

68435

GROUP HOMES IN CONNECTICUT

An Evaluation

CONNECTICUT DEPARTMENT OF CHILDREN AND YOUTH SERVICES

1975

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CHAPTER I

INTRODUCTION

Problem Statement

The Juvenile Court of the State of Connecticut has jurisdiction in all cases involving persons under the age of 16. Among the dispositions available to the Court is commitment to the Connecticut Department of Children and Youth Services (DCYS). This disposition usually involves incarceration and is used relatively infrequently (see Display 1.1).

DISPLAY 1.1

PERCENTAGES OF CASES RESULTING IN COMMITMENT TO DCYS

Delinquency Cases

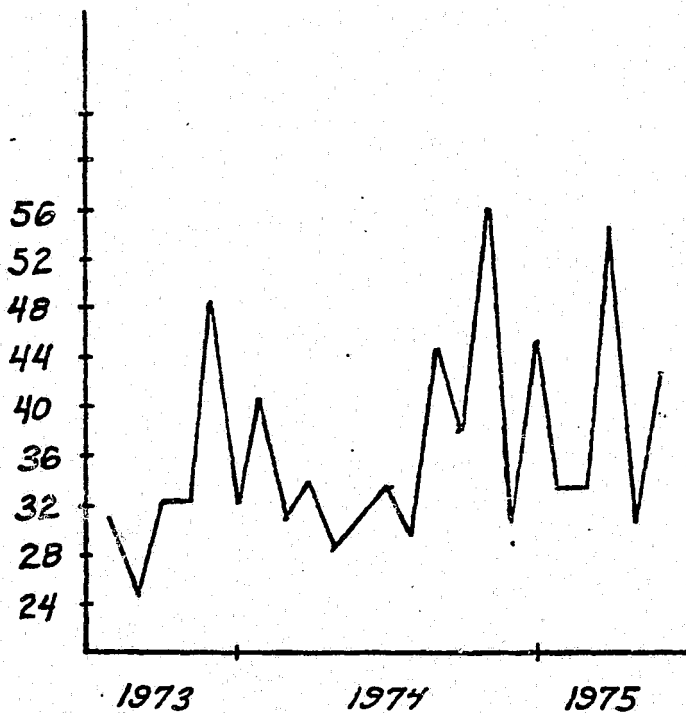
	<u>Adjudicated Delinquent</u>	<u>Committed to DCYS</u>
1968	12%	2.5%*
1969	11%	2.5%
1970	14%	2.4%
1971	14%	2.1%
1972	17%	3.2%

*Committed to Long Lane or Connecticut School for Boys

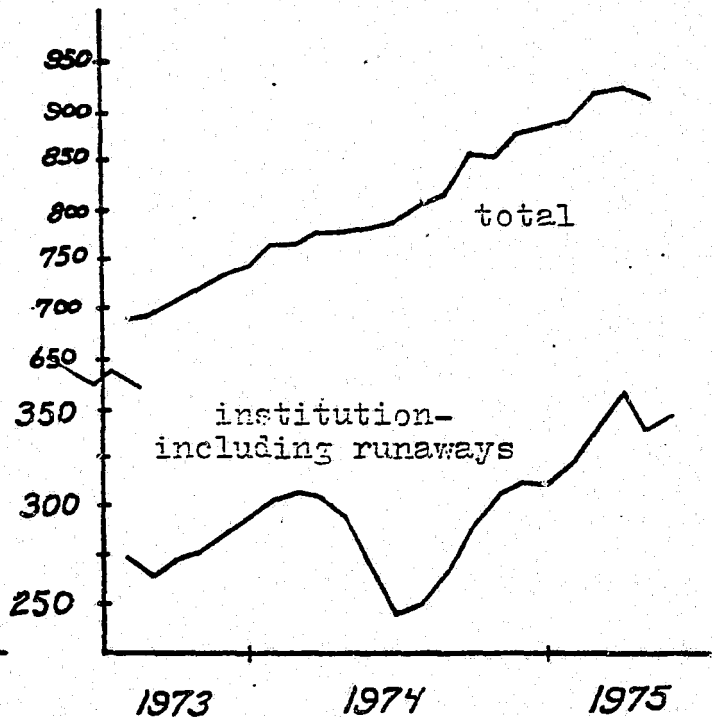
While the percentage of cases which result in commitment to DCYS may be quite small, the number of juveniles involved is viewed by many concerned persons as substantial (see Displays 1.2 and 1.3). Youngsters committed to DCYS may be incarcerated, placed in the community, or terminated from commitment at the discretion of DCYS.

DISPLAY 1.2

COMMITMENTS TO DCYS



DISPLAY 1.3

JUVENILES IN CARE AND
CUSTODY OF DCYS

Reflecting a concern for the potential psychological and physical damage a juvenile may suffer while incarcerated, the Connecticut Planning Committee on Criminal Administration (the

State agency responsible for allocating federal/LEAA funds) has generously funded programs designed to provide alternatives to incarceration. The fact that CPCCA's budget allocation for "youth crime and delinquency" programs is well above the national average demonstrates a concern for the problems of dealing with juvenile offenders. The nature of this concern is further indicated by CPCCA's stated goal of "deinstitutionalization," and funding of related programs.

The major expenditure of funds directed toward deinstitutionalization has been in the area of "group homes" (see Display 1.4). Note that in fiscal 1972/73 funds were first allocated to the "Central Group Home Coordinating Unit." This unit was established as part of DCYS to ensure that the group homes would be used as they were intended. The need for the Group Home Coordinating Unit (GHCU) was justified by the fact that the group homes were not being regularly used to provide placement and treatment for DCYS youths but, rather, were providing placement for other youngsters. In June, 1973, for example, after CPCCA had awarded nearly \$800,000 to group homes, only 14 of the 100 available positions were occupied by youngsters under the care and custody of DCYS. The Group Home Coordinating Unit became operational in February, 1973, when its current Director was hired. A clear and dominant mandate of the GHCU is movement toward deinstitutionalization through development, coordination, and

DISPLAY 1.4

SUMMARY OF CPCCA ALLOCATIONS FOR GROUP HOMES

	<u>69/70</u>	<u>70/71</u>	<u>71/72</u>	<u>72/73</u>	<u>73/74</u>	<u>74/75</u>	<u>75/76</u>
Direct to Group Homes	\$30,000	\$255,994	\$279,488	\$539,274	\$113,000		
Group Home Unit				\$ 35,000	\$ 59,433	\$ 59,808	\$ 54,922
To Group Homes Through Group Home Unit					\$515,567	\$620,192	\$625,078

utilization of community-based group homes (residential facilities).

A portion of the CPCCA grant for the establishment of the GHCU was designated for evaluation of both the Unit and the homes it supported. The major portion of the evaluation money was awarded to the National Council on Crime and Delinquency (NCCD). While the NCCD study does deal with standards, guidelines, and legal considerations for the operation and establishment of group homes, it does not address several areas essential to a comprehensive evaluation of the group home "system" in Connecticut. It is the goal of this report to supplement the NCCD document by describing the existing situation, evaluating the modes of operation and effectiveness of the GHCU, and related entities, and suggesting new or revised procedures and techniques.

Summary of Activities and Goals

The contract for the evaluation described herein was awarded on the basis of competitive proposals from several individuals and organizations. After selection of the Study Director's proposal, meetings were held to clarify and finalize the contractually required activities to be performed. A summary of these activities is included at this point to provide the reader with a frame of reference for the material in the following chapters. Each of the five major study areas is summarized below.

1. System Model of the Juvenile Justice System - this area includes a preliminary exploration of the entire system, including DCYS, the GHCU, the group homes, and other related agencies.
2. Juvenile Justice System Goals - this area involves delineation and assessment of the goals and objectives of the agencies and organizations interacting with DCYS, with special emphasis on conflicts.
3. Group Home Coordinating Unit - within the systems context developed in areas 1 and 2, this area includes an analysis and evaluation of management, organizational and procedural activities for the GHCU.
4. Group Homes - this area involves individual analysis and evaluation of the group homes, as well as an examination of the problems common to all group homes.
5. Measurement Techniques - this area includes a search for psychological and behavioral measurements that might be used to monitor change in individual juveniles, as well as in placement decisions.

In addition to the study areas included in the contract, extensive work was done in the legal analysis of the legislation relating to DCYS, including a review of recent court decisions that may affect future DCYS operations. The latter

review includes such considerations as "children's rights," "right to treatment," and "right to due process." Finally, the DCYS organizational structure, in which the GHCU operates, was examined more extensively than originally intended. This was necessary to better understand and evaluate the operation of the GHCU itself.

Summary of Results

The Group Home Coordinating Unit can be evaluated in two distinct ways. If it is assessed by its success in achieving "deinstitutionalization," one of its key mandates, it must be judged a failure. If, on the other hand, it is judged by how well it performed the specific activities assigned to it, it may be viewed as moderately successful. Although the Unit definitely increased the number of DCYS youngsters residing in group homes, the population of the institutions continued to rise. This must be viewed as a failure of the underlying theory and not of the Unit. The effectiveness of the Unit in performing its routine activities was clearly diminished by organizational problems within DCYS.

The group homes themselves appear to have improved their performance during the past two years, partly as a result of the efforts of the Group Home Unit. There is a great diversity in the performance of the homes, some being professionally run and effective and others being disorganized and of questionable value. It is difficult to objectively evaluate

the homes due to a lack of uniform data. A future task of the Group Home Unit should be to mandate information collection and reporting systems. The greatest weakness of the homes is the apparent absence of an established program. Efforts are being made to resolve this problem.

The Group Home Unit and the group homes are operating in an environment that is clearly not conducive to effective treatment of youngsters. Organizational, management, and personnel problems within DCYS have often made cooperation and improvement impossible.

Serious problems for both DCYS and the group homes may be anticipated as a result of the legislation relating to DCYS, and the procedures currently being employed. Nationally, youth-treating agencies are being subjected to legal action in the areas of "juveniles' rights," "right to treatment," and allegations of violations of constitutional guarantees.

CHAPTER 2

DCYS IN THE JUVENILE JUSTICE SYSTEM

Legal Powers and Duties of DCYS

The Connecticut Department of Children and Youth Services is a relatively new agency, having been formed in 1969. There are, however, numerous legislative enactments relating to it. In order to bring some order to the often-confusing legal powers and duties of DCYS, the major pieces of legislation are briefly summarized below.

The powers and duties of the Department of Children and Youth Services may be found in several Public Acts and one Special Act of the state legislature, beginning with Public Act 69-664, "an Act concerning the creation of a Department of Children and Youth Services," and including the following additional legislative enactments:

Public Act 72-127, "An Act to grant full rights and privileges to 18 year olds."

Public Act 72-235, "An Act concerning the termination of the Connecticut School for Boys."

Public Act 73-49, "An Act concerning the granting of powers to the Commissioner of Children and Youth Services to place children in his custody, over 14, on vocational parole."

Public Act 73-62, "An Act concerning the licensing of boarding homes for children."

Public Act 73-69, "An Act concerning the granting of powers of the Commissioner of Children and Youth Services to place voluntarily admitted children and youth in residential facilities under contract with or otherwise available to the Department."

Public Act 73-552, "An Act concerning transfers of persons from the Connecticut School for Boys or Long Lane School."

Public Act 74-164, "An Act concerning adoption."

Public Act 74-251, "An Act transferring children's protective services from welfare departments to Department of Children and Youth Services."

Public Act 74-268, "An Act clarifying the right of the Commissioner of Children and Youth Services to parole and revoke parole of children and youth committed to him by the juvenile court."

Special Act 74-52, "An Act establishing a commission to further study and report on the transfer of psychiatric and other related services for children under the age of 18 from the Department of Mental Health to the Department of Children and Youth Services."

Much of this material has been recodified in Chapter 410 of the Connecticut General Statutes, Sections 17-410-423. Some of the above mentioned Public Acts and Special Acts are incorporated in other sections of the General Statutes. The 1974 Public Acts, including that transferring Children's protective services from the Welfare Department to the Department of Children and Youth Services will presumably be reflected in the 1974 supplement to the General Statutes.

The following is a summary of the powers and duties of the Department of Children and Youth Services, as reflected

in Chapter 410 (Sections 17-410-423) of the Connecticut General Statutes:

Section 17-410. Definitions.

Section 17-411. DCYS is a single-budgeted agency consisting of a Council on Children and Youth Services, a Long Lane School, the Connecticut School for Boys, and such other institutions, facilities and divisions as the Department shall hereafter establish.

Section 17-412. Powers and Duties. DCYS shall create operate and administer a comprehensive and integrated statewide program of services for children and youth whose behavior does not conform to the law or to acceptable community standards. . . establish or contract for the use of facilities for diagnosing, evaluating, disciplining, rehabilitating, treating and caring for children and youth. . . provide a flexible and creative program for the placement, care and treatment of children committed by juvenile court, youth transferred by the Department of Corrections, and voluntary admittees. . . administer Connecticut School for Boys, Long Lane, and other institutions and facilities. . . encourage development of programs and facilities by municipalities or community groups. . . develop a comprehensive program of prevention of delinquency and diagnoses, treatment, rehabilitation and special care for children and youth in need of assistance.

Section 17-413. Composition of Advisory Council. Terms of Office. Meetings. Quorum. "The Council shall recommend to the Governor and to the General Assembly such legislation as will improve the services for children and youth in the state."

Section 17-414. Appointment of Commissioner.

