, and have proven of invaluable assistance to the paid departmental staff.

The Bureau of Aftercare is also directly responsible for the Community Evaluation Unit and the Centralized Girls Service Unit.

Community Evaluation Unit

The Department has embarked on a comprehensive program of evaluation of all resources from the Department's purchase of services. The staff for this effort includes State personnel, providers from the private sector, educators, court personnel, lawyers and consumer groups, all of whom have volunteered their time and expertise. The purpose of this project is to assure that the Department of Youth Services has a rigorous program of monitoring and evaluation. The community evaluation project in a time of austerity requires no additional monies and insures that the funds now appropriated to the Department of Youth Services are being used wisely and effectively.

The Department started conducting programmatic evaluations in September, 1972. The evaluation unit, despite the handicap of being unable to hire the number of

people needed and without the funds to acquire more professional expertise, provided reliable evaluations for departmental use. However, because of the lack of manpower, the former evaluation unit was able to complete yearly evaluations of only one third of the programs utilized by the Department. It was apparent that an expanded evaluation unit capable of evaluating all programs was needed. D.Y.S. has moved into a system of community evaluation under which the quantity, through use of a large number of professional volunteers, and quality of evaluation has been expanded. Now, all programs will be provided with an in depth evaluation once a year.

On February 25, 1975 the new Community Evaluation Unit began. Since that time 20 evaluations have been completed. These evaluations were conducted by 3 or 4 member teams composed of regional staff, central administration staff, former central evaluation staff, judges, lawyers, program personnel, educators, personnel from other agencies such as Office for Children, Division of Family and Children Services, and professionals in the child care community.

The evaluators require approximately one week in the program. During this time, they perform both a qualitative and quantitative assessment of the program. The methodology utilized includes use of questionnaire interviews, random samples and observation. In order to increase the expertise of the evaluators, the Department has conducted two day training workshops in all regions.

These training sessions, run by highly qualified professionals from the private sector, were designed to brighten the volunteer evaluators' understanding of the critical issues involved in evaluation. The main focus of the workshops was on major child care issues and the analytical process of evaluation.

Each team member uses the guidelines designed for evaluation as well as formal questionnaires which are utilized in interviews of the staff. Prior to entering the program, the team meets the director of the evaluation unit to discuss the procedure of the evaluation.

The interest and commitment demonstrated by those who have been involved in this new evaluation effort, as well as the quality of the evaluation reports themselves have been impressive. This Department has become the forerunner of all other State agencies with this community evaluation thrust. Not only has the Department demonstrated that it can provide the necessary quality and quantity of evaluations but it has done so by employing a community based approach to evaluation. The Community Evaluation Unit represents a logical extension to the Department's community based network of services.

Centralized Girls Services Unit

The needs of girls in the juvenile justice system has been a growing concern of many people across the State. In response to this pressing issue, Commissioner Leavey has made girls' services a major priority within the Department and established a new unit, Centralized Girls Services, to deal with all matters pertaining to girls. Marguerite Lopes, a former D.Y.S. caseworker, has been appointed director of this unit.

Two conferences spearheaded the effort to identify the needs of girls and develop appropriate services. The first was sponsored by the Shaw Foundation in June 1974, and a second by former Governor Sargent's office in the fall of 1974. Conference participants confirmed theories that delinquent girls respond much differently to programs than do boys and new ideas for girls services were generated.

The Girls' unit is involved in centralizing and revamping all aspects of girls' services. They are in the process of collecting pertinent statistics on clients, programs, and fiscal spending from each region. Data collected on the basis of sex will be used for assessing present services and policy and for future planning and program development.

The unit is embarking on a new project to develop better relationships with the courts around the State. Unit staff are meeting at individual courts with probation officers who work with female clients in an attempt to establish ties, exchange

information and ideas, and to keep them informed of what is currently happening for girls in D.Y.S.

The staff of the Girls Unit represents D.Y.S. at an interagency task force on girls' programs. They meet monthly with women from other State agencies to discuss new legislation, funding sources, new programs, etc. for D.Y.S. and CHINS girls.

One of the most exciting projects this new office is handling is the administration of a federal grant of \$551,234.00 for new girls' services which is expected to be awarded to the Department by the Law Enforcement Assistance Administration (IEAA). The grant covers two innovative services for D.Y.S. girls, independent living and Intensive Foster Care, and a third service, an Advocacy Center for CHINS and pre-CHINS girls.

These services will be run by private agencies which will be under contract to D.Y.S., and the agencies will be chosen according to a competitive bidding process that the Department utilizes for all IEAA grants.

Included in the grant is a provision for an advisory board, which is in the process of being selected, and a caseworker council. The council, which consists of all D.Y.S. caseworkers who supervise girls, meets every six weeks. It is the foundation for the administration and planning of girls' services, providing the valuable feedback from actual field experience to the central office staff.

The new grant is an important first step on the long road to improving services for girls, but it is only a beginning. The Girls' Unit hopes to seek more federal funds as well as to utilize more State purchase-of-service money to fund better girls' services. Many needs have yet to be addressed and new ideas are presently being generated by caseworkers and people in the community. Ms. Lopes and her staff meet constantly with individuals and community groups to encourage, support, discuss and help develop new services to truly benefit girls whom the system and society have neglected for too long.

BUREAU OF CLINICAL SERVICES

The Bureau of Clinical Services has four major responsibilities: Intensive Care, Detention, Program Development and Diagnostic Services. A staff of seven professional and clerical persons administer and manage these four areas.

The aim of the Bureau is to work in conjunction with the Bureau of Community Services to achieve the following goals:

1. To provide specialized services for these youngsters who represent a serious threat to themselves or to society.
2. To hold and advocate for these youngsters awaiting adjudication by the courts who, because of acute personal problems, require detention in a well supervised setting.
3. To assist regional staff in identifying priorities and to implement new programs which can meet these priorities.
4. To provide diagnostic services which can assist regional decision makers in making proper placement decisions.

Intensive Care

There are presently five Intensive Care programs operating statewide with a total capacity of 84 (69m, 15f) beds. The beds are divided among the programs in the following way: Westfield has 18 male and 6 females, as does Worcester. D.A.R.E. (Dynamic Action Residential Enterprises) and Andros both house 12 males, while A.C.I.D. (Adolescent Counseling in Development) provides placement for 9 males and 3 females. In addition a sixth 12 bed Intensive Care program is being planned and should be opened September 1, 1975.

The Intensive Care facilities are programmed with the optimum amount of service flexibility. The units have staff sufficient in number and in training to work constructively with severely disturbed young people.

Five of the six Intensive Care Units will eventually be run under a purchase of service agreement by private agencies. All of these agencies have a considerable

amount of expertise in the care of D.Y.S. youth. The units are programmed with varying treatment modalities to insure sufficient individualized treatment for the youth in Intensive Care. DYS monitors all youth in Intensive Care through the I.C. team, which is comprised of regional program and central office staff. This team is a policy making body which is responsible for formulating and implementing all policies and procedures involving I.C. youth and units. A Policy manual designed by the team is the principal tool used by the Department to monitor the accountability, progress and follow through of both the programs and D.Y.S. The Bureau intends to carefully monitor the I.C. programs in achieving the humane and effective rehabilitation of highly disturbed youth. Future policy changes may occur as various methodologies succeed or fail.