Section 17-415. Powers and Duties of Commissioner:

- (a) administer, coordinate, direct department;
- (b) adopt and enforce regulations;
- (c) responsibility for overall supervision of all institutions, facilities, divisions and activities;
- (d) establish rules for internal operation;
- (e) establish facilities, develop programs and administer services;
- (f) contract for facilities, services and programs;
- (g) establish incentive-paid work programs for children and youth and rates of pay;
- (h) undertake or contract for research and develop programs;
- (i) collect, interpret and publish

statistics; (j) conduct studies and evaluations; (k) stimulate research by public and private agencies and institutions of higher learning; (l) establish staff training development and education programs; (m) appoint professional, technical, and other personnel; (n) coordinate with other state, municipal and private agencies; (o) provide chaplain services; (p) act as administrator of the interstate compact on juveniles when so designated by the governor; (q) if he finds that a child in his custody, 14 or older, cannot benefit from continued school education and may be employed for part or full-time at some useful occupation, place him on vocational parole or have such other powers and duties as are necessary to administer the Department.

Section 17-416. The Commissioner shall establish divisions, including but not limited to the following: (a) a division of evaluation and placement; (b) a division of institutions and facilities; (c) a division of community services.

Section 17-417. The Commissioner shall appoint, after consultation with the council, and may remove in a like manner, a deputy commissioner, division heads and institution administrative heads.

Section 17-418. Any child committed to DCYS by juvenile court shall be deemed in custody of the Commissioner, who shall pay for support and maintenance of any child in residence or in transit and who may pay for any other child in his custody. If a child is in the custody of both DCYS and the Welfare Commissioner, the latter shall pay when he is living in other than DCYS facilities. Commissioner or designee has authority to authorize medical treatment, including surgery, to insure good health or life of the child when deemed in the best interests of the child. Similar standard for dental care. Upon such authorization, the Commissioner shall exercise due diligence to inform parents or guardian prior to taking such action, and in all cases shall send notice to the parents or guardian by letter to the last known address informing them of the actions taken, their necessity, and the outcome. Failure to so notify does not affect the validity of the authorization. At the request of juvenile court, the Commissioner shall prepare and transmit reports on any committed child. Commissioner may petition juvenile court for extension of commitments not more than sixty nor less than thirty days prior to expiration of original commitment. Commissioner or Board of Review may terminate commitment without further action by juvenile court at any time if in the best interests of the child.

Section 17-419. Commissioner may admit, on a voluntary basis, any child or youth who could benefit from services offered in residential facilities available to departments. Community services may be offered to children or youths not committed or voluntarily admitted. Procedure for voluntary admission. Person voluntarily admitted deemed to be within care of the Commissioner until such admission is terminated; shall be for not more than 2 years and may be extended for not more than an additional 2 years upon written request of parent or guardian or person himself if 14 or over. Voluntary admittees may be placed in any facility except Long Lane and Connecticut School for Boys. Commissioner may terminate voluntary admission after reasonable notice in writing to parent or guardian or person himself if 14 or over. Commissioner shall terminate voluntary admission within 30 days after receipt of written request from parent or guardian or person himself if 14 or over.

Section 17-420. When in the best interests of the person, Commissioner or designee may transfer to any institution, etc., available to the Department, public or private, within or without the state. Provided, no voluntary admittees may be transferred to Long Lane or Connecticut School for Boys, no transfer to Department of Mental Health or Corrections except as authorized by Section 18-87 or court ordered (or 30 day commitment upon certification by a psychiatrist with concurrence of superintendent of receiving institution). Transfer of person 14 or older deemed dangerous to himself or others and who cannot be safely held at Connecticut School for Boys or Long Lane to Department of Corrections after juvenile hearing (if female, to Niantic; if male, to Cheshire). Juvenile court shall make such determination within three days of hearing, and shall review transfer every six months thereafter. No extension of thirty day commitment to mental health department except court ordered after hearing.

Section 17-420(a). Anyone transferred to Cheshire under 17-420 is deemed under the jurisdiction of the Department of Corrections, except that DCYS retains power to remove him or terminate the commitments.

Section 17-421. Commissioner or designee shall review each placement at least every six months. There shall be a Board of Review to review the Commissioner's review. Any parent or guardian or the person himself if 14 or over, aggrieved by the Commissioner's decision, may apply in writing to the chairman of the Board of Review for a hearing to be held not more than thirty days after receipt. After hearing,

Board shall promptly determine whether person shall be continued in placement, transferred, or have commitment terminated. Commissioner shall promptly effectuate determination of Board, but shall retain power to transfer under Section 17-421.

Section 17-422. Authority to receive grants or gifts.

Section 17-423. Commissioner may terminate operation of Connecticut School for Boys if it is his opinion that Long Lane or other institutions provide adequate facilities.

Additional powers and duties of DCYS are found in other sections of the General Statutes as amended by the above mentioned Public Acts.

Section 17-68 of the General Statutes was amended by Public Act 69-664 so that the juvenile court, if it finds that its probation services are inadequate, may commit to DCYS. The results of investigations pursuant to Section 17-66 are to be made available to DCYS, and the court may request progress reports from DCYS.

Section 17-69 was amended by Public Act 69-664 so as to read that juvenile court commitments to DCYS are to be indeterminate up to a two year maximum unless extended as provided: DCYS may petition the court for an extension on grounds of "the best interests of the child." The additional commitment may be for no more than two years.

Additional provisions of Public Act 69-664 made the Commissioner of DCYS a "department head" within the meaning of Section 4-5 and repealed a number of additional statutes, to wit: Sections 10-14b, c, d; 17-369, 370, 371, 373-8, 402-407; 18-77.

Public Act 73-62 provides that children's homes must be licensed either by the welfare department or DCYS, except when child is placed there by an agency holding such a license. The Act describes the application procedure.

Each department is authorized to fix the maximum number of children per home. (N.B. children only, not youths.)

Provision for annual report by licensee. Each commissioner is to investigate the application for a license made to him at no expense to licensee. Shall give notice to selectman of town ten days in advance in writing. No notice is required in the case of a corporation incorporated for the purpose of caring for or placing children. The license is to specify whether child placing or child caring, and the number of children. It is valid for 12 months and renewable for an additional 12 months at a time. Provision is made for periodic inspection, and the Commissioner shall visit and consult with each child and licensee as he sees fit, but at intervals of no more than 90 days. Provision for annual report. Revocation of license after notice and opportunity for a hearing, with appeal to the Court of Common Pleas.

Public Act 74-268 authorized Commissioner or designee to place person on parole under such terms and conditions as he deems in person's best interest and authorizes to revoke parole and return person to custody when in Commissioner's opinion it is in the person's best interest. (N.B. hearing not

mandated.) Persons committed to custody shall remain in custody until it expires or is terminated by court order (or department). Escapees or parole violators may be returned to custody, with Commissioner's request, sufficient warrant for arrest and return.

Subsequent to Public Act 69-664, the major piece of legislation conferring powers and duties on the Department of Children and Youth Services was Public Act 74-251, "An Act transferring children's protective services from Welfare Department to Department of Children and Youth Services." Under this Act, the Welfare Department may contract with DCYS for performance of functions currently given to Welfare Department under titles 4, 10, 12, 14, 17, 18, 45 and 54, including licensing, giving DCYS authority to exercise powers which welfare has under those titles. Effective April 1st 1975, DCYS assumes guardianship from welfare over children who are wards of the state or committed to the state or the Commissioner of Welfare. (See Section 17-32a) DCYS thereafter has all responsibility and liabilities for such children, except as may be inconsistent with titles IV-A and B of the Social Security Act dealing with Federal reimbursement for state expenditures for children. There are additional provisions regarding the disposition of the estate of a committed child and the form for commitment papers. In criminal cases under sections 53-20 and 21 of the General Statutes (child

abuse) or in homicide, assault and sex offenses in which a minor is the victim, the judge may order DCYS to assume custody of the allegedly abused child.

If so designated by the Welfare Commissioner, the Commissioner of DCYS shall receive reports of venereal disease exams conducted on minors not more than 12 years of age. (Section 19-89a)

Section 17-39 was amended so that the Commissioner of DCYS, in the case of a committed child whose mental or physical condition or a behavioral problem prevented satisfactory care in a foster home, may petition the committing court to recommit the child to a suitable childcaring institution.

There are a number of administrative amendments contained in Public Act 74-251, including those relating to disposition of earnings of a child committed for more than three years preceding the child's 18th birthday (Section 17-43); the keeping of military service records of the parent or parents of committed children (Section 17-45); appointment of the Commissioner as guardian ad litem (Sections 45-45 and 54-199); and others of lesser importance (see subsection d of Section 17-70, Section 70-70a, 17-81d and 17-319).

Subsection (a) of section 17-62 was amended so that the Commissioner of DCYS, after April 1, 1975, may file neglect petitions in juvenile court. Also after April 1, 1975, the juvenile court may commit a child found to be neglected to

the Commissioner of DCYS who shall be his guardian, and who may place such child in a suitable foster home or with a blood relative or licensed childcaring institution or accredited, licensed, or approved childcaring agency, or receiving home.

No later than April 1, 1975, the Commissioner of DCYS shall have full authority previously delegated to the Welfare Commissioner in the area of adoption of children, including, but not limited to, authority to license or approve agencies under Sections 17-48, 17-49, 17-49a, 17-50 of the General Statutes, and to act as a statutory parent.

Special Act 74-52 establishes a "Commission to Further Study and Report on the Transfer of Psychiatric and Other Related Services for Children Under the Age of 18 from the Department of Mental Health to the Department of Children and Youth Services," of which the Commissioner of DCYS shall be a member. The Commission is charged with the task of recommending a plan for the transfer of such services on or before February 1, 1975. On approval by the governor and general assembly, the plan is to be implemented by July 1, 1975.

DCYS in the Justice System

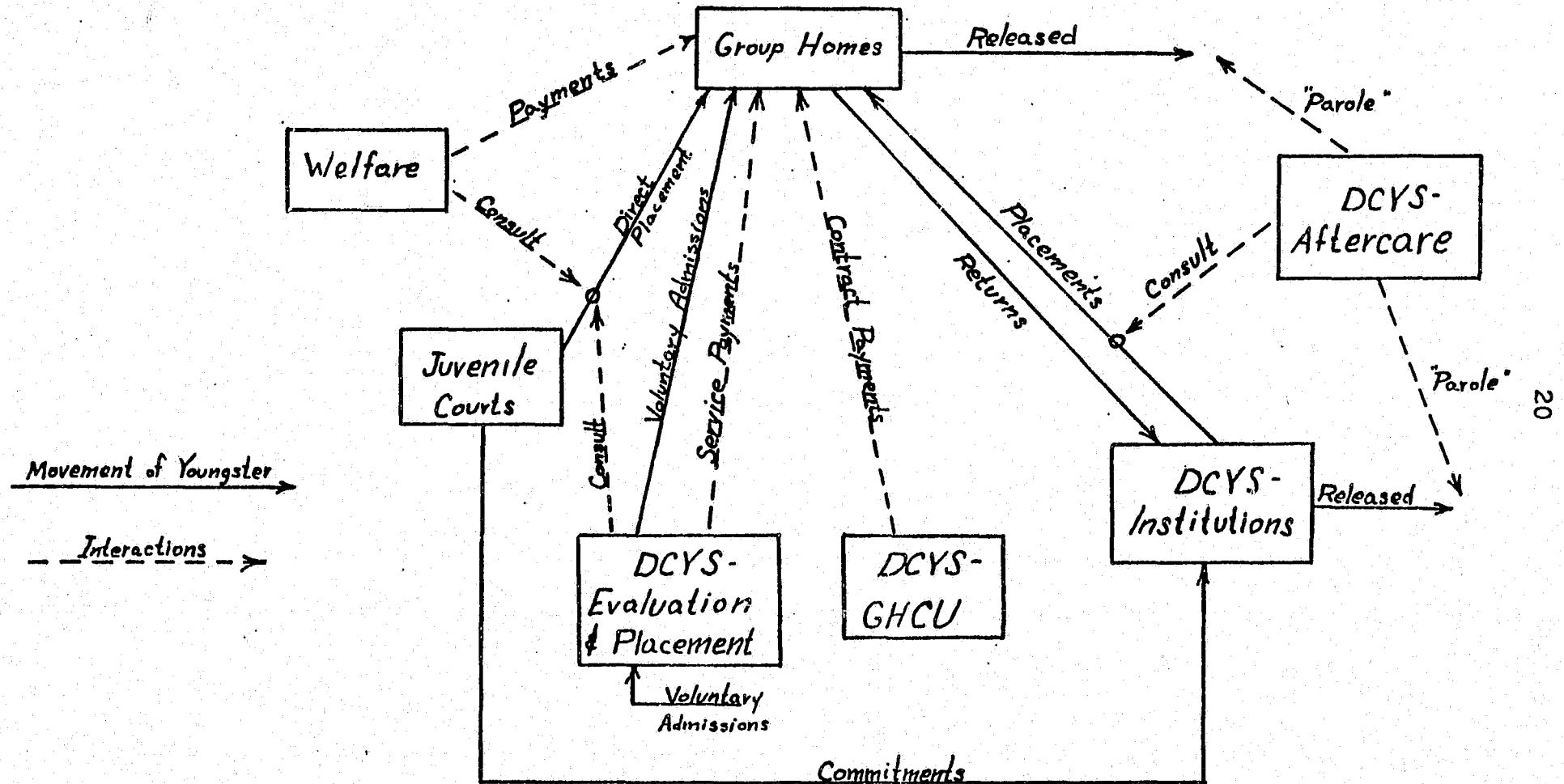
To understand the operations and problems of the Group Home Coordinating Unit (the subject of this evaluation) it

is essential to examine the primary functional activities of DCYS as an integral part of the Juvenile Justice System. The flow chart in Display 2.1 illustrates the primary movements of youngsters, information, and resources within the system, especially as they relate to group homes. Several important activities illustrated in Display 2.1 influence the effectiveness of both the GHCU and the group homes. These activities are described briefly in the following paragraphs.