Detention

Detention Services are being diversified, regionalized and converted to purchase of service. The Department previously offered detention facilities only at Westfield, Worcester and Roslindale. The Worcester and Westfield units have been converted to Intensive Care facilities. Roslindale, The Judge John J. Connelly Youth Center, is being phased down and will be replaced by three smaller units administered by private agencies.

The first of these units opened in February 1975, at the Taunton State Hospital and is being operated by Children In Crisis, Inc.. Designed as a secure detention unit, it has a capacity of 22 beds. A second secure unit housing 20 boys will be operated by the Andros Foundation. A third unit will be operated by a combination of agencies (New England Home for Little Wanderers and Boston Children's Service), and they will handle youth on overnight arrest.

In addition to secure detention facilities, the Department also places detained youth in shelter and foster care programs. Children so placed are capable of functioning in an open setting while awaiting adjudication, but for one reason or another, cannot live at home during this period.

The Department has Shelter Care programs in the Brockton and Worcester YMCAs and another scheduled to be opened in Haverhill by July 1st. Detention foster

homes are scattered throughout the State. Considerable attention is being given to the types of programs being offered in detention. Of particular concern is the youth who is held in a unit for long periods of time due to either continuances or to delayed action in the Superior Courts. According to law, a detained youth is neither innocent nor guilty and, therefore, may not be forced to participate in treatment programs. Programs can be offered on voluntary basis, however. Educational, physical and cultural enrichment programs are designed into each secure detention and shelter care program for those youth who wish to participate.

Legal advocacy for detained youth is critical. In the past the system has relied on court appointed attorneys or attorneys hired by the family to defend young people. Such defense has proven woefully inadequate. Whenever possible legal advocacy is being written into the programs of the new units. The goal of this advocacy is two fold: Firstly, to assure that all youth have their case properly handled within the judicial system; and, secondly, to avoid needless continuances, which cause youth to stay in the detention units longer than they should.

Due to regionalization, the decision as to where a youth is detained is determined by the regional office. Court liasons are assigned to the various courts to obtain as many facts as they can about each case. Based on this information detention placement decisions are then determined. Bail reviews are encouraged for those youth held on high bail to further assure that all rights have been respected.

It is crucial that the detention process comply with the judicial order and that the youth is available for his or her court appearance. The network of alternatives available in detention is designed to better meet the needs of the individual youth being detained. An element of risk is involved in making proper placements, but the over all benefits to the majority of youth outweigh this risk factor.

Program Development & Diagnostic Services

Through program development, personnel in the Bureau seek grants from the Federal

and State Governments in order to support new programs. These new programs are departmental priorities as determined by regional and central office decision-makers. After the funding is acquired, the Bureau works with decision-makers in the regional offices to insure the proper implementation of the new programs. Diagnostic Services are primarily contracted out to private agencies such as the Judge Baker Guidance Clinic of Boston Children's Hospital. D.Y.S. is currently attempting to expand the diagnostic capabilities within each region so that youth do not have to travel great distances for evaluation.

OFFICE OF FISCAL ADMINISTRATION

The main components of the Office of Fiscal Administration are Budget, Office of Grants Management and the Data Processing Office.

Budget

The Department of Youth Services has pending a F.Y. '76 Budget request of \$17.1 million dollars. This budget represents a net reduction from the previous years expenditures for the second consecutive year. This trend reflects a continuation of the administrative and budgetary restructuring begun in 1969.

The most difficult and sensitive area of Administrative restructuring has been personnel. By the end of F.Y. '75 the Department will have cut by nearly 30% the total number of positions authorized. The vast majority were eliminated as positions became vacant and by transfers to other state agencies. This trend will continue in F.Y. '76 as the Department develops sound alternatives to the remaining institutional programs, e.g. Roslindale, Lancaster.

The key to controlling expenditures and eliminating deficiency spending has to be the installation and refinement of the purchase of service internal budgeting mechanism. Through this system regional offices must continually monitor cost, quality, and effectiveness of each youth served and balance these considerations against a fixed weekly budget. If a regional director does exceed his budget in a given week, he must re-examine and conduct a case review on each youth for which he is purchasing services to determine which youth can best afford to be removed from his current program. Next, an analysis of the budget items will be conducted.

The F.Y. '76 Base Budget is comprised of the F.Y. '75 Budget appropriation plus projected adjustments to appropriations. Please refer to F.Y. '76 Budget Base Chart (refer to Figure B). This budget base totals \$18,212,234 and includes a \$1,496,352

Accounts	Appropriations F.Y. '74	Appropriations F.Y. '75	Appropriation F.Y. '76
Administration	\$1,638,126	\$1,648,403	\$1,686,387
Title 4-A	1,175,000	1,175,000	-0-
Purchase of Services	6,490,000	6,700,000	9,070,000
LEAA Match	400,000	100,000	200,000
Judge Connelly	871,116	881,350	1,002,720
Westfield	270,646	312,415	398,307
Worcester	318,390	313,317	435,940
Forestry Camp	222,230	218,801	408,332
Lancaster	186,946	262,638	-0-
CBTU (Includes Metro)	4,691,789	3,960,258	3,920,124
Delinquency Prevention	1,130,000	1,135,000	-0-
Closed Institutions	675,876	-0-	-0-
Total	\$18,070,119	\$16,707,182	\$17,121,810

Actual
Appropriation

FY '76 request

(Note: Large dollar increase between FY '75 & FY '76 in these accounts are attributable to transfers from other department accounts and not growth).

Projected Adjustments to Appropriation

(+)	100,000	- LEAA Cash match misappropriation
(+)	59,700	- Emergency Reserve Credits
(+)	275,000	- Projected deficiency resulting from misappropriations
(+)	24,000	- DYS vehicles replaced with A&F funds
(-)	-0-	- Personnel savings not possible due to elimination of all excess positions from budget and a current appropriation level that already anticipates all possible vacancy savings. The Dept. has, thru budgetary action eliminated or transferred to other agencies over 250 positions by the end of FY '75

Expansion Items

(-)	221,942	- Restructuring of departmental staffing
(-)	250,000	- Alternatives for Intensive Care
(-)	40,000	- Intensive Care at Worcester facility
(-)	25,000	- Air conditioning at Worcester facility
(-)	27,000	- Improve quality of food and alternative for Intensive Care at Hampden County facility
(-)	24,065	- Replacement of LEAA purchased equipment

Sub-Total 17,165,882

(+) 1,496,352

18,662,234

(-) 450,000

\$ 18,212,234

Inflation factor

Personnel transferred to other agencies by end of FY '75

BUDGET BASE FOR FY '75

Items Cut

(+) 298,313

(+) 1,214,450

(+) 165,668

\$18,212,234 BUDGET BASE FOR FY '76

inflation factor. A savings of \$450,000 is anticipated by transferring 75 State positions to other State agencies as legislated in the F.Y. '75 Budget Act.

Within the F.Y. '76 budget, the Department of Youth Services has established priorities for expansion of its scope of management and treatment services. The Department's needs for expansion are adequately explained in the budget request and are only outlined in order of priority in this transmittal letter, and the reader is encouraged to refer to the specific account within the budget for a more in-depth presentation of each item. The Department's primary objective in these expansion projects is to improve the quality and range of treatment modalities to youth while simultaneously reorganizing its administrative and personnel structure to reflect current functions and responsibilities of staff as well as the organizational structure of the Department.

I. Personnel

\$221,942

A. Administration (Total \$116,890):

1. New positions: A request of new positions needed within the central administration of the Department (\$110,704).
2. Upgradings: The upgrading of positions within the Department's central administration (\$6,186).

B. Regionalization and Community Services:

1. Creation of new job titles for Regional offices and Shelter Care staff in order to replace antiquated institutional titles (\$93,213).

C. Forestry Camp: To establish new titles that reflect roles of current staff involved in the Outward Bound Model of the Youth Forestry Camp (\$11,839).

II. Intensive Care Alternatives: to allow D.Y.S. to increase its number of intensive care slots in community based settings and close the Roslindale facility within F.Y. '76.

250,000

III. Worcester: to continue intensive care supportive program components related to intensive care, also consultants and training and expenses (\$40,000).

65,000

To provide an air conditioning system within this poorly ventilated building (\$25,000).

IV. Westfield: to allow for the improvement of the quality of food served at the Westfield Intensive Care Unit (\$17,000).

27,000

To add \$10,000 to the 07 account of Westfield's budget so that the Department will be able to begin to purchase services within the building from outside resources (\$10,000).

- V. Forestry: To allow the replacement of worn out program equipment that was originally purchased with LEAA funds e.g. sleeping bags, waterfront equipment.

24,065

Due to fiscal restraints placed upon the Department and a comprehensive study of internal programmatic priorities, D.Y.S. has recommended that the following areas be cut from our F.Y. '76 Budget request.

- I. Lancaster: programatically the impact of closing the remnants of this institution would be minimal as federally funded alternative placements for 18 females placed at Lancaster are available.

This program was not included in the Governor's budget for F.Y. '75 and was scheduled for closing at that time. However, the item was installed by the Legislature.

- II. Wayside Union: the programmatic impact and D.Y.S. position on such a move are very similar to the Lancaster situation as outlined above.
- III. Delinquency Prevention: the total elimination of the delinquency prevention program would result in an additional savings of \$1,214,450. The ramifications of this cut would have a great programmatic and political impact. Approximately 40 cities and towns that subsidize delinquency prevention programs are dependent upon state support. In the period of time in which the federal and municipal as well as the State governments are under tight budget restraints, it can be safely assumed that the local programs will deteriorate or even collapse without State support.

Office of Grants Management

In 1974 the Grants Management Office achieved four major objectives.

These were:

1. Resolution of outstanding LEAA audits.
2. Obtaining the 1974 LEAA Block Grant and implementing the new components.
3. Complete restructuring of Delinquency Prevention Review, approval, award and payment processes and the successful implementation of the system for F.Y. '75 grants-in-aid.
4. Developing, Competitive Bidding, and Writing of the 1975 LEAA Block Grant Application (\$896,521).

The resolution of most of the LEAA audits of 1971 and 1972 projects cleared the way for receipt of the 1974 Block Grant in the amount of \$891,000.00. This work was facilitated by the availability of the Department's new auditor, hired in November of 1973 with LEAA funds.

With the resolution of the old audits and the addition of a second auditor, also with LEAA Funds, the Department has been able to prove its fiscal integrity and capability to properly administer LEAA funds.

The Grants Management Office through the efforts of the Assistant Director for Grants Management, revamped the Delinquency Prevention Funding process.

A new administrative structure for Delinquency Prevention funding was implemented in 1974. A Delinquency Prevention Procedures Manual outlining the new procedures was circulated to all regional staff.

Workshops were held in each region for all programs receiving Delinquency Prevention funds from DYS. Programmatic and fiscal reporting and monitoring were discussed by DYS and program staff. These sessions served as an educational tool for all participants. Programs were able to express their concerns and frustrations with the funding or reporting system. DYS staff were able to provide the programs with a clearer understanding of the reporting and payment mechanism.

As a result of the manual and the workshops, there has been a marked improvement

in reporting and monitoring. Payments to programs are flowing in an efficient and timely manner.

The application preparation process for Delinquency Prevention programs was also firmly established. Proposals were prepared by the programs, reviewed by DYS, and submitted to the Executive Office for Human Services and Administration and Finance by April 15. Because of this concerted effort by all involved, the necessary approvals were received prior to July 1, 1974. Thus, the funding delays experienced by programs in previous years were avoided during 1974.

Due to fiscal restraints placed upon the Department and a comprehensive study of internal programmatic priorities, DYS recommended that Delinquency Prevention be cut from the F.Y. '76 Budget. The total elimination of the delinquency prevention program would result in an additional savings of \$1,214,450. The ramifications of this cut would have a great programmatic and political impact. Approximately 40 cities and towns that subsidize delinquency prevention programs are dependent upon state support. In the period of time in which the federal and municipal as well as the state governments are under tight budget restraints, it can be safely assumed that the local programs will deteriorate or even collapse without state support. This is of great concern to all persons involved in corrections. However, it is incumbent upon this Department to set fiscal priorities.

Grants Management was responsible for the coordination of all efforts at preparing the 1975 Block Grant application which was submitted to the Committee on October 15. The grant was approved in the amount of \$896,521.00. However, this job involved planning sessions with DYS project directors; working sessions with potential vendors; supervising the consultant hired to write a majority of the continuation grants; coordinating the planning sessions for internal DYS programs and assisting in the writing and editing of the resulting program descriptions.

During the two-month application review process by CCJ, the Office of Grants Management worked with the Committee's DYS Specialists in coordinating negotiation

sessions and in clearing up any questions which CCJ had about the application. Based on the Committee's findings, funding decisions were finalized as well as budget and program descriptions for all components of the grant.

All approved documents were obtained from LEAA, CCJ, and EOHS for the D.A.R.E. Intensive Care Program; and the MI Casa Group Home. These programs were sent to Commissioner Leavey for official notification. LEAA and CCJ approvals for Evaluation Staff Training, A.C.I.D. Intensive Care, and Overnight Arrests were also received.

The Office of Grants Management coordinated the Departmental preparation, review and submission to CCJ of the contracts for the programs mentioned above and the remaining components of Projects 73ED-01-0017, 74E-032-130 and 75C-098-1300. The contract preparation and review process proved to be one of the administrative problems that this office faced during this quarter. The numerous confusing situations were largely due to the number of people involved in this process. These problems have decreased, however, since Grants Management implemented a definite set of procedures for contract preparation and approval.