Commitment by the Court - Typically, the juvenile court commits a child to DCYS, after adjudicating him delinquent, and transports him to a DCYS institution. In recent years, a practice has evolved wherein the court occasionally commits a child to DCYS, but directly places him in a group home (at the expense of DCYS). In certain cases, the court places youngsters in group homes at the expense of the Welfare Department. It is not always clear who should pay for direct placements, and the DCYS Division of Evaluation and Placement engages in "negotiations" with the courts and Welfare to determine funding responsibility.

Aftercare Supervision - The Aftercare Services Unit is one of three agencies composing the Institutions and Facilities Division of DCYS. This Unit is, at least nominally, involved with a child committed to DCYS in most phases of his contact with the Department. The Unit provides consultation and information to the court, assists the institutional staff in

DISPLAY 2.1
SYSTEM FLOW MODEL - GROUP HOMES



decisions regarding community placement, maintains contact with the youngster's family, "supervises" youngsters who have been released from an institution prior to the termination of their commitment, and maintains contact with committed youngsters who are residing in group homes. All of these services are the responsibility of a relatively small staff.

Group Home Coordinating Unit Operations - The GHCU is responsible for encouraging the development and proper utilization of group homes. Part of the responsibility of this Unit is the allocation and dispensation of federal funds designated for support of group homes. This money is independent of per diem fees paid by the Division of Evaluation and Placement, but is dependent on the group homes' maintenance of a contractually specified number of DCYS youngsters in residence. In addition to the provision of funds, the GHCU assists the group homes with fiscal and administrative problems.

Group Home Decisions - The individual group homes are involved in the placement decision, often talking with the youngster and staff members at the institution. Additionally, youngsters are often sent from the institution to a group home for a "pre-release visit," during which the youngster and the group home residents and staff can consider the appropriateness of the proposed placement. Following acceptance of a DCYS youngster, the group home staff is involved (along with the Aftercare Unit) in decisions concerning the return of the

child to his home, or to the institution if his behavior warrants it.

The descriptions provided above are, in some cases, idealistic. The descriptions were presented to clarify Display 2.1, and to provide the reader with a better understanding of some problem areas which will be discussed later.

Goals and Objectives in the Justice System

The major participants in the system presented in Display 2.1 are bound together, truly, only by the youngsters who pass among them. On the basis of interviews and analysis of these agencies, individual divisions of DCYS, and their interactions, a set of goals and objectives has been compiled. Examination of Display 2.2 should reveal the source of several potential conflicts.

DISPLAY 2.2

GOALS AND OBJECTIVES

Police:	Crime Prevention; Public Protection; "Clearance-by-Arrest" Rate; Positive Public Opinion.
Juvenile Courts:	Determination of Guilt/Innocence; Provision of "Appropriate" Treatment; Public Protection; Positive Public Opinion; Conserve Resources.
DCYS - Evaluation & Placement:	Diversion of Youngsters from Institutions; Conservation of DCYS Resources; Provision of "Appropriate" Treatment.
DCYS - Institutions:	Security/Public Protection; Positive Public Opinion; "Treatment/Rehabilitation."

Aftercare Unit:	Crime Prevention; Diversion of Youngsters from Institutions; Conservation of Resources; "Treatment."
Group Home Coordinating Unit:	"Treatment/Rehabilitation"; Coordination of Services; Research; Diversion of Youngsters from Institutions.

Two very interesting problems arise from the sets of goals and objectives compiled in Display 2.2. First, the obvious conflict of public protection/security vs. treatment/rehabilitation occurs both between DCYS and external agencies, and within DCYS. This conflict results from the fact that many individuals and agencies operate under the assumption that the protection of society (and punishment of offenders) is of paramount importance, while other agencies view the juvenile as the key object of concern, and see incarceration as generally dysfunctional. Consequently, police and courts complain that juveniles committed to DCYS "...are back in town before the officer who took them to Long Lane has returned himself." At the same time, treatment-oriented staff of DCYS complain that many youngsters committed by the courts are no threat to society and can only be damaged by incarceration.

Additional conflicts arise within DCYS due to financial and political concerns. There is strong pressure to keep the population of Long Lane below 150, partly as the result of an agreement made with the town of Middletown when most of the residents of the Connecticut School for Boys were brought to Long Lane (the present population is in excess of

200). This pressure results in attempts to provide community placements for youngsters at Long Lane, immediately conflicting with the desires of the courts, police, and security-oriented individuals at DCYS. At the same time, the claim is made by the group homes (and denied by most Long Lane staff) that difficult youngsters are sent to group homes while "easier" cases are retained at Long Lane.

A final, serious, complication arises from the universal underlying goal of conserving resources. The direct placement alternative, in which DCYS or Welfare pays for placement of youngsters sent from court directly to group homes, provides the judges with the long-sought "intermediate" disposition at no cost to the court. Although it has not yet been proven, the evidence indicates that some judges are using the direct placement disposition for youngsters who would have previously been placed on probation, rather than for those who would have been sent to Long Lane. Thus, group home capacity and DCYS resources are being controlled by the courts, and youngsters who "fail" in direct placement are sent from the group homes to Long Lane, while direct commitment to Long Lane is also increasing.

Suggestions

While not directly related to the specific topic of this evaluation, a series of suggestions that have emerged from the preliminary analysis of the entire system would be in order:

1. DCYS should attempt to coordinate closely and regularly with the courts and police.
2. Direct placements by the court at the expense of DCYS should be eliminated; and at the same time, procedures should be established to revitalize the "revolving-door" policy whereby a youngster can be quickly placed in the community (at the discretion of DCYS).
3. A unified set of goals for DCYS should be established, and resource allocations should reflect these goals.

Potential Legal Problems

The statutory material relating to DCYS suggests several possible legal problems. In this section, five such issues of greatest potential significance to DCYS are outlined. These summaries are not intended as full expositions on the state of the law regarding these issues, but rather as observations and suggestions regarding the origins, dimensions and implications of each issue.

There is some question about the wording of Connecticut General Statutes, Section 17-421, regarding procedures of the Board of Review in cases of persons aggrieved by decisions following the Commissioner's review of their placements. Among the powers granted to this board is authority to continue the placement, transfer, or terminate the commitment

entirely. The statute provides that "The Commissioner shall promptly effectuate the determination of the Board." However, the next sentence reads, "Subsequent to action by the Board of Review, the Commissioner shall retain his powers to transfer such child or youth under the provisions of Section 17-421." Presumably, this provision was not intended to permit the Commissioner essentially to veto a decision of the Board of Review to terminate a commitment by transferring him to some other institution "subsequent to action by the Board of Review." Nevertheless, that inference may be permissible given the Statute's present wording. It should be amended. (Note: The reference to Section 17-421 is probably in error and should read Section 17-420.)

Connecticut General Statutes, Section 17-69, as amended by Public Act 69-664, provides for commitments to the Commissioner of DCYS for an indeterminate time up to a maximum of two years with the possibility of a court ordered extension of the commitment for an additional period of two years. This provision is likely to be violative of the due process clause of the 5th and 14th Amendments to the United States Constitution if it is employed to impose a longer sentence than the person could have received had he been convicted of the same offense in an adult court.

This Constitutional argument has been employed successfully in the case of an individual sentenced to an indefinite

term at Cheshire and detained beyond the maximum time authorized for the offense by statute. Bolling v. Manson, 345 F. Supp. 48. While the United States Supreme Court has somewhat slowed the expansion of rights accorded to juveniles in juvenile proceedings, McKiever v. Pennsylvania, 403 U.S. 528 (1971), there is strong reason to believe that the commitment of juveniles for delinquent conduct beyond the maximum term authorized by the Statute, the violation of which formed the basis of the delinquency allegation, would be held unconstitutional. See, e.g., In Re Gault, 387 U.S. 1 (1967), In Re Winship, 397 U.S. 358 (1970). Such a statute, however, is probably not invalid on its face, but only when applied to impose a greater period of confinement than the underlying criminal statute would authorize.

There may be similar due process problems with Public Act 74-268, authorizing the granting of parole under terms and conditions which the Commissioner of DCYS deems to be in the best interest of the committed person. The Public Act also authorizes the Commissioner to revoke parole and return the person to custody when "in the Commissioner's opinion, it is in the person's best interest." There has been a dramatic increase in parole litigation in recent years, and the trend of court decisions on the subject has been toward applying due process safeguards to parole procedures. See e.g., Morrissey v. Brewer, 408 U.S. 471 (1972); Gagnon v. Scarpelli,

411 U.S. 778 (1973); U.S. ex rel. Boy v. Connecticut State Board of Parole, 433 F.2d 1079 (Second Circuit). The Connecticut courts thus far have not been as liberal in extending due process requirements to parole. See e.g., Strain v. Warden, 27 Conn. Supp. 439 (1968); Rose v. Nickson, 29 Conn. Supp. 102 (1970). The Connecticut Supreme Court, however, has yet to rule on these issues. The lack of any provision for a hearing prior to revocation of parole is almost certainly unconstitutional.

Parole is but one example of the powers delegated to the Commissioner of DCYS to which due process safeguards may attach. Decisions regarding transfer, review of commitment, discipline, etc., to the extent that they have the potential of depriving a person of his or her liberty, may be such as to require that the individual receive basic due process rights, such as the right to representation by an attorney, the right to confront witnesses, etc.

Perhaps the most significant legal issue of which DCYS should be aware is the emergence of the "right to treatment suit" as a method of assuring that a juvenile or youth facility is making the best effort possible to attain the goal of preparing the committed person to become a well-adjusted, functioning, normal member of society. In Nelson v. Heyne, 491 F.2d 352 (7th Cir.), the Court ruled that:

The "right to treatment" includes the right to minimum acceptable standards of care and treatment for juveniles and the right to individual-

ized care and treatment. Because children differ in their need for rehabilitation, individual need for treatment will differ. When a state assumes the place of a juvenile's parents, it assumes as well the parental duties and its treatment of its juveniles should, so far as can be reasonably required, be what proper parental care would provide. Without a program of individual treatment the result may be that the juveniles will not be rehabilitated, but warehoused, and that at the termination of detention they will likely be incapable of taking their proper places in free society; their interests and those of the state and the school thereby being defeated.

See also Martarella v. Kelly, 349, F. Supp. 575 (S.D. N.Y. 1972).

A body of law is emerging as to the nature of the treatment to which committed persons have a constitutional right. Some courts are requiring individual diagnosis and implementation of individual treatment plans as minimal requirements. See Rouse v. Cameron, 373 F. 2d 451 (D.C. Cir. 1966); Wyatt v. Stickney, 344 F. Supp. 1341 (M.D. Ala. 1971), enforced, 344 F. Supp. 373 (M.D. Ala. 1972). The plan should include such things as the services the person is to receive and where he is to get them, who is in charge, the goals of the treatments, the estimated time needed to attain those goals and who else is to participate in the treatment process. See "Trying a Juvenile Right to Treatment: Pointers and Pitfalls for Plaintiffs," Patricia M. Wald and Lawrence H. Schwartz, 12 American Criminal Law Review 125 (Summer 1974). The number and qualifications of the staff provided to care for institutionalized youths is also a

factor in determining the quality of treatment. See Wyatt v. Stickney, supra; Martarella v. Kelly, supra. The location of treatment may also be related to its adequacy, as may its size. It is possible that individuals may have a right to treatment in the "least restrictive setting." See Covington v. Harris, 419 F.2d, 617 (D.C. Cir. 1969); Lake v. Cameron, 364 F.2d, 657 (D.C. Cir. 1966); In Re Arnold, 278 A. 2d 658 (Ct. Special App. 1971). Such basic principles as a right to visitation and telephone calls, opportunity to socialize with peers of both sexes, the opportunity to confide in others without fear of reprisal, the right to privacy, adequate educational and vocational resources, and various opportunities for individual expression may also be included as part of the right to treatment.

Connecticut General Statutes, Section 17-412, mandates treatment rather than punishment. If DCYS fails to fulfill that mandate, and undoubtedly will fail in at least some cases, it may well find itself defending a right to treatment suit brought within the state court system. The Department may also be sued in Federal Court, pursuant to the Federal Civil Rights Act, 42 U.S.C. Section 1983. The basis of such Federal suits is denial of the 14th Amendment due process requirement of appropriate treatment "as the quid pro quo for his involuntary incarceration without the full panoply of adult criminal due process protections." See Wald and

Schwartz, supra. The 14th Amendment's equal protection clause may also be the basis for a Federal Civil Rights action where resources have been unjustifiably allocated in favor of one group of committed persons over another. Such an action may also allege the denial of a fair hearing in disciplinary procedures to the extent that they result in additional denials of life, liberty or property. See e.g., McDonnell v. Wolff, 483 F.2d 1059 (8th Cir. 1973); United States ex rel Miller v. Twomey, 479 F.2d 701 (7th Cir. 1973). A Federal Civil Rights action may also be based on the 8th Amendment prohibition against cruel and unusual punishment. Such practices as corporal punishment and tear gassing are good subjects for such an argument. See Morales v. Turman, 364 F. Supp. 166 (Ed. Tex. 1973). A variety of other practices may give rise to claims of denial of constitutional rights which may form the basis of the right to treatment suit. Examples include silence rules, bars against speaking Spanish or other native tongues, mail censorship, denial of the right to petition or to communicate with the press, unduly restrictive rules against visiting, unreasonable dress and hair regulations, compulsory attendance at chapel, etc.