The Procedure for preparation and approval of contracts supported by federal funds is as follows:

1. Grants Management gives the Legal Office a copy of the application.
2. Legal Office prepares draft contract, making any necessary contacts with the DYS Project Director or the contractor.
3. Draft is distributed to Grants Management and DYS Project Director simultaneously for review. Grants Management will review to assure compliance with federal regulations. The Project Director should review for programmatic content and should show the draft contract to the contractor to obtain their initial approval.
4. A copy of the edited draft will be forwarded by Grants Management to the Committee on Criminal Justice for their review and approval. Any suggested change will be discussed with the Legal Office and appropriate revisions made.
5. The final copy will be typed and proofed by the Legal Office. The original will be forwarded to the Project Director who will obtain

the contractor's signature and return it to Grants Management. A copy will be given to Grants Management to obtain final sign off by the Committee on Criminal Justice.

6. Grants Management will obtain the Commissioner's signature and return the original and 2 copies to the Legal Office (one for Legal files, one for distribution to the Program).

Data Processing Office

The Data Processing office has converted its manual processing system to a computerized system.

The manual system had been in operation for about 10 months after federal funding for the earlier computerized system was withdrawn in 1974.

The new system was adapted from a set of programs developed in New York City. It was prepared for operation on The Department of Welfare computers by Commonwealth Management Systems, Inc.

This system, the CPIS, is now operating in a full production mode. The purpose of this system is to generate information on clients & placements. Standard reports are generated weekly.

A major part of this production set-up included establishing procedures and policies, which DFW Computer Operations Staff would observe when handling DYS confidential data. DYS and DFW have agreed that all of DYS live files will be maintained in a limited access area while at the operations center. Back ups of files will be stored in a local bank vault. In addition, all DFW computer operations personnel have completed a DYS Confidentiality Form in which they agree to observe the DYS Confidentiality Policy when handling DYS information.

Specialized training was conducted for Data Processing Clerical Staff to familiarize them with CPIS and its requirements. Methods and procedures were established for controlling data collection, data input and for editing and reviewing report output. In order to insure more efficient information input, a Field Liaison Capability was established. The data processing field liaison is the communications link with field location. He regularly visits the regional offices and other reporting sources, offers instruction in completing data collection forms and spot checks information input for accuracy and completeness.

The data processing office has begun to focus on central office information needs and on the information linkages between central office units. During 1975 DYS has worked on the following projects:

- 1.) Exception Reports: These reports "flag" extraordinary conditions re-

garding client placements which central office managers need to know in allocation resources and in evaluating resources already allocated. Our initial "exception reports" include listings of:

- clients who have been in one placement over nine(9) months
- clients 18 years or older who have not yet been discharged
- clients who have been on the run for an extended period
- clients showing no current placement, who may have fallen between the service cracks.

2.) Client Profile: The Client Intake Profile which was implemented last quarter is our source of client social, economic and court data. The client profile information collected on this form is extremely important to central office managers for targeting the service needs of diverse client populations. These initial client profiles which DYS will develop during 1975 will include:

- Client Intake: Monthly, quarterly and annually. These figures may be further detailed to include client sex, geographical area and limited social and economic characteristics.
- Client Court Data: A summary of the court history and limited detention history. This summary will allow us to determine the patterns of particular courts when handling particular youth. Combining court data and client profile data allows us to focus on client segments and their frequency of court appearances.
- Client Resources: Clients whose families carry private medical plans or who are eligible for public welfare services would be identified. Wherever possible, portions of a client's service costs would be recovered from or assigned to the parents or public welfare.

- Federal Reimbursement: The Client Profile data are sufficiently comprehensive for the Department to actively seek federal reimbursement of certain client service costs. The Department has already documented \$4+ million in Title IV-A claims using client profile and placement data. The current DYS CPIS system includes fifteen (15) additional client profile elements which were unavailable at the time the IV-A claims were prepared.

3.) Placement and Status Changes:

As part of this focus on central office information needs, this office has been analyzing and developing possible information interfaces with other central office units. As a first step, the purchase of service accounting process has been analyzed. Two reports have been designed and are now being used by the accounting office for the verification of Non Residential billings. The Client Weekly Placement Transactions Report summarizes statewide client placement changes for weekly and monthly periods. The Client Placement Verification Report summarizes all clients who were in a placement any time during the billing period. Both of these reports provide information for cross checking and verifying client placements.

Consistent with the Department's policy that all clients have assigned caseworkers, the Data Processing Office has developed a Casework Identification Component. Reports have been prepared which list caseloads by caseworker and region. Wherever clients are without a caseworker, his or her name appears on a casework exception listing report and is forwarded to the appropriate regional office for caseworker assignment.

Effort has also been spent to capture information on the service vendors that the Department uses. During the past year, this office re-established the vendor data base using data on programs that was collected under the former computer system effort. A data collection method is being developed to update and correct this vendor information.

LEGAL OFFICE

The Legal Office is primarily responsible for all legal matters for the Department. The increased emphasis on purchase of Services results in a heavy work load in the area of contract negotiations. Over 200 contracts have been negotiated and executed for the placement of youth in both Residential and Non-Residential programs. This task is in addition to review of all LEAA contracts and Delinquency Prevention Grants.

A liaison from this office with the Rate Setting Commissioner is maintained to continue the process of setting adequate rates with over 250 vendors. These vendors provide services to DYS youths and their rates have been either set or reviewed.

Also, this office is responsible for maintaining contact and attending regular meetings with the New England Correctional Coordinating Council, the National Institute of Crime and Delinquency, and the LEAA Standards and Goals Project. The Head Counsel also sits on the Shoplifting Commission of the Massachusetts Legislature.

Another major aspect of this office involves legislation. A legislative package of six bills concerned with the privacy of clients' records and personal information was created, researched and submitted to the Legislature from this office. A lobbying effort is being conducted to counteract any opposition and to enhance DYS credibility. Committee meetings are attended and testimony is given on these and other bills affecting the Department.

The proposed statutes seek to minimize the adverse consequences of public disclosures which tend to undermine the youth's chances for a positive re-entry into his community, the job market and the educational system after initial contact with the criminal justice system. The six pieces of legislation introduced are:

HOUSE 359

AN ACT TO PROTECT THE CONFIDENTIALITY OF LAW ENFORCEMENT RECORDS OF CHILDREN.

This bill would add another protective dimension to the confidentiality of juvenile records which enable children to escape the taint or stigma of previous

contact with the criminal justice system. It would serve the two-fold purpose of: 1) maintaining the permanent separation of juvenile police records of arrest under special security measures from the arrest records of adults which are presently open to public inspection: 2) segregating those law enforcement files on juveniles kept solely for the private use of law enforcement agencies, from similar files of adults; and, 3) preventing abuses in computer systems. The hands of law enforcement personnel would not be bound in performing their lawful functions because this statute continues to allow access when necessary for the discharge of their duties. Also, the records and files of youths bound over for criminal prosecution (as opposed to a delinquency complaint) would have the same status of files and records of adults. At present, some 24 states (Cf. Michael Altman, "Juvenile Information Systems: A Comparative Analysis", Juvenile Justice, Feb., 1974 p. 2ff.) in some degree control and limit access to juvenile records in the possession of the police. Therefore, it should be noted that this is not a new or experimental concept.