Right to treatment litigation in Connecticut is probably inevitable. They may, however, be a good thing for the juvenile justice system. Adequate treatment facilities for juveniles are often victims of tight legislative financial

policies. Under these circumstances, court imposed standards might be the only way to enable DCYS to fulfill its statutory mandate. The basic legal principle which is emerging from the growing volume of right to treatment litigation is that if states are to deprive children and youth of their liberty in order to treat them, then treat them they must and nothing less will suffice.

CHAPTER 3

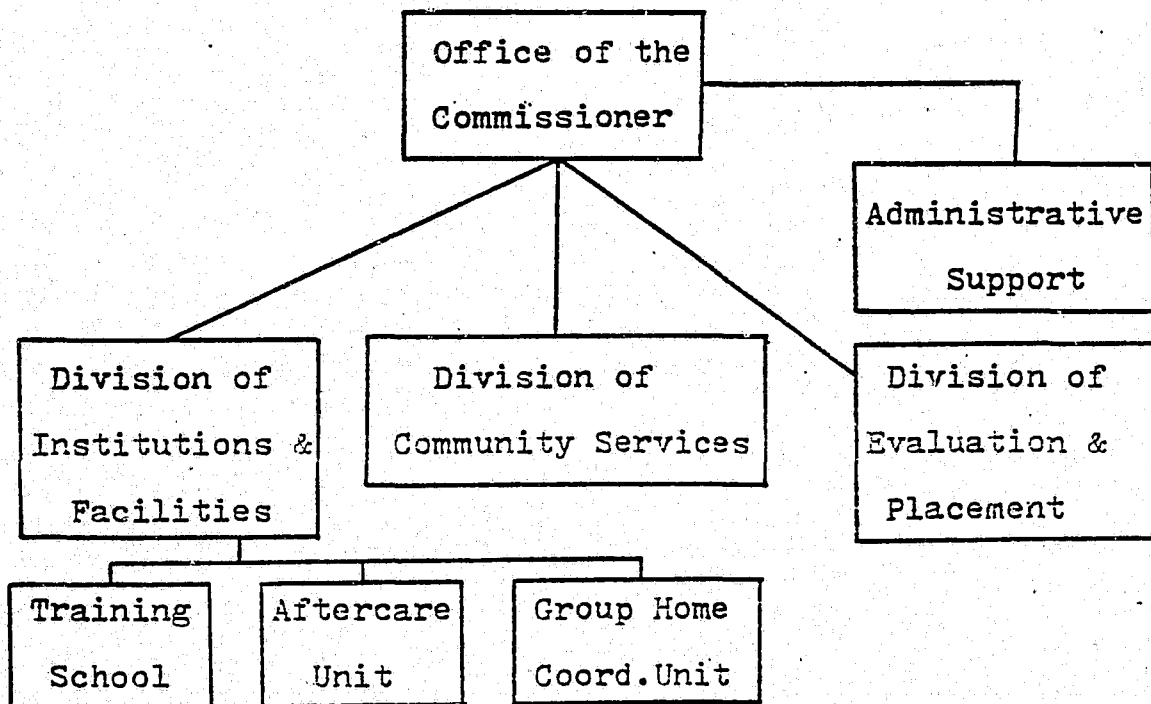
THE GROUP HOME COORDINATING UNIT IN DCYS

Organizational Structure of DCYS

While Chapter 2 described the position and activities of DCYS within the Juvenile Justice System, it is further necessary to examine the position of the GHCU within DCYS in order to properly evaluate the Unit and the group homes with which it interacts. The official organizational chart of DCYS is presented in Display 3.1.

DISPLAY 3.1

ORGANIZATIONAL CHART OF DCYS



Of the three operational divisions (all legislatively mandated), the Division of Institutions and Facilities commands the vast majority of DCYS's resources, both human and financial. Because DCYS is obligated to accept all children committed by the courts, any increases in commitments or decreases in availability of resources are certain to be felt most keenly by the other two divisions. The GHCU was initiated by, and probably owes its continuing existence to, the grants provided by the CPCCA (LEAA funds). In fact, many other programs now operating within DCYS are also direct results of federal funding (\$1,706,927 in fiscal 1975). There is reason to believe that the quality and scope of services provided by DCYS will diminish in the near future as federal funding decreases and state funds remain scarce.

Operational Structure of DCYS

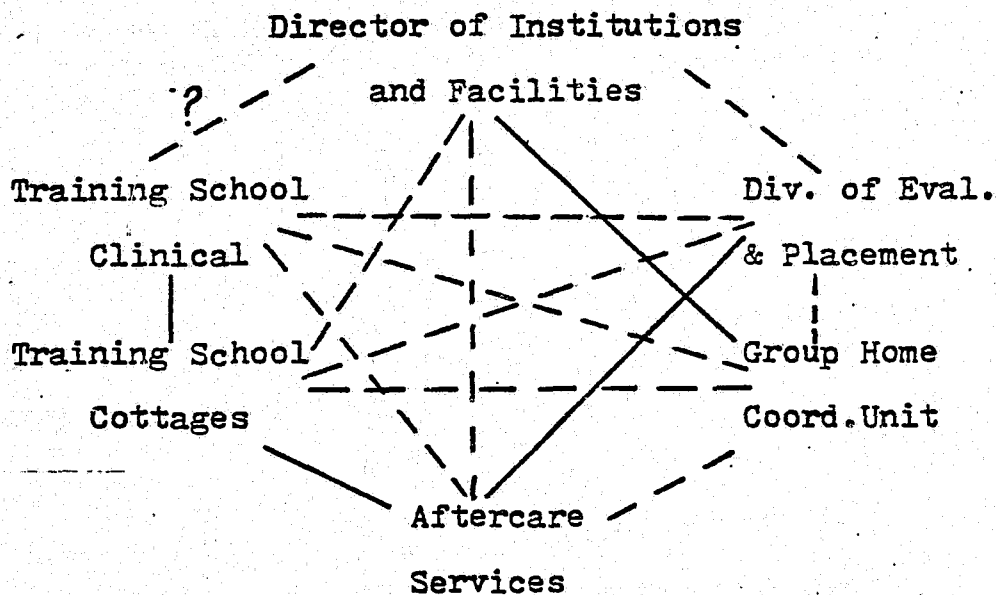
In the early phases of the evaluation, numerous meetings and interviews were conducted with DCYS staff. While the initial purpose of these interactions was to develop a clear picture of the organizational environment in which the GHCU was operating, the identification of serious organizational problems affecting the GHCU led to continued investigation and attempts to develop solutions.

Although the Aftercare Services Unit is nominally a part of the Division of Institutions and Facilities, its

primary interactions (and information exchanges) were with the Director of the Division of Evaluation and Placement (the director is the only professional member of this "Division"). This operational procedure led to poor communications between the Aftercare Unit and the GHCU and Training School. In fact, meetings attended by members of the two divisions in question revealed extremely little evidence of communication and interaction among the organizational entities. (See Display 3.2)

DISPLAY 3.2

OPERATIONAL INTERACTIONS WITHIN DCYS



Regular

Weak

Communications

Communications

A quick review of Displays 3.2 and 2.1 reveals that regular communication occurs primarily among those entities which absolutely must interact to process the committed juveniles. As would be expected, with this lack of communication, there was no consensus on the goals or "game plan" of DCYS. In fact, there appeared to be a prevalent sense of distrust and competition among the units and divisions. The organizational isolation of the GHCU is a crucial fact and factor in its evaluation.

The difficulties may be largely ascribed to the absence of clear direction and unity within the organization. A clear symptom of the discord within DCYS is the following list of key events which occurred during the conduct of the present evaluation:

1. The Deputy Commissioner was terminated and replaced.
2. A new Superintendent was brought to Long Lane to replace the recently-resigned former Superintendent.
3. An evaluation contract was awarded, using GHCU resources, over the objections of all involved operational administrators. The director of the agency receiving the contract is now Deputy Commissioner of DCYS.
4. The Director of the Division of Institutions and Facilities took an early retirement after perceiving a loss of power and trust. He was replaced by the former Director of Evaluation and Placement.

5. The Director of the GHCU was fired, and subsequently reinstated (after political pressure was brought to bear).
6. Public concern was aroused when a youngster in the custody of DCYS (it was not immediately clear where he was supposed to be) murdered a Yale student. This reflected both the quality of security at Long Lane and the inadequacy of the existing system for recording the location of the youngsters in the custody of DCYS.

Community Placement Referral Process

The process of transferring a youngster from Long Lane to a group home requires, minimally, an agreement between the Long Lane staff and the group home staff. The form currently in use for the referral process implies the participation of the following:

- Group Home Representative(s)
- Regional Aftercare Worker
- Group Residential Resource Representative (GHCU)
- Cottage Counseling Team
- Clinical Staff Representative(s)

In fact, some placements are being made by the Long Lane cottage staff, with the consent or subsequent notification of the other parties, with little discussion or planning.

The organizational structure of DCYS is such that, while there is periodic pressure to reduce the population at Long Lane, there is apparently little continuity to the effort to do so. Ideally, when a youngster is found to be ready for placement in the community, the best setting should be selected from those available, including group homes. In practice, it is often a representative of the group home or the GHCU representative who initiates the referral process. A further discussion of the participation of the group homes themselves will be included in Chapter 5. It is noteworthy that those group homes which most aggressively seek clients appear to fare best financially.

An additional (often desirable) complication in the referral process involves "pre-release" placements. In some cases a youngster may be temporarily transferred from Long Lane to a group home on a trial basis before the actual referral is made. Such pre-release visits provide the persons involved with the opportunity to assess the desirability of the proposed referral. While the Aftercare Unit becomes responsible for a youngster after the actual referral is completed, it is unclear who is responsible during pre-release visits.

Again, while the GHCU is involved in the actual placement process only as a coordinating agent, the effectiveness of this operation has a major impact on their mandate to

facilitate the appropriate use of the group homes. In the interest of improving the process, along with other activities directly or indirectly affecting the GHCU, several suggested revisions in DCYS procedure are offered in the following section.

Suggestions

1. In a series of meetings of top staff members, initiated by the Commissioner, the goals, objectives, and strategies of DCYS should be formulated. In these meetings, methods of measuring the success of each Unit should be devised; and at subsequent meetings progress in these measures should be regularly recorded, reported, and discussed. Some possible measures include: number of youngsters who ran from various programs, number referred to various programs, follow-ups on youngsters previously "treated" in various programs, caseloads, arrests and recommitments of DCYS or former DCYS youngsters, and status of various resource commitments, expenditures, and sources of support.

2. It is essential that a central information system be implemented. While fairly accurate and timely information is available concerning the location and status of youngsters at Long Lane, the information concerning DCYS youngsters in other locations is inaccurate, untimely, and recorded in several locations (often with disagreements among locations). It is suggested that the present record-keeping function for

Long Lane (maintained at Central Office) be expanded to include all DCYS youngsters. This will require a 24-hour recording telephone on a toll-free line, assignment and monitoring of responsibility for the system, timely and appropriate dissemination of the status changes recorded, and coordination with all sources and users of the information. A suggested format for a card to be used in a manually maintained system is presented in Display 3.3. In addition to the cards, the usual files would be maintained. The major goal of the suggested system is the development of a single source of timely information for location of youngsters, compilation of statistics, payment of residential service invoices, and other operational purposes.

3. The referral process whereby youngsters are transferred from Long Lane to group homes should be streamlined. It appears that central responsibility should rest with the Cottage Caseworker. This person should determine the nature and attendance of meetings which should occur prior to referral, but should be required to notify all persons who might be involved prior to the actual referral. In cases of pre-release visits to group homes, the Aftercare Worker should be responsible for the youngster (after having received proper notification).

4. All Units should establish a working relationship with the Juvenile Court. It is essential that the court understand the goals and problems of DCYS.

SUGGESTED FORMAT FOR CENTRAL INFO CARD

Last Name	First	Middle	DCYS #	Court Commit. Direct Plcmt. Voluntary
Date of Commitment: / /				
DATE OF LAST STATUS CHANGE (mo/day/yr)				
Male/Female White/Black/Spanish/Other Date of Birth / /				
Parent				
Guardian				
Street/Apt				
City/State				
Reference:	Prior DCYS Contacts			
Notes:				

STATUS CHANGES			
<u>(mo/day/yr)</u>	<u>From</u>	<u>To</u>	<u>DCYS Person Supervising</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

CHAPTER 4

EVALUATION OF THE GROUP HOME

COORDINATING UNIT

The evaluation of the GHCU consisted of three basic phases: a) examination of the environment and systems in which it exists, b) observation and analysis of its structure and activities, and c) structural interviews with the twelve group homes currently being coordinated (funded) by the GHCU. The first phase has been described in preceding chapters. The results of the final two phases will be discussed in this chapter.

Operational Characteristics

On the basis of observation, analysis, and interviewing, the routine operational characteristics of the GHCU have been evaluated. The following paragraphs briefly summarize the findings in several areas:

1. Staff - Currently, only three persons are federally-funded staff members of the GHCU: the director, an accounts examiner, and a stenographer. Additionally, a state-funded DCYS employee serves as the Group Home Resource Representative, based at Long Lane and reporting to the director of the GHCU. The current Resource Representative was formerly

assigned as the GHCU Field Representative, visiting, assisting, and evaluating group homes. With the departure of another DCYS employee from the Resource Representative position, the former Field Representative was moved to Long Lane and not replaced. All personnel and interactions appear to be working effectively, with the possible exception of observed dissatisfaction of the Resource Representative who is frustrated with his current assignment, and would prefer to resume his duties as Field Representative.

2. Structure - The major problem in the assignment and performance of activities within the GHCU is shortage of staff. The Accounts Examiner effectively controls the fiscal operations of the Unit and monitors the expenditures of the group homes. Beyond that, the activities that must be accomplished for effective operation of the Unit and the group homes it coordinates simply cannot be accomplished by one operational staff member and a director. If other Units of DCYS were committed to the effective use of group homes, and if placement procedures were streamlined, the Resource Representative should not be needed full-time at Long Lane to expedite placements. This would permit his reassignment as Field Representative, with the anticipated result of better control and guidance of the twelve contracted group homes.

3. Function - The assumption was made by CPCCA that the establishment and utilization of group homes would have a "deinstitutionalizing" effect. The GHCU was charged with

several basic functions, under the assumption that their successful performance would lead to a reduced institutional population. The hypothesis of CPCCA will be discussed in the next section, and the performance of specific functions by the GHCU here.

- The GHCU has effectively monitored and improved the fiscal practices of the contracted group homes. The contracts are fairly executed and controlled.
- Shortage of staff (and possible coordination and communication problems) has yielded ineffective evaluation and monitoring of the programs operating in individual group homes.
- Interviews with group home personnel reveal that the GHCU has been generally ineffective in attempts to coordinate the "system" and provide needed programmatic assistance. This perception, while accurate, must be considered within the organizational context of DCYS. In many cases the GHCU was unable to promote needed changes within DCYS. The inability of the GHCU director and staff to overcome the problems of DCYS may be viewed as a failure, but certainly an expected one.
- The GHCU has been partially effective in providing training opportunities for group home personnel. While some group home staff express dissatisfaction, some attempts were made to provide training.

While the GHCU does not appear to have a good "track record," observation of the personnel involved indicates that they would perform much better in a more supportive environment.

Group Home Interviews

An integral part of the evaluation of the GHCU should certainly be the perception that members of the group home staffs have of the Unit. To elicit responses, structured interviews were conducted with directors and staff members of the contracted group homes. The interview schedule (included as Appendix A) consisted of several questions, some of which requested value judgements of various DCYS Units. The responses of the interviewees to the question, "What is the nature of your relationship with ...," are summarized in Display 4.1.

DISPLAY 4.1

PARTIAL INTERVIEW RESPONSE SUMMARY

	<u>"Poor"</u>	<u>"Fair"</u>	<u>"Good"</u>
GHCU	8%	25%	67%
Long Lane	23%	38%	38%
Aftercare	8%	46%	46%

Some of the complaints made about the GHCU include: "disorganized," "ineffective," and "excessive control." Praise for the GHCU included: "good financial support

and fiscal assistance," "good working relationship," and "provision of valuable information." The responses concerning Long Lane and Aftercare appeared to depend almost exclusively on which DCYS staff members the respondents regularly dealt with, rather than on specific procedures and activities.

Impact of the GHCU

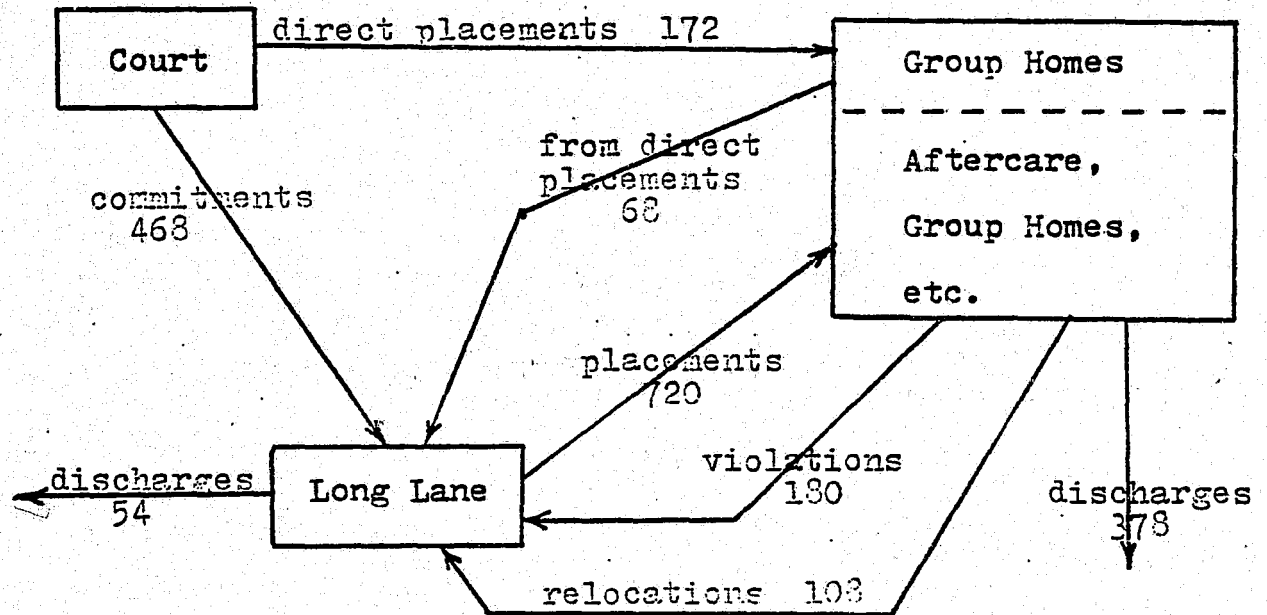
Deinstitutionalization is a dominant goal of CPCCA, and was a key mandate of the GHCU. It has been suggested in an earlier chapter that the establishment of group homes, especially with the capability for the courts to place youngsters directly, might actually be counter-productive to that goal. Display 4.2 shows the relevant movements of committed youngsters during the 18-month period of time running from July 1, 1973, to December 31, 1974.

During the 18-month period illustrated, the population of Long Lane increased from 274 to 324. The total number of admissions to Long Lane, including returns, was 824 while the total number of terminations was 774, yielding the population increase of 50. The total of 824 admissions to Long Lane over the 18 months is equivalent to an average of 45.8 per month. Of this average, the court directly accounted for 26 per month; and indirectly (through direct placements) another 3.8 per month. During this time, the group homes contracted by the GHCU were increasingly utilized,

(see Display 4.3), but the population of Long Lane continued to rise.

DISPLAY 4.2

MOVEMENT OF JUVENILES THROUGH LONG LANE*



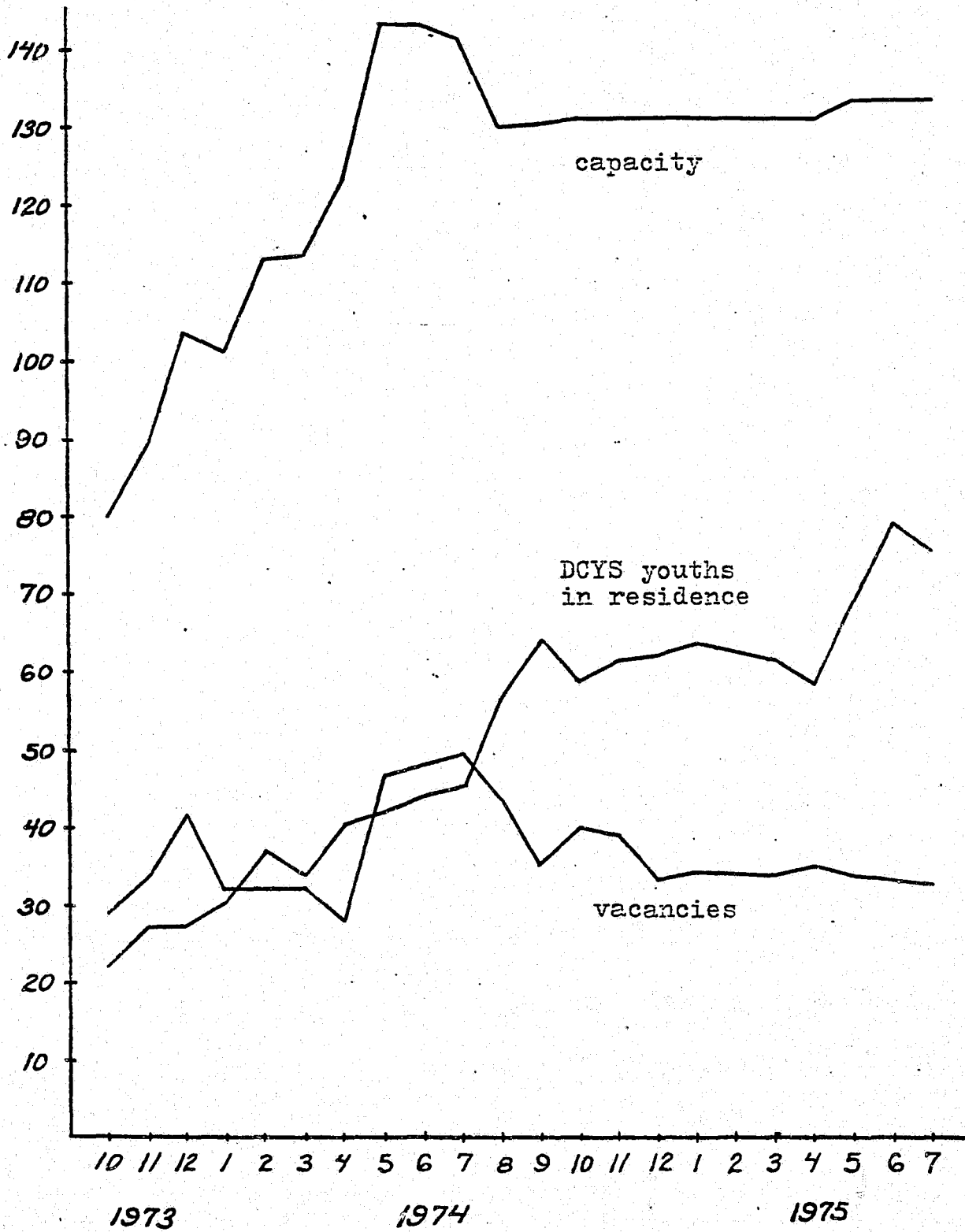
*Data for July 1, 1973, to December 31, 1974

Source: DCYS Research Unit

Several conclusions may be drawn from examination of Displays 4.2 and 4.3, along with Displays 1.2 and 1.3. One might note that much of the input to Long Lane is due to the return of youngsters already in the custody of DCYS. Also, the fluctuations in population at Long Lane cannot be ascribed completely to the courts. Besides inputs, one might seek to control populations by altering the length of

DISPLAY 4.3

UTILIZATION OF CONTRACTED GROUP HOMES



time juveniles remain at Long Lane. Obviously, for a given input rate, the population will increase as the average length of stay increases.

Simple arithmetic yields the table in Display 4.4. This table projects the average population of Long Lane that will result from various "average length of stay" values in combination with various "net input rate" values (including returns). The same calculations that produced this table would suggest that the average length of stay during the 18-month period discussed above was approximately 6.1 months. This estimate is for length of stay of all youngsters entering Long Lane, including returnees (actual average population equals 281, divided by the net input rate of 45.8 yields 6.1 months).

DISPLAY 4.4

PROJECTED INSTITUTION POPULATIONS

Net Admissions Per Month	Average Length of Stay (Months)					
	2.5	3.0	3.5	4.0	4.5	5.0
40	100	120	140	160	180	200
42	105	126	147	168	189	210
44	110	132	154	176	198	220
46	115	138	161	184	207	230
48	120	144	168	192	216	240
50	125	150	175	200	225	250
52	130	156	182	208	234	260
54	135	162	189	216	243	270
56	140	168	196	224	252	280
58	145	174	203	232	261	290
60	150	180	210	240	270	300

The intent of the preceding demonstrations is to show that the successful fulfillment of the GHCU functional mandates will, by no means, necessarily result in a decreased institutional population. In fact, the opposite effect might occur. This does not mean that the efforts of the GHCU and DCYS are of no value. It can be argued that the availability of high-quality treatment alternatives will result in more humane and effective treatment of more youngsters than in the past. The evidence does verify, however, the often-made observation that "as long as there are institutions, they will be filled."

GHCU Interactions

The most important functional interaction in which the GHCU participates is the one involving the referral of a youngster from Long Lane to a group home. There are frequent problems in this interaction, as evidenced by frequent complaints from both participants. The group homes contend that Long Lane sends them "inappropriate" youngsters, that is, youngsters with whom their programs cannot effectively deal. At the same time, some Long Lane staff report that they have no clear indication of the types of referrals individual group homes want to receive.

The existence of this recurring conflict, to some extent, reflects the failure of the GHCU to communicate and coordinate. In the interest of alleviating the problem, assistance

was provided to the GHCU in designing a new "program description" form for the group homes. This new form (see Appendix B, especially Section IV) is designed to provide a clear concise description of each program, that can be used by Long Lane staff when considering referrals. At this writing, all twelve contracted group homes have completed the description form, but the results have not yet been processed and distributed.

CHAPTER 5

EVALUATION OF THE CONTRACTED GROUP HOMES

During the time period covered by this evaluation, twelve group homes were receiving federal support through the GHCU. This support was intended to help in the establishment and growth of the homes, and was provided in addition to the per diem service fee paid to the homes by other Units or agencies. These twelve homes are the subject of this chapter.

Evaluation Problems

Several factors work against the objective, comparative evaluation of the individual group homes. The fact that all of the homes are designed to deal with varying "types" of youngsters, are operating in varying geographic regions, and are using varying programs and "treatment modalities" will always make any comparison based on behavioral measures unfair and inappropriate. An added deterrent to objective evaluation is the absence of uniform (or any) objective data describing the operations of the homes. This is a problem that should be solved by the GHCU; and suggestions appear later in this chapter. A final problem involves the high turn-over rate among group home staff. In predicting or evaluating success, it is apparent that the effectiveness of

a program often depends as much on the individuals dealing with the youngsters as on the nature of the program itself.