HOUSE 360

AN ACT TO PROHIBIT THE NEWS MEDIA FROM PUBLISHING THE NAME OR PHOTO OF A CHILD BEFORE THE COURT.

This act would prohibit the news media from identifying a child before the court on a charge of delinquency, thus furthering the policy of privacy in juvenile court-related matters. Six states (Alaska, Colorado, Georgia, Maine, Montana and South Carolina) have laws which restrain the press from publishing the names or photo of a juvenile before the courts. At present in Massachusetts there is a kind of gentlemen's agreement whereby such a policy is informally observed. Although such a de facto arrangement, relying upon good faith, has seemed to work, it is not strong enough to safeguard against potential abuses which could cause irreversible harm if violated even once. The activities of the press are not unduly restricted in extraordinary situations because the statute allows for the possibility that a court order, authorizing the dissemination of certain information, could be obtained.

HOUSE 361

AN ACT TO ESTABLISH PENALTIES FOR THE UNAUTHORIZED DISCLOSURE OF COURT RECORDS OF CHILDREN.

Only six states (Alaska, Colorado, Maine, New Mexico, South Carolina and Vermont) and the District of Columbia have established explicit criminal sanctions for the improper disclosure of juvenile record information. Existing Massachusetts law does not contain penalties of this nature. Therefore, the enactment of this bill would fill this unnecessary gap, as well as emphasizing the importance of the principle of the confidentiality of children's court records. In addition, this statute would serve as the logical counterpart to existing laws which regulate the abuses of unwarranted disclosures prevented under the criminal offender record information system.

HOUSE 362

AN ACT TO PROTECT THE CONFIDENTIALITY OF THE FINGERPRINTS AND PHOTOGRAPHS OF CHILDREN.

This act extends protection to juvenile privacy by restricting the use of and access to photographs and fingerprints of children. It attempts to incorporate the positive aspects of similar statutes in Illinois, Florida, South Carolina and Vermont. Such fingerprinting and photographs would be limited to more serious criminal investigations, i.e., those involving felonies. This restriction would prevent indiscriminate photographing and fingerprinting in misdemeanor cases which would otherwise lead to the compiling of elaborate and detailed files for even the most minor of offenses. Secondly, the distinction between adults' and childrens' files would be maintained, and such data would be kept from being stored in centralized data banks which would increase the possibility of irreversible leakages into other systems, thereby remaining on record long after an individual had been discharged from the juvenile justice system. Thirdly, the fingerprints and photographs of children who had not been found delinquent of the offense under investigation, or, who have not been admitted into pre-trial diversion programs, would be automatically destroyed. This would include the data of children who were finally discharged from the jurisdiction of the juvenile court after a specified period of time. Once again these safeguards would not be afforded to those youths who faced criminal prosecution.

HOUSE 363

AN ACT RELATING TO THE SEALING OF DELINQUENCY FILES.

This proposed bill is fundamentally the same as the existing sealing of delinquency files statute with refinements added to increase its effectiveness.

The bill would change the present law by:

- 1) Allowing representatives and advocates of the youth to petition for the sealing of juvenile files, as well as the individual himself.
- 2) Expanding notification of the sealing order to include other agencies and officials known to be in possession of such juvenile records.
- 3) Giving an applicant for employment with a sealed record the right to answer "no record" in the same manner as individuals with sealed criminal records are permitted to do under existing statutes.
- 4) Requiring written notice to children discharged from the jurisdiction of the court of their rights to the sealing of a delinquency file under this statute, thereby affirmatively calling their attention to certain rights which will make their rehabilitation into the community more of a reality.

Again, it should be noted that this bill would not change existing law, merely add technical refinement.

HOUSE 364

AN ACT RELATIVE TO THE SEALING OF CRIMINAL FILES.

This legislation was filed to correct an oversight in Chapter 276, Section 100A, the "sealing of records" statute. By amending this statute, House 364 would include court-related delinquency records and the court records of children in need of services under particular provisions of the sealing of records statute. More specifically, this amendment would allow former delinquents and children in need of services to state 'no record' on employment questionnaires where the prior requirements of the sealing statute have been fulfilled. It would thus afford equal protection to a certain class of individuals and give them the same benefits/rights which are available to those having adult criminal records.

PROGRAMS

The Department now has access to some 200 private programs which provide a wide spectrum of rehabilitative services for the 2400 youth under daily DYS supervision. Services range from short-term diagnostic and detention care to specialized programs tailored to the specific needs of certain youth. The broad service categories include residential and non-residential care, non-secure detention, foster care, the forestry camp program, and Title I.

RESIDENTIAL PROGRAMS

Even though community-based treatment programs have only recently been used on a large scale, the concept is approximately one hundred years old. Community-based prevention and treatment programs can be defined as any program that attempts to mobilize the resources of the Community in an effort to prevent and treat delinquency.

Resources are based in the community, and most of the youngster's time is spent participating in community activities and utilizing those agencies and facilities that are a part of community life.

Community-based treatment and prevention programs have become popular because research and observation have determined that institutions are artificial environments which do not provide the atmosphere where youngsters can learn to work out their problems in a realistic and socially acceptable manner.

In many instances, institutions reinforce the child's negative attitudes toward authority and make it difficult for them to deal properly with their problems. This fact coupled with the artificial atmosphere of institutions do not create a situation conducive to personal growth, rehabilitation, or increased social functioning.

The Department of Youth Services now sees the light at the beginning of the tunnel and therefore, will continue to lead in this innovative reform. At the present time some 650 youths are being serviced in residential programs.

There are presently five categories of group care being provided by the Department:

1. Residential Treatment Program - Board and social services. These services may include individual counseling, group therapy, individual psychiatric therapy, medical and dental care, family counseling, and education.

2. Group Home Program - Board and limited supportive services such as tutoring, referrals to public schools, and limited clinical treatment.
3. Specialized Boarding School Program - Board and specialized educational services for children with physical handicaps, learning disabilities, or emotional problems.
4. Boarding School Program - Board and educational services for youngsters who have not functioned well in a public school setting.
5. Residential Camp Program - Board and social service in a camp setting.

There is little long-term statistical data that exists on the effects of the reform from institutionalization to community-based treatment. However, Massachusetts juvenile institutions did not achieve their goals of reducing criminal behavior, rehabilitating the vast majority of delinquent youth, or diverting children from the juvenile justice system. The history of past failures and preliminary evidence in the new system support the direction toward community care.

As a result of this pioneering effort, community-based treatment models are now being utilized as alternatives to institutionalization in programs for the aged, alcoholic, drug addicts, emotionally disturbed patients from mental health facilities, and in adult corrections.