One attempt was made to objectively evaluate the group homes during the evaluation period. This attempt was made, not by the evaluator, but by a student intern working with DCYS. A summary, for all homes together, of the results is shown in Display 5.1. The table shows, for two consecutive six-month periods, the outcome of all placements to DCYS-funded group homes. The same type of table was prepared for each of the group homes, but because the accuracy and consistency of the underlying data could not be verified, these tables are not included in this report.

Most programs are established on the basis of a theory. For example, the group homes and GHCU were created under the assumption that the availability and use of group homes would lead to a reduced institutional population. As was shown in Chapter 4, this assumption is not necessarily accurate. In evaluating a program, such as the GHCU or a group home, care must be taken not to condemn it for failure of the underlying theory. Specifically, the GHCU and group homes must be evaluated on the basis of how well they are performing the prescribed activities, and not on the basis of institutional population.

At the beginning of the current evaluation, there were no regularly kept uniform data describing the operational and

DISPLAY 5.1

OUTCOMES OF GROUP HOME PLACEMENTS

Time Period 7/1/73 - 12/31/74

Total in program during period 288

	DCYS	Other Crim. Just.	Welfare	Other	TOTAL	Avg. Length of Stay (Days)
Satisfactory discharge	23	12	10	0	45	206
Graduated	18	11	3	0	32	176
Positive Placement	5	1	7	0	13	280
Unsatisfactory discharge	90	17	15	4	126	79
Ran	53	3	7	3	66	56
Discipline problem	22	9	5	1	37	105
Other	15	5	3	0	23	98
Unclassified discharge	11	3	7	0	21	167
TOTAL	124	32	32	4	192	118
Average Length of Stay (Days)	90	96	195	80	118	

DISPLAY 5.1

OUTCOMES OF GROUP HOME PLACEMENTS

Time Period 7/1/74 - 12/31/74

Total in program during period 194

	DCYS	Other Crim. Just.	Welfare	Other	TOTAL	Avg. Length of Stay (Days)
Satisfactory discharge	16	6	5	0	27	207
Graduated	14	5	1	0	20	186
Positive Placement	2	1	4	0	7	267
Unsatisfactory discharge	44	6	7	0	57	96
Ran	26	0	2	0	28	69
Discipline problem	11	4	5	0	20	139
Other	7	2	0	0	9	67
Unclassified discharge	7	2	3	0	12	188
TOTAL	67	14	15	0	96	137
Average Length of Stay (Days)	100	100	337	0	137	

programmatic activities of the group homes, other than fiscal records mandated by the GHCU. Some homes maintained extensive records of program activities and behavioral characteristics of individual youngsters, while other homes kept only minimal records. In the absence of uniform data, it is unrealistic to attempt to make objective comparisons. If any anticipated evaluations or comparisons are to be instrumental in future funding decisions, it is important to inform the homes in advance of the expected types and levels of performance.

In the interest of providing a framework for future evaluation and realistic assessment, assistance was provided to the GHCU in developing the previously mentioned program description questionnaire (Appendix B). If the responses to this questionnaire are assumed to be the official description of the services offered by the group homes, then it is reasonable to measure actual performance against these standards. Additional objective measures should be required by the GHCU, such as school and job performance of youngsters, police and court contacts, staff activities, and fiscal control.

Descriptive Information

While there is no basis for objective evaluation of the group homes, conclusions can be drawn from data describing them. Displays 5.2 and 5.3 provide an overview of the contracted group homes and other homes providing service to DCYS strictly on a per diem basis. These tables offer some in-

DISPLAY 5.2

BASIC GROUP HOME INFORMATION

<u>Group Home</u>	<u>Location</u>	<u>Capacity</u>	<u>74/75 Support From GHCU</u>	<u>Prior CPCCA Funding</u>	<u>Monthly Service Rate</u>
Amanda House	Waterbury	8 (F)	\$ 13,962	\$ 93,978	\$ 500.
Amistad House	Hartford	12 (F)	33,474	111,657	500.
Barnard House	Hartford	12 (M)	68,419	153,448	400.
Clifford House	Hartford	10 (M)	46,751	13,312	500.
Community Youth House	Hartford	15 (M)	-	147,403	400.
Domus Foundation	Stamford	8 (M)	37,706	89,669	500.
Friendship House	Enfield	7 (M)	-	98,409	460.
Hall Neighborhood House	Bridgeport	11 (F)	38,423	88,514	500.
Liberty House	Danbury	8 (F)	59,835	178,858	400.
Main St. House	Noank	9 (F)	-	35,194	460.
New Trend Group Home	New London	10 (M)	66,529	139,438	400.
Forbes House	New Haven	14 (M)	53,389	-	400.
UNO House	New Haven	11 (F)	40,823	116,964	500.
VIP House	Hartford	12 (M)	42,589	39,634	500.
YMCA Group Home	Bridgeport	12 (M)	Special Contract	-	NA

DISPLAY 5.3

GROUP HOME OCCUPANCY DATA

(AUGUST 1, 1974 THROUGH JULY 1, 1975)

<u>Group Home</u>	<u>Capacity</u>	<u>Avg. Number in Residence</u>			<u>Average</u>
		<u>Total</u>	<u>From DCYS</u>	<u>% DCYS</u>	<u>% Full</u>
Amanda House	8	7.18	3.73	52%	90%
Amistad House	12	9.18	4.64	50	77
Barnard House	12	10.36	8.36	81	86
Clifford House	10	8.91	4.27	48	89
Community Youth House	15	10.55	2.82	27	70
Domus Foundation	8	3.82	2.00	52	48
Friendship House	7	5.82	0.36	6	83
Hall Neighborhood House	11	8.27	5.72	69	75
Liberty House	8	7.45	7.45	100	93
Main St. House	9	6.18	0.82	13	69
New Trend Group Home	10	6.27	4.55	72	63
Forbes House	14	11.27	6.45	57	81
UNO House	11	8.18	4.91	60	74
VIP House	12	7.55	5.91	78	63
YMCA Group Home	12	6.55	6.55	100	55

sights into the variations in fiscal security of the group homes, and the extent to which they are serving DCYS. As was suggested before, within the current organizational environment of DCYS, those homes which actively and aggressively seek out appropriate referrals are thriving.

Operational Information

Much of the information relating to the operations of the group homes is subjective, and can only be obtained through interviews. In the interest of accumulating information in a consistent way, for later compilation, a structured interview was developed (see Appendix A). To encourage candid responses, all interviewees were promised confidentiality of their responses. Honoring this promise, the responses are presented in summary form only.

Interviews lasting from one to two hours each were held with 26 people in 11 of the 12 group homes under contract to DCYS in fiscal 1974/75, as well as with two executive directors not presently directly tied to a single group home and with the program director of an uncertified but DCYS-supported extension home (New Trend-YMCA in New London). Of the people interviewed in the homes, eleven were directors.

This summary follows, in general form, the structure of the interviews. Financial data are not summarized here since in about half the cases only sketchy data were obtained; besides, more complete data are available elsewhere. Also, relations

with DCYS (Long Lane, Aftercare, and the Group Home Coordinating Unit) are not treated since they have been summarized in Chapter 4.

A. Staffing and organization

1. Characteristics of present staff.

Some salient features of the staff compositions of the 11 homes at the time of the interviews are presented in Display 5.4. The missing data in some cases reflect the fact that certain questions were not asked directly.

2. Director's desired qualifications.

Group home directors were asked what qualifications their successor should have. Nineteen distinct attributes were mentioned. Of these, ten were cited by only one director, four by two, and five by three or more. Those characteristics named with greatest frequency were:

Managerial skills	5
Experience with youths	5
Clinical skills	4
Leadership and authority	4
College degree	3

3. Staff's desired qualifications.

The subordinate staff members interviewed cited twelve desirable characteristics for persons in their position. Only three were mentioned three or more times: prior

DISPLAY 5.4

STAFF COMPOSITIONS OF GROUP HOMES

Education

Most or all with college degree	6
Some with college degree	3
Few with college degree	2

Experience

Substantial experience with similar youths	5
Limited experience with similar youths	5
Missing data	1

Sex

Predominantly female	3
Predominantly male	5
Mixed	2
Missing data	1

Race

Predominantly white	3
Predominantly black	3
Balanced	4
Missing data	1

Number

Less than or equal to 4	5
Greater than 4	6

experience with youths (5), sensitivity (3), and community knowledge (3).

4. Work facilitation.

All respondents were asked to name things (people, procedures, personal characteristics, etc.) which have helped them do their job well. Fourteen factors were mentioned, the following four by four respondents each:

Positive attitude toward the job
Staff cooperation
Relationships with the youths
Information flow in the home
(documentation, logs, reports, etc.)

5. Work inhibitors.

Similarly, all respondents were asked to indicate those things which have interfered with their effective performance of their work. Seventeen distinct items were mentioned a total of 36 times. Three items accounted for sixteen of the mentions:

State bureaucracy	7
Funding limitations and	
uncertainty of continuance	5
Staff size	4

The staff size concern is clearly a function of funding limitations, as are the concerns about work time requirements brought about by staff limits (3 mentions) and poor physical condition of the house (2 mentions). Thus a total of fourteen complaints (39% of the grand total) may be traced to inadequate funding. Similarly,

three additional dissatisfactions may be grouped with complaints about the state bureaucracy (inadequate data on referrals and lack of a statewide referral system), raising that set to ten. In summary, 24 of the 36 complaints (2/3) relate either to resource constraints or to problems with the state bureaucracy.

6. Director's performance.

The eleven directors were asked to rate their own performance in their job and to assess how their staff would rate their (the director's) performance. Quality groupings of the responses are shown in Display 5.5. The salient feature of these data is that the directors seem to feel that their staff would not rate them as highly as they rate themselves. It is not clear why this should be so; one can speculate that the directors feel their subordinates have insufficient information on which to base a rating, or would use different criteria from their own.

DISPLAY 5.5

DIRECTORS' PERFORMANCE

<u>Self-assessment</u>	
Excellent	8
Good	3
<u>Estimated staff assessment</u>	
Excellent	4
Good	5
Adequate	1
Missing data	1

7. Staff's performance.

The staff members interviewed were asked to rate their own performance and to assess how their directors would rate their performance. The responses are summarized in Display 5.6. (In three of the homes no staff members were interviewed.) It is interesting to note that the staff members do not think their directors' evaluations of them might be different from their own. This raises an obvious question, unanswerable from these data: why do the directors and staff have these differing beliefs about each other's evaluation of themselves? One can also wonder why the directors rate themselves so much more highly than the staff members rate themselves.

DISPLAY 5.6

STAFF MEMBERS' PERFORMANCE

Self-assessment

Excellent	3
Good	3
Fair	2
Missing data	3

Estimated director's assessment

Excellent	3
Good	3
Fair	2
Missing data	3

8. Director-staff relationship:

Both directors and staff were asked to evaluate their relationship with each other. In two cases the re-

sponses may have been affected by the fact that a group interview was conducted with both director and staff members present. Both groups were pleased about the state of affairs, as indicated by the data in Display 5.7.

DISPLAY 5.7

ASSESSMENTS OF THE DIRECTOR-STAFF RELATIONSHIP

<u>Quality</u>	<u>Respondents</u>	
	<u>Directors</u>	<u>Staff</u>
Excellent	6	6
Good	3	2
Fair	2	1
Missing data	-	3

B. Program and clientele

1. Clientele sources.

The source distributions of clients for the group homes fell into the groupings shown in Display 5.8.

DISPLAY 5.8

GROUPED CLIENT SOURCE DISTRIBUTIONS

<u>Distribution</u>		<u>Frequency</u>
I. DCYS	$\geq 50\%$	4
Juvenile court	remainder	
II. DCYS	$\geq 50\%$	3
Juvenile court	25-50%	
Welfare	remainder	
III. DCYS	$\geq 50\%$	3
Welfare	remainder	

The home not represented in these data is a special case; it operates as a long-term residence facility mainly for "graduates" of another group home, getting 80% of its residents in that way. Data were not obtained on the source distribution for the originating home, although it is certain that a majority of its residents are DCYS referrals. Those homes which have fewer DCYS referrals and more from the juvenile court or from Welfare are those which have an active, as opposed to passive, "recruiting" operation.

2. Acceptance criteria and client types.

Interestingly, many of the homes were unable to provide a clear statement of the type of youth they usually deal with. Also interesting is the fact that three of the homes take all comers, mixing truants and other status offenders with felony offenders who would be in prison if they were adults. The results are summarized in Display 5.9. One respondent made the revealing comment that there is very strong pressure to fill empty beds.

DISPLAY 5.9

CLIENT TYPE DISTRIBUTION IN THE HOMES

<u>Type</u>	<u>Frequency</u>
Predelinquents only ^a	3
Serious delinquents only ^b	1
Mixed ^c	4
Missing data	3

- a "Predelinquent" means truancy, running away from home, unmanageability, petty offenses, etc.
- b "Serious delinquent" means found guilty of offenses which would be classed as felonies if committed by an adult (including auto theft, breaking and entering, assault, murder, etc.)
- c "Mixed" means both predelinquents and serious delinquents in the home.

Departing somewhat from the descriptive nature of this summary, and engaging in a little interpretation, it seems that one of the major policy issues facing the state is whether, and how, to specify what kinds of youths are placed in group homes. Should the homes be diversified, each one specializing in one type of youth, collectively handling all types? How much freedom should the homes have to reject referrals? How specialized can the homes be if they are to deal primarily with youths from the communities in which they are located? The present situation is a symptom of DCYS's abdication of responsibility for coordinated planning and puts the homes in a very difficult kind of limbo. Many respondents expressed a wish either to be an integral part of DCYS with some influence on policy, or totally divorced, financially and otherwise, from DCYS.

The criteria the homes use to screen referrals reveal another problem in a system which professes deinstitutionalization as a goal: they tend to want, naturally enough, the

easier, less troublesome cases. The most frequently mentioned criteria for acceptance were: no serious drug problem (4), motivation to change (3), and no threat of harm to self, others, or the home (4). Others mentioned were: no deviant sexual behavior, no established pattern of delinquency, intelligence, no serious offenses, and "fit" with current residents. As will be seen below, some of these also characterize the youths who do well in the homes.

3. Intake decisions.

All homes follow the same general procedure in evaluating potential residents and deciding whether to accept them or not. This procedure has the following parts:

- * generation or receipt of referral
- * circulation of paperwork among staff
- * interview with professional personnel
in referring organization
- * interview with youth
- * trial visit
- * tentative decision
- * pre-release acceptance
- * final decision

Some cases, of course, may not evoke all of these steps (e.g., pre-release admission).

The ways in which the homes differ in their implementation of this procedure are the following:

- * who does the legwork
 - one staff member customarily does it
 - any staff member may do it
- * information requirements and documentation of the youth's past history
- * involvement of director

- * use of outsiders (police, probation officers, etc.) to help evaluate referrals
- * use of current residents to evaluate referrals
- * staff involved in interim or final decisions (all or a subset)

It is clear that the more thorough the implementation of the procedure and the more exacting the homes' information requirements, the better are the decisions made. This raises again the point raised earlier: how discriminating should the homes be allowed to be? Certainly high quality information is required if the homes are really specialized, or if individualized programs are to be set up.

Another question, not answered by the interviews, is the degree to which stated intake policy is actually adhered to in the decision process.

4. Release decisions.

The process by which it is decided either to graduate a resident or to terminate his or her stay in the home as unproductive is also basically the same in all the homes, and varies on much the same dimensions as the intake decision. The process typically begins with a recommendation for graduation or termination by a staff counselor who has worked closely with the youth, based on the youth's progress relative to expectations held in general for all residents and relative to goals established specifically for him or her. This recommen-

dation is then discussed by the staff or a subset thereof, usually including the director, and in most cases must be approved by the director.

The youths who do well (i.e., progress and graduate) are identified, not surprisingly, as being "governable," as desiring to improve, as being "appropriate" referrals, as having few prior emotional problems, as having been in the home for non-criminal activities, and so forth.

5. Program content.

The interviews did not provide adequate information for a comprehensive evaluation of what the homes do with their residents while they are there, nor did they allow an assessment of whether what the respondents said went on actually did (and does) go on. Nonetheless, the broad elements of the homes' "programs" were discovered, and a frequency distribution is provided in Display 5.10. It should be stressed that many of the respondents were not able to give a clear statement of their homes' programs, and an important open question is what does go on that could be called a program in the various group homes.

According to the self-reports, the homes may be classified into those which have both reality therapy and group counseling as elements of their programs (n=5)

DISPLAY 5.10

PROGRAM CONTENT ELEMENTS

<u>Feature</u>	<u>Frequency</u>
School or job	All
In-House chores	All
Personal and room care	All
Reality therapy (milieu therapy, token economies)	7
Group counseling	6
Regular individual counseling	4
Social skill development	3
Recreation	2
Cultural development	1
Psychological treatment	1
Family counseling	1

and those that don't (n=6). A much more detailed study would be required to discover what actually goes on at the program level, whether there really are substantial differences among the homes, and, if so, whether these differences lead to different success rates (with the same kind of youth).

The programs varied substantially in length, some homes viewing themselves as being in the short-term intensive care business and others viewing themselves as running youth hostels (residence alternatives to bad home conditions). The frequency distribution of average lengths is presented in Display 5.11.

DISPLAY 5.11

AVERAGE RESIDENCE LENGTHS

<u>Average Length</u>	<u>Frequency</u>
1 year or longer	4
9 months	2
6 months	2
Less than 6 months	2
Missing data	1

6. Output and followup.

Unfortunately, reliable figures on numbers of youths graduated ("successes") and terminated ("failures") by each home over, say, the last twelve months were not obtained in the interviews. What was obtained was

information about where youths go upon graduation.

By far the greatest majority of graduates return to their natural homes; most of the remainder go directly to independent living.

This raises an interesting question: If many of the things which brought the youths to the group homes in the first place can be traced to a bad home situation, and if that situation hasn't changed substantially since the youth left, then has his experience in the group home better equipped him to live in that situation? Or, has anything the group home did been directed toward improving the natural home situation? Of course, it may be that the group homes do not return a youth to his or her home unless it meets certain quality criteria.

Less than half the homes are engaged in active follow-up of a youth's situation for any appreciable length of time after graduation ($n=4$). The remainder do report some contact, but only unsystematically and more often than not at the graduate's initiation.

7. Relations with other organizations.

The group homes have relations with various outside organizations which provide support services for their residents. Most respondents felt that the working relationships with these organizations were good, although

many had some critical comments, particularly for the public schools, which were often felt to be uncommunicative and noncooperative.

The respondents mentioned specifically 26 organizations, the most frequently mentioned being:

- * schools (8)
- * child guidance clinics (5)
- * Neighborhood Youth Corps (job training and placement) (4)
- * YMCA (recreation) (4)

The homes varied substantially in their use of the services provided by outside organizations, the number mentioned ranging from 3 to 7. More importantly, the abilities of the homes to make use of available services seemed to vary substantially. In other words, some homes are clearly more effective in their use of community resources and in their aggressiveness in seeking them out.

CHAPTER 6

BEHAVIORAL MEASUREMENT

Problem Description

The initial "request for proposal" from DCYS suggested that this evaluation include an exploration of the possibility of using psychological or behavioral instruments (tests and scales) in the group homes, as a means of obtaining concrete objective evidence of changes induced by their programs. While often the subject of intense skepticism, behavioral and psychological measurements do appear to hold some promise in the DCYS/group home environment. This chapter includes both a narrative, describing the search for appropriate instruments, and a review of the literature relating to measurement in a group residential or institutional setting.

The search for appropriate instruments began at the same time the initial analysis of the DCYS/group home system was initiated. Thus, early discussions included consideration of the constraints, goals, and operational environment to be experienced by those who attempted to use measurement techniques. These early discussions led to the expanded concept of using the selected instruments both in the group homes and at Long Lane.

The potential benefits of using one (or more) instrument throughout the system are intriguing. Group homes could specify to Long Lane precisely what types of youngsters they could deal with, in terms of the scales of the selected instrument. It would be possible to monitor change and progress as a youngster moved through the system. This would facilitate "differential placement" of youngsters as accumulated experience indicated which group home was best able to deal with particular problems. Finally, the potential exists for improved communication and cooperation between group home and Long Lane personnel as a result of a shared "vocabulary" and joint training sessions.

Attempts were made to find an instrument that could be easily used, scored, and interpreted by both group home and Long Lane personnel. Tentative agreement was reached on the California Psychological Inventory. However, in early tests of this instrument, Long Lane staff members judged it unacceptable on the basis of length, required reading level, and interpretation of results. Simultaneous organizational problems at DCYS led to the abandonment of the project.

Subsequently, the "Burk's Behavior Rating Scales" were proposed as a behavior monitoring instrument. This instrument could also provide a means of tracking behavioral changes over time, as well as serve as the basis for communications between the group homes and Long Lane. Again, the organizational en-

vironment precluded the implementation of any shared instrument. Note, however, that a new intake diagnostic procedure has been implemented at Long Lane. The fact that psychological and behavioral instruments are being used certainly paves the way for future cooperation.

Review of Instruments

Numerous established tests and scales were researched. Those which had previously been used with juvenile delinquents were given special attention. Four instruments (or categories) showed some promise. These are presented below in summary form. The CPI is discussed at length in Appendix C.

1. Behavior Rating Scales -- These scales require some training but yield high levels of agreement among competent judges. Such scales are ideally suited for the group home setting. They are useful for monitoring behavior and documenting change. Measurements are based on numerical ratings of specified types of behavior.

- A. Behavior Problem Checklist (Peterson & Quay) --
A scale designed for school age/young adolescent children. It is quickly administered and requires little training. It is directed toward conduct problems, personality problems, and expressions of inadequacy.

References:

Quay, H. C., "Personality dimensions in delinquent males as inferred from factor analysis of behavior ratings." Journal of Research in Crime and Delinquency, (1964), 1, 33-37.

Mack, James L., "Behavior ratings of recidivist and nonrecidivist males," Psychological Reports, (1969), 25, 260. (predicts aggressive acting out)

B. Achievement House Scales -- Refer to the extensive work of Montrose Wolfe, et al.

C. Burk's Behavior Rating Scales -- Devised by Harold F. Burks. Available from Arden Press, Huntington Beach, California.

2. Peer Rating Scales -- These scales are quick to administer and require little training for interpretation. They can be beneficially combined with self-reporting instruments.

Reference:

Gibson, H. B. and Hanson, Ruth, "Peer ratings as predictors of school behavior and delinquency," British Journal of Social and Clinical Psychology, (1969), 8, 313-322.

3. High School Personality Questionnaire (HSPQ) -- This is a self-reporting instrument, requiring about two hours to administer, and little training to interpret. In the past, this instrument has been shown to differentiate between known delinquents and known non-delinquents, but apparently has not been used to predict future delinquency.

References:

Pierson, G. R. and Kelly, R. F., "HSPQ norms on a state-wide delinquent population," Journal of Psychology, (1963), 56, 185-192.

Pierson and Kelly, "Anxiety, extraversion, and personality idiosyncrasy in delinquency," ibid., 441-445.

Richard, W. C. et al., "Personality traits and attitudes of adolescent girls with behavior disorders," Correctional Psychiatry and Journal of Social Therapy, (1969), 71, 34-44.

4. Minnesota Multiphasic Personality Inventory (MMPI) --
This commonly-used instrument uses true-false responses to 550 items. A ninth-grade reading level is required. The administration time is usually in excess of two hours. The MMPI requires significant training for interpretation of results. It has been successfully used to predict violent, acting-out behavior with juvenile delinquents. The ten clinical scales offer the capability to classify youngsters for differential treatment. In concert with personal history data, the MMPI has been used to predict recidivism.

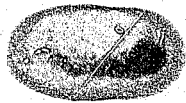
NOTE: The CPI and MMPI have been used together to predict parole outcome, recidivism, treatment response, etc.

References:

Briggs, P. F. et al., "An application of prediction tables to the study of delinquency," Journal of Consulting Psychology, (1961), 25, 46-50.

Wirt, R. D. and Briggs, P. F., "Personality and environmental factors in the development of delinquency," Psychological Monographs, (1959), 73 (15) Whole No. 485.

Sakata, R. and Litwack, L., "Recidivism among juvenile parolees," Psychological Reports, (1971), 29, 351-355.



APPENDIX A

STRUCTURED INTERVIEW SCHEDULE

Location (group home): _____

Date: _____

Time: _____

Respondent (code no.): _____

Interviewer: _____

INTERVIEW SCHEDULE

(Check space as each question is completed. Write responses on a separate sheet being sure to identify each response by question number A. 1, etc..)

(D) = ask of directors only

(S) = ask of staff members only

A. Staffing and organization

- ___ 1. (D) What is the background of your typical staff member?
- ___ 2. (D) Are there any difficulties in recruiting and keeping qualified staff people? If so, what are they?
- ___ 3. If you were hiring someone for your job, what qualities and qualifications would you look for?
- ___ 4. What are the most important parts of your job?
- ___ 5. How much of your time do you spend on each of these? (Get fractions.)
- ___ 6. With whom do you work most closely? (Get names and titles.)
- ___ 7. What factors help you work effectively?
- ___ 8. What factors inhibit you from working effectively?
- ___ 9. (D) Please describe the quality of your interaction with your staff members. (Get overall evaluation + specific good and bad aspects.)
- ___ 10. (S) Please describe the quality of your interaction with the director. (Get overall evaluation + specific good and bad aspects.)
- ___ 11. How would you rate your own performance in your job? (Get evaluation + specifics.)
- ___ 12. (D) How would your staff members rate your performance? (Evaluation + specifics.)

CONTINUED

1 OF 2

- ___ 13. (S) How would the director rate your performance? (Evaluation + specifics.)
- ___ 14. Who is involved in making admission, release, and other important decisions? (Identify separate decisions.)
- ___ 15. How are these various decisions made? (Identify process for each separate decision.)
- ___ 16. Does your GH have regular staff meetings?

B. Clientele

- ___ 1. How do your clients come to you? (Get fractions.)
- ___ 2. How long do they stay?
- ___ 3. What do you do with them while they're here?
- ___ 4. What distinguishes you from other Connecticut GH's in this regard?
- ___ 5. Where do your clients go when they leave? (Get fractions.)
- ___ 6. Do you ever hear about them again after they leave? How?
- ___ 7. Could you describe the kinds of clients your home gets.
- ___ 8. Do some of these types seem to do better in your home than others? Which ones?

C. Financial considerations (directors only)

- ___ 1. What is your annual operating budget? (Get rough breakdown.)
- ___ 2. How is this funded? (revenue sources)
- ___ 3. How many boys (girls) can you house?
- ___ 4. What is your breakeven occupancy?
- ___ 5. How much control do you have over:
 - a. Rates?
 - b. Occupancy?
 - c. Operating expenses?

D. Relations with other organizations

- ___ 1. With what other organizations does your home have important contacts? (Get nature of each contact.)

___ 2. What is the nature of your relationship with:

- a. DCYS - Group Home Unit?
- b. DCYS - Long Lane?
- c. DCYS - Aftercare?
- d. Other DCYS?
- e. Juvenile Courts?