NON-RESIDENTIAL PROGRAMS

On May 15, 1975, former Secretary of Human Services, Peter Goldmark, in remarks directed to the Sub-Committee investigating Juvenile Delinquency (U.S. Senate), he stated, "We are in a period of movement away from institutions as our major mechanism for treating human problems. The community based treatment programs for youthful offenders is only part of a larger trend toward a greater reliance on the community as an important resource for treatment. Community based treatment can offer all the support, personal interaction, hope and diversity of life to be found". This statement embodies the Department's efforts at developing non-residential programs for its youngsters.

Operating on a principle that community involvement is essential to ameliorating juvenile delinquency, the Department of Youth Services has engendered a relationship with private social service agencies and sought their leadership in developing comprehensive non-residential treatment programs for juvenile offenders. The Department does recognize that such agencies are more knowledgeable, more suitably prepared, and have a vested interest in seeing that the quality of life is enhanced for all of the residents of their respective communities. The Department subscribes to a belief that if total reintegration of the youngster into the community is to become a reality, it is imperative that not only must a youngster prepare himself for his/her return to the community, but the community must prepare itself for the youngsters return. The Department sees no more fitting way for the community to become involved than by utilizing its resources towards the development of programs for youngsters.

With this belief in mind, the office of non-residential services sees its mandate as coordinating community efforts towards the development of new programs, and the monitoring of existing programs whose aims are to meet the psychological, emotional, and intellectual needs of youngsters.

The Department currently sponsors fifty-two (52) such programs for approximately seven hundred youngsters in its care. Recurrent throughout all of these programs is a theme of advocacy. Advocacy to the extent that each program is tailored so that it facilitates change in literally all of those aspects of a youngster's life that he finds difficult to negotiate. Among some of the more familiar areas which have posed restrictions for DYS youngsters are their families, the courts, and schools.

All non-residential programs are by definition limited to activities during the course of the day. At the culmination of a day's activities, a youngster might return to his/her own home, a foster home, and in infrequent cases, to a residential setting.

Non-Residential Services are divided into two categories ... the first consisting of day school programs which focus their attention exclusively on a youngster's learning

disabilities. The second category is more general and may include recreational programs, individual counseling, employment opportunities, volunteer services such as "Big Brother or Big Sister", or a combination of these services.

The Department of Youth Services is confident that non-residential programs sufficiently meet the needs of a significant number of youngsters. However, more attention must be paid to developing programs that are vocationally oriented. While it is clear that many youngsters have profited by the academic offering in Non-Residential settings, their attentions are now turning to vocational training. Their plea is, "We want to learn a skill before leaving the program". The Department is seeking the cooperation of the private sector in developing strategies around vocational education models. Still another thrust of Non-Residential Programs will be to prod all non-residential programs to incorporate a family counseling component. A comprehensive treatment plan for delinquent youngsters is incomplete if it does not give significant consideration to the total family unit.

In summary, the Department of Youth Services recognizes that from both a financial and program point of view, non-residential services are a sound investment. Fiscally, non-residential programs cost less than other placements. State-sponsored programs have prompted communities to take a more active role in providing services to pre-delinquent and delinquent youths. And finally, many youngsters who successfully complete non-residential programs have reversed socially unacceptable behavior and have become productive citizens.

NON - SECURE DETENTION

Detention status is the designation for youngsters who have been arrested and are awaiting court action. Detention cannot last longer than fifteen days according to statute, but judges may grant continuances which extend the detention period. An estimated 300 youth are serviced weekly in detention.

The Department is presently utilizing several detention facilities throughout the State. The non-secure units are: Camp Ousamquin (Halifax), the Brockton YMCA, Interfaith (Boston), Charlestown YMCA, Worcester YMCA, and Mentor Program (Cambridge).

In addition some 50 youth are placed in foster homes while on detention status. Examples of those agencies which provide foster service are: Center for the Study for Institutional Alternatives (Region I), Concord Family Services (Region III), Dare Foster Homes, Inc. (Region IV), New England Home for Little Wanderers (Regions V, VI, VII), United Homes of Boston (Region VI), and New Bedford Child and Family Services (Region VII).

All of these units are operating under a purchase-of-service plan. All facilities have some program components for the youngsters being detained. The quality and quantity of detention programs varies, depending partially on the kinds of youths being served and partially on the private agency or DYS staff running the program. Most units attempt to involve the family of the youngsters in counseling and plans for care. Some units have job guidance, educational, and crisis intervention components. Children may be transferred from one detention placement to another if their behavior calls for different modes of care.

FOSTER CARE

For a large number of troubled youngsters who have been committed or referred to DYS, home life has been very unsatisfactory. Home difficulties may result from temporary family problems, or from more permanent problems such as parental alcoholism, emotional conflicts between parents, poverty, etc. Consequently, foster care in supportive environment has proven to be one of the more successful placement alternatives within the Department. At this time approximately 230 youth are placed in foster homes. Currently, DYS has two types of foster care. The first, and most basic type, involves the placement of a youth in private home setting with the regional DYS staff providing limited casework services. The second type utilizes a private placement agency which also provides administrative and social services. Psychiatric therapy, counseling, or casework may be offered within this foster care context.

FORESTRY CAMP

The Homeward Bound program at the Brewster Forestry Camp has been running successfully for several years. Homeward Bound is a two-phase program which has a population averaging twenty-five boys per phase. The program lasts for two months, the first half serving as a forestry and camping orientation period. The second phase consists of a rugged outdoor experience emphasizing physical stress and endurance. The Homeward Bound experience tends to develop independence, positive peer group interaction, and more positive self-images for the participants.

Homeward Bound serves both referred and committed youngsters and is directed at children in the fourteen to seventeen age bracket. It is most successful for youngsters who have not developed habitual delinquent behavior patterns. Admission to Homeward Bound is selective and is based on the appraisal of DYS staffers as to the applicability of the program for individuals. However, no youngster is forced to participate in Homeward Bound.

TITLE I

Title I is the federally funded Elementary and Secondary School Act of 1965. The legislative intent of the Act is remediation in math and reading to educationally disadvantaged youth. By law the grant is given to DYS and is administered centrally by providing education services to approximately 30 residential sites across the state who meet the specific requirements of the granting agency, the Massachusetts Department of Education.

Since last year, several important modifications in the grant have been implemented. The Department of Youth Services has doubled its eligible sites and increased the amount of the grant. In addition, through several regional conferences with the Office of Education (HEW), the Department has been instrumental in changing the guidelines for neglected and delinquent youth. Specifically, the case has been successfully made that DYS youths are a different genre than eligible public school youths and must therefore be taught in a different manner and evaluated with different criteria. DYS youths have had extremely negative school experiences which have alien-

ated them from any type of traditional learning technique or milieu.

DYS has conducted an extensive needs assessment survey which identified four areas around which curriculum has been developed. These four areas, decision making (Moral Education), Human Relations (Sex Education and peer/authority relations), Law Education (Juvenile Justice), and vocational education are the subject of monthly workshops and in-service training for Title I teachers. In addition, because of the nature of the youths enrolled, DYS has relied heavily on a supplemental arts program which has been supplied almost totally by volunteers. The grant has been fortunate to have a poet in residence sponsored by the Massachusetts Council on Arts and Humanities. In addition, several photographers from the New England School of Photography have been volunteering their time on a regular basis at four sites. Musical groups from the New England Conservatory have also performed for honorariums at Boston sites. Finally, Dave Simon and his Guild Players have performed all over the state.

The direction of the grant both for the summer and the next school year will be far more arts-oriented. DYS has found that broadening the youths' abilities for creative expression is the most successful vehicle for increasing their communication skills and changing their negative attitudes toward learning and school.

APPENDIX

APPENDIX (A)

RESIDENTIAL PROGRAMS

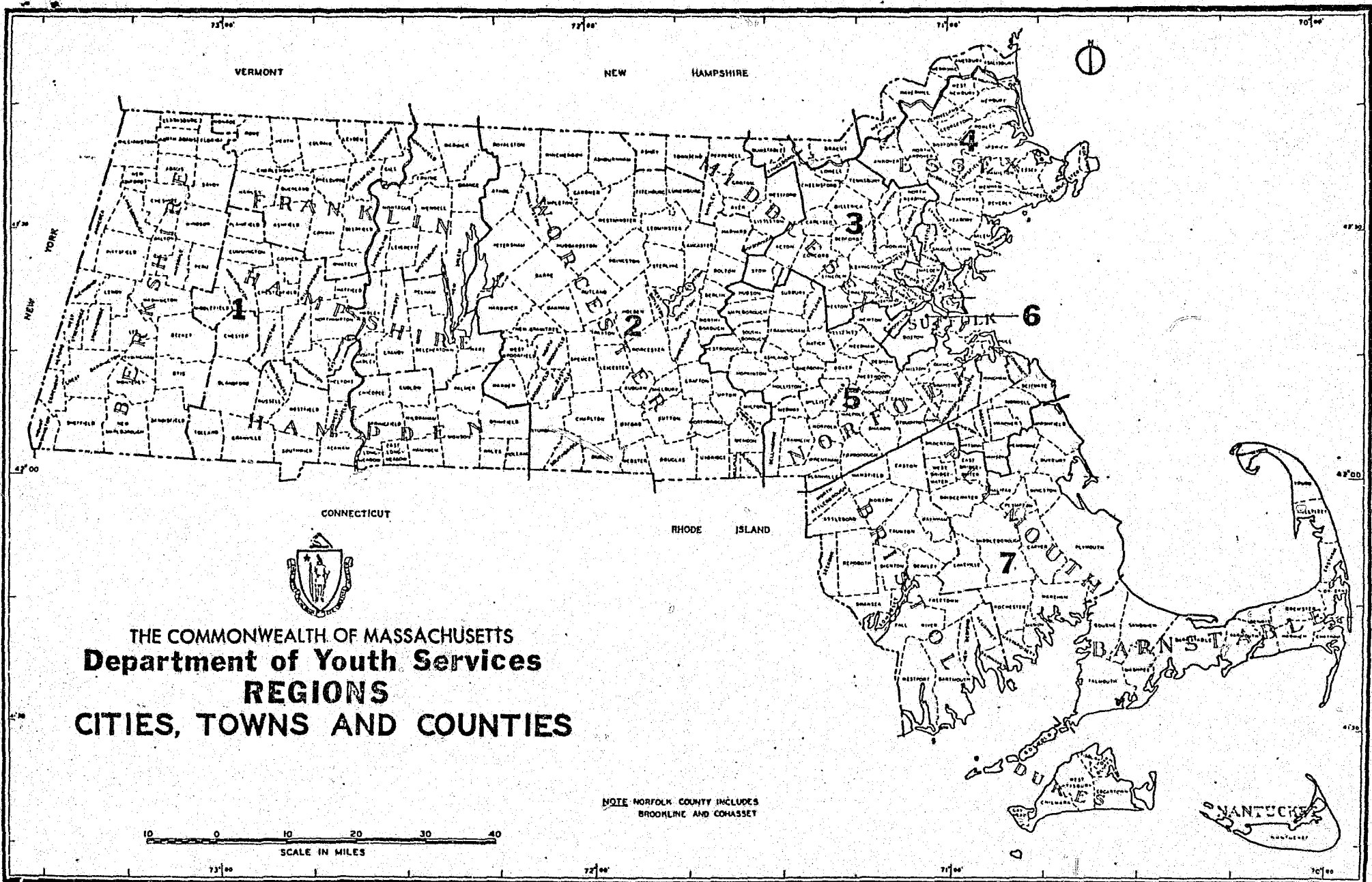
American Int. College
Anchorage
Andros
Andros (Glenn House)
Anker House
Anker House Comprehensive Aftercare
Austin Cate Academy
Avalon School
Back Bay Dorms
Baird Center
Berkshire Learning Institute
Bethany Acres
Booth Memorial
Bradley Hospital, E. Pend
Brockton Y.M.C.A.
Bubbling Brook
Cardinal Cushing School and Tr. Center
Center For Study Institutional Alternatives
Children In Crises
Charles River Academy
Charlestown Armed Services
Come Alive
Cornwall Academy
Creative Humanistics
Crises Center
Cushing Academy
Cushing Hall
Concord Family Service
Dare (Detention)
Dare Specialized Foster Care
Dare (Alpha House)
Dare (Cambridge House)
Dare (Hastings)
Dare (Hastings Annex)
Dare (Hillside)
Dare (Phelan House)
Dare (Somerville)
Dare (Terrace House)
Devereau Foundation
Downeyside, Inc.
Dublin School
Eagle Hill School
Fall River Youth Resources
Freeport, Inc.
Greater Boston Y.M.C.A. (Shelter Care)
Greater Boston Y.M.C.A. (Camp Halifax)
Guidance Camps
Guild of the Holy Child
Hampshire Country School
Harbor Schools
Harding House
Hayden Inn
Hillside School
Human Resource (Hospital)
Hurricane Island
Interfaith
Interested Neighborhood Action
Interseminarian (Project Place)

Kalevala Tutoring School
 Kennedy Action Corps
 Kinsman Hall
 Landmark School (Learning Disabilities)
 Liberty Street Associates
 Madonna Hall (Diagnostic)
 Madonna Hall
 Marathon House
 Marillac Manor
 Mass. Residential Programs
 Mass. Assoc. For Reintegration Youth (M.A.R.Y.)
 Mcauley Nazareth Home For Boys
 McLean Hospital
 Mi Casa
 Mount St. Ann
 New Bedford Residential
 New England Home For Little Wanderers
 New England Kurn Hattin Homes
 Nichols College
 Our House
 Penikese Island School
 Peter's School
 Proctor Academy
 Project Concern
 Protestant Youth Center
 Regenesiis (Elan I)
 Residential Rehab. Centers
 Rockwood Academy
 St. Andrews
 St. Ann's Home (Methuen)
 St. Anne's School
 St. Francis Homes For Boys
 St. Vincent's Home
 Salvation Army (Booth Memorial)
 Spaulding Youth Center
 Spectrum
 Stetson Home
 Stevens Home For Boys
 Stonegate School
 The Bridge
 The House
 Theta Corp
 Thompson Academy
 Transitional Alternatives
 United Homes For Children
 United Way of Central Berkshire
 University of Mass.
 Vermont Academy
 Volunteers of America
 Walker Home For Boys
 Windsor Mountain
 Woods Lane School
 Worcester Y.M.C.A.
 Xenadelphia (Hyde Park House)
 Youth Homes
 Youth Resources (Pilgrim Center)

APPENDIX (B)

NON-RESIDENTIAL PROGRAMS

American International College - World of Work
Berkshire County Neighborhood Youth Corps, Inc.
Hill, Inc.
Hilltop Children Services
Holyoke Family Service Society, Inc.
Holyoke Street School
Neighborhood Youth Corps, Hampshire, Franklin Counties
Our House, Inc.
Professional and Personal Services, Inc.
Teen Learning Center
University of Massachusetts Amherst - Juvenile Opportunities Extension Program
Community Advancement Program
Community Advancement Program (Outward Bound)
Community Advancement Program (Tracking)
Cambridge - Somerville Catholic Charities
Community Advancement Program
Community Advancement Program, Inc.
Community Advancement Program (Tracking - 2)
Community Teamwork, Inc. (Neighborhood Youth Corps)
Dynamic Action Residence Enterprise (Girls Program)
North Charles Mental Health Training and Research Foundation
Action Inc.
Catholic Family Services of Greater Lynn
Childrens, Friends and Family Services, Inc.
Choice Thru Education, Inc.
Continental Institute of Technology
Dynamic Action Residence Enterprise
East Boston Social Center, Inc.
Liberty Street Associates
Lynn Economic Opportunity Inc. (Neighborhood Youth Corp)
Northeastern Family Institute
North Shore Catholic Charities Center
Reach Out School
Continental Institute of Technology
South Middlesex Opportunity Counsel, Inc.
Walker Home For Children, Inc.
Continental Institute of Technology
Dynamic Action Residence Enterprise
Fisherman Foundation, Inc.
Greater Boston Y.M.C.A. (Roxbury)
Institute of Contemporary Art
Little House - Federated Dorchester Neighborhood Houses, Inc.
Northeastern University Community Services Practicum
Special Education Project, Inc. (C.A.P.)
The Center for Alternative Education of The University Center Inc.
The Education Collaborative for Greater Boston, Inc.
The Robert W. White School - Erich Lindemann Mental Health Center
New Bedford Child and Family Services
Project Young Pilgrim - South Shore Community Action Council, Inc.
The Intervention Association, Inc.



APPENDIX (D)

<u>REGION</u>	<u>REGIONAL DIRECTOR</u>
I	John Gallagher 1618 Main Street Springfield, Mass. 01103
II	Paul Leahy 75 B Grove Street Worcester, Mass. 01605
III	Charles Boardman 221 Baker Avenue Concord, Mass. 01742
IV	George Cashman 357 Main Street Haverhill, Mass. 01830
V	Frank Masciarelli 1073 Hancock Street Quincy, Mass. 02169
VI	Rudy Adams 14 Somerset Street Boston, Mass. 02108
VII	James McGuinness Department of Youth Services Lakeville Hospital P.O. Box 622 Lakeville, Mass. 02346

APPENDIX (E)

	<u>Committed</u>	<u>Referred</u>	<u>Detained</u>	<u>Total</u>
TOTAL # CASES	<u>1853</u>	<u>435</u>	<u>294</u>	<u>2582</u>
<hr/>				
Residential Services				
a. group care	<u>344</u>	<u>79</u>	<u>7</u>	<u>430</u>
b. foster care	<u>181</u>	<u>18</u>	<u>29</u>	<u>228</u>
TOTAL Residential Services	<u>525</u>	<u>97</u>	<u>36</u>	<u>658</u>
Non-Residential Services				
a. Home/Non-Res.Services	<u>367</u>	<u>219</u>	<u>---</u>	<u>586</u>
b. Residential Placement/ Non-Res. Services	<u>79*</u>	<u>20*</u>	<u>*</u>	<u>99*</u>
TOTAL Non-Residential Services	<u>446</u>	<u>239</u>	<u>---</u>	<u>685</u>
Parole Services	<u>763</u>	<u>---</u>	<u>---</u>	<u>763</u>
<hr/>				
TOTAL Active Cases	<u>1655</u>	<u>316</u>	<u>36</u>	<u>2007</u>
<hr/>				
Inactive Status	<u>198</u>	<u>119</u>	<u>---</u>	<u>317</u>
Detained Youth	<u>---</u>	<u>---</u>	<u>258</u>	<u>258</u>
<hr/>				
TOTAL # OF YOUTH (add numbers in boxes)	<u>1853</u>	<u>435</u>	<u>294</u>	<u>2582</u>

* Do not include in Total # of Youth; counted in Residential Services.

APPENDIX (F)

Juvenile Justice Procedure

ARREST

Police must notify the parent (s), or guardian, and a probation officer that the youth has been arrested. If none of these people can be located, the police may hold the youth. The child may be incarcerated only at a Youth Services-approved police facility, or at a detention unit operated by the Department. A youth may only be held overnight---or 48 hours on a weekend--before being arraigned in court.

ARRAIGNMENT

At arraignment, the judge may:

1. Send the youth home on personal recognizance
2. Levy bail if the charge is serious, or if the home environment is undesirable
3. Remand the youth to the Youth Services Department in lieu of bail.

DETENTION

If bail is levied, or if the youth is remanded to the Department, the DYS Regional Director and the clinical staff together determine the type of detention placement suitable for the child. Options include detention in a security facility or shelter care unit, or placement in a temporary foster home. A court hearing must then be held

COURT HEARING

At the court hearing, the judge may:

1. Find the youth innocent
2. Dismiss the case because of lack of evidence, or because faulty evidence has been obtained
3. Issue a continuance without a finding of guilt or innocence.

APPENDIX (F) (cont'd)

4. Refer the youth to DYS-funded placement for treatment if the youngster, parents, attorney, and judge agree to the referral
5. Adjudicate the youngster delinquent and hold him for disposition (At disposition, he may be referred to DYS, committed to the Department or placed on probation)
6. Bind a child over to Superior Court (if the child is between 14 and 17 years of age) to face possible adult criminal prosecution

REFERRAL

During the detention period, or prior to final disposition, the feasibility of various placements is considered by both the probation staff and the Regional Office staff. If referral is considered best for the boy, a placement is secured. While in the placement, responsibility for the child's supervision lies exclusively with the probation staff from the court. Aftercare plans for the child are also the responsibility of the probation staff. In referral cases, DYS acts strictly as a funding agent.

COMMITMENT

Once a child has been committed by the judge, the responsibility for placement lies solely with the Department of Youth Services. Placement is determined only after the Regional Office studies the child's background, school records, family life, and police record. Once placement has been secured, the Regional Office is responsible for monitoring the youth's progress. The Regional Office is also responsible for the development of plans for the youngster upon his leaving the placement. The child remains under the supervision of the Department until formally discharged.

END