E. The Group Home Unit Contract

___ 1. Who was involved in the decision to enter into the contract with DCYS?

___ 2. What were the pros and cons of that decision as seen at the time? (I.e., what needs did it satisfy for your home?)

___ 3. How has the contract worked out from your standpoint? (Be sure to get specific goods and bads. Also try to get respondent's view of causes.)

___ 4. What changes would have to occur for you to view your relationship with DCYS as entirely satisfactory?

GROUP RESIDENTIAL FACILITY
PROGRAM DESCRIPTION

SECTION I.

Identification Information:

This section should clearly identify the name(s) and address(es) of the organization(s) who administer the program. This would include the following information:

- a. Name and address of facility.
- b. Name and address of implementing agency.
- c. Name and address of contracting organization, i.e., group home, private agency, municipality, etc.

In some instances, all three would be the same. If this is the case, please indicate "same."

- d. Person submitting program design.
- e. Date.

This information will comprise the cover page.

SECTION II.

Summary:

This should, in one page, summarize the contents of the program. The summary should be comprehensive enough to be used in a reference manual for referral agencies. A table of contents should follow summary page.

SECTION III.

Governing Administration:

Multi-services agencies are requested to identify both the total agency administration as well as the group residential facility's (advisory board, steering committee, group home committee, etc.) if applicable.

- a. By-laws of the Governing Board.
(See LEAA Guidelines and Standards for Halfway Houses and Treatment Centers, pp. 121-234).
- b. By-laws or regulations of the "advisory board, steering committee, group home committee," etc. (if applicable).
- c. Names, addresses, offices, and vocations of the board members.
- d. Names, addresses, offices, and vocations of the Steering Committee members (if applicable).

SECTION IV. Descriptive Information:

A. Child Preferences.

1. Male Female
2. Preferred Age Range: _____ to _____.
3. Acceptable Age Range: _____ to _____.
4. Preferred Origin (towns or regions) _____.
5. Acceptable Origin (towns or regions) _____.
6. Ethnic/Racial Preferences: (specify) _____.

B. Client Problems your program can effectively deal with
(circle yes or no):

1. Educational/Learning Difficulties: Yes No
2. Physical Aggressiveness: Yes No
3. Minor Psychological Disturbances: Yes No
if yes, elaborate) _____.
4. Drugs and/or Alcohol history: Yes No
5. Interpersonal Relations: Yes No
(if yes, elaborate) _____.
6. Other specific problems you can deal with:

_____.
7. Other client problems that your program cannot effectively
deal with:

_____.

C. Intake:

1. What is your program's basic intake procedure?

2. What materials and/or data are required?

3. Do you have trial visits? _____.
If yes, describe briefly how they are handled.

4. How long on the average, after an official referral, is a child usually placed in your program? _____.

D. Program Content:

1. Does your program employ a standard treatment modality?
(if so, give name) _____
Describe briefly. _____

2. Briefly describe how your modality is implemented. Clearly identify what approaches, methods, and techniques are used: by whom, for whom, how often, where, etc. Describe what kinds of services you offer: individual counseling, group counseling, family counseling, education and training, employment assistance, recreation activities, medical services, etc.

3. For each problem area you identified in Part B, briefly explain how your program deals with the clients. (Use the description in D-2):

4. Staff orientation and training: What types of staff training do you offer? How do you use your psychiatric consultant? How often? Describe your "new staff" orientation program.

E. Program Operation:

1. Approximately how long do you expect a client to remain in the program? _____ months.
2. How does a client progress through your program? (Are there levels or steps?)

3. Briefly, what behavioral or social characteristics of the client are used to decide when he/she is ready to leave the program (as a "success").

4. Briefly, what behavioral or social characteristics of the client are used to decide when he/she is ready to leave the program (as a "failure").

5. Approximately what percentage of your clients do you expect to fall into each of the following categories:

- | | |
|---|---------|
| a. Leave program due to successful adjustment | _____ % |
| b. Leave program due to placement at home | _____ % |
| c. Return to institution due to problems | _____ % |
| d. Run away | _____ % |
| e. Other _____ | _____ % |

Should add to

100 %

- F. Briefly, if you were asked to demonstrate your program's effectiveness, what types of data or information would you offer to support your claims?

Do you routinely maintain records which can provide this information? _____. If yes, briefly describe them.

G. What sort of community linkages do you have, i.e., volunteers, colleges, other agencies, etc. How are they used?

H. Personnel: This section should include the personnel policies, job descriptions, and qualifications for all positions. Personnel policies should include such areas as: employment (listing agency positions), suspensions, terminations, resignations, job descriptions and specifications, agency procedures, evaluation, personnel records, salary, hours of work, time reporting, staff development, benefits, leave with pay, leave without pay, and travel. The job descriptions and specifications should give the position title, qualifications, education, experience, specific job duties and responsibilities, usual hours of work, and salary range.

Resumes should be included on all current program staff members at the end of the Personnel Section.

I. Briefly, describe any substantial changes in your program or facilities that are planned or under way.

J. Any other important information about your program.

RECEIVED 11/11/75

APPENDIX C

CALIFORNIA PSYCHOLOGICAL INVENTORY

Harrison Gough, a personality psychologist is the author of the California Psychological Inventory: the CPI. The CPI is a non-projective paper and pencil test which uses reported, as opposed to observed, behavior to assess personality. The instrument was designed for use with a normal population rather than psychiatric patients, and specifically attempts to predict interpersonal behavior. In other words the CPI tries to forecast: 1) how a person will interact with another in a given environment, and 2) the subsequent behavior he will draw from the other in the same setting.

The CPI is composed of eighteen scales which measure interpersonal behavior. These scales are grouped into the following four classes:

- I. Measurement of poise, ascendancy, self-assurance and interpersonal adequacy.
- II. Measurement of responsibility, socialization, maturity, and interpersonal structuring values.
- III. Measurement of intellectual efficiency and achievement potential.
- IV. Measurement of intellectual and interest modes.

Items for each scale are geared to be answered true or false. Typical items are: "Sometimes I use to feel that I would like to leave home", "I use to steal sometimes when I was a youngster", "My home life was always happy", and "I have never been in trouble with the law".

The socialization scale of the CPI is used frequently in delinquency

research. As will be shown from a brief literature review, the scale has demonstrated significant predictive power to differentiate 1) Delinquents from non-delinquents in America and other foreign nations, 2) Non-violating parolees from violating parolees, and 3) Offenders from non-offenders in the armed forces.

Stein, Gough, and Sarbin (1966) employed a 64-item scale developed by Gough and Peterson (1952) from the CPI keyed for delinquency. This scale was called the "De" scale. Gough, et al, interpreted the items of this scale as reflecting four themes. The first of these themes involved interpersonal difficulties; the second, unpleasant memories of childhood; the third, feelings of alienation; and the fourth was concerned with reaction to authority (in school and other settings).

Further, Gough (1960) following extensive research, reduced the number of items in the "De" scale to 54 and changed the name of the scale to the "So" or Socialization scale. Items for the "So" scale were included in the CPI, which is customarily scored for this scale. Gough (1965) argues that the items in the "So" scale represent two dimensions: role-taking behavior patterns and rule-breaking behavior patterns.

Stein, Gough and Sarbin (1966) performed cluster analysis on the CPI "So" scale test responses from juvenile delinquents: discipline problems of adolescent males vs. those of normal adolescent males. They found the CPI "So" scale to be composed of three distinct clusters all of which distinguished juvenile delinquents from normals. These clusters were called C-1, Stable home and school adjustment versus waywardness and dissatisfaction with the family; C-2, Optimism and trust in others versus a social role and attitude.

In another study by Gough, Wink and Royznko (1965), the "So" scale was used to predict parole outcome in two groups. The first group consisted of 183 parole violators and 261 non-parole violators. Group two, a cross validating population was composed of 130 parole violators and 165 non-parole violators. Again the "So" scale was able to statistically differentiate the violating from the non-violating parolees in both groups.

Knapp, R.R. (1964) employed the "So" scale in a study concerning values and personality differences between offenders and non-offenders in the Navy. Knapp found that the "So" scale differentiated the two groups at $p .05$. In addition, his results indicated that offenders can be characterized as "having attitudes favorable toward escapism, and toward nonconformity to rules and regulations, and as being lower on a continuum of socialization".

The "So" scale has also demonstrated its predictive power in cross-cultural studies. In Japan (Mizushima & De Vos 1967) and India (Gough & Sandhu 1964) similar results were attained to those of American studies when using this scale to distinguish delinquents from non-delinquents.

It seems clear from the work of Gough and others that the 54-item "So" scale of the CPI is a reliable and useful instrument for the establishment of self-referred statements which reflect deviant patterns of behavior.

THE DEVELOPMENT OF THE CPI

The CPI is based upon "folk concepts." Folk concepts are aspects and attributes of interpersonal behavior that are found in all cultures

and societies, and that possess a direct and intergral relationship to all forms of social interaction. Gough (1958) has suggested a number of advantages for using folk concepts as criteria for variable selection. The word variable here refers to traits or aspects that are employed to assess personality. In contrast to other psychological tests, these concepts are not esoteric variables, and are therefore easily understood by the test user. In addition, since they are derived from life experiences that are characteristic of various modes of interpersonal behavior, they possess the predictive power to foretell future behavior within the same context.

Folk concepts act as a guide for the structural development of the test. Specifically this includes:

1. Selection of variables
2. Item selection for scales
3. Scale derivation and,
4. Scale validation

1. Selection of Variables. There are three possible approaches for the selection of variables (traits used to assess personality) employed in a psychological test. They are 1) Theory based, 2) Intuitive, and 3) Intuitive/empirical. Briefly, in the theory based approach, variable selection is based upon pre-existing theories of personality. In the intuitive strategy the test author assesses for himself what the important variables are. The selection method for CPI variables falls into the third category, intuitive/empirical. Here variables are selected by examining the setting in which the test is used and then developing measurements based on constructs that are already in operational usage there. Specifically, the

CPI is used in the context of interpersonal behavior, and the existing constructs are derived from folk concepts.

2. Item Selection for Scales. There are three standard methods for selecting items used in a psychological inventory. They are 1) Intuitive method, 2) External criteria method, and 3) Internal consistency analysis. For item selection in the CPI, Gough relied heavily upon the external criteria method. However, it is important to mention that for four of the scales a variation of this approach called the internal consistency analysis was used to derive scale items. Following is a description of these two methods.

In the external criteria method, an empirical approach, items are selected by the empirically determined relationship between the test item and a criterion measurement (Folk concept). This method first involves the generation of an initial item pool, which is derived on a rational basis. Next, two groups are formed that are homogeneous except for the trait to be assessed. These groups are then administered the items, and true/false responses for each group and item are tabulated. Items that statistically differentiate the groups are selected for inclusion in the scale.

The internal consistency analysis strategy is similar to the external criteria method. Here, items are selected using the intuitive and empirical approach. In other words, the test author intuitively selects items, and then performs a statistical analysis to determine which items from the sample pool should be included in the scale.

3. Scale Derivation. As mentioned in the previous section, all but four

scales in the CPI were derived empirically. The external criteria used in scale derivation were not uniform. However, a similar process was followed to determine scale criteria. Typically, Gough asked a group consisting of friends and acquaintances to nominate members in their group who were high and low on the trait in question. These people served as judges and were instructed to rank members of their group as high or low in terms of a trait description provided by Gough. The rank order that was made by the judges served as criteria for the trait in question.

Scales that were derived by the internal consistency analysis followed a similar procedure. Items that appeared to relate to the trait characteristic in question were administered to a sample group from which item-correlations were computed. Items with the highest correlations were selected for inclusion in the scale.

4. Scale Validation. There are three stages of evaluation, each with a specific purpose or task in Gough's scale validation scheme. The first, or primary evaluation, seeks to answer general questions concerning test validation. For example, 1) What criteria are relevant to the test? and 2) Does the test predict, measure, and define that which it purports. Stage two, secondary evaluation, attempts to more clearly define the underlying psychological meaning of folk-concept related traits, that are measured by the scales. The final tertiary evaluation, is concerned with the justification for developing a particular measure or for calling attention to a measure. Vindication may come from the inherent nature of a measurement or emerge from findings or implications drawn from the

secondary analysis. Further and perhaps more significant justification may arise from life settings, beyond any imagined, that demonstrate predictive and explanatory power.

Since Gough aspired to measure interpersonal behavior in everyday life, the primary evaluation touched down upon to degree to which the scales could forecast criteria such as academic achievement and parole success.

The secondary evaluation was dependent upon scoring observations of sample subjects at different points on various scales. These studies revealed a narcissistic element in people with extremely high Self-Acceptance scores and a volatile component in individuals with high flexibility scores. In addition, it also involved developing inferential statements based upon correlations of CPI scales with other test and inventories.

The tertiary evaluation could not be planned for because it relied upon serendipitous findings. However, by keeping alert for unexpected findings during the primary and secondary evaluations, one could discover new uses for scales. For example, the Socialization scale ("So") designed to identify deviant patterns of behavior, also was found to forecast academic underachievement in gifted students.

CPI- SCALES PRESENTED IN CLASS FORM

Class-I Scales

1. Dominance (Do)
2. Capacity for Status (Cs)
3. Socialibility (Sy)
4. Social Presence (Sp)
5. Self-acceptance (Sa)
6. Sense of Well-Being (WB)

Class-II Scales

1. Responsibility (Re)
2. Socialization (So)
3. Self-control (Sc)
4. Tolerance (To)
5. Good Impression (Gi)
6. Communality (Cm)

Class-III Scales

1. Achievement via. Conformance (Ac)
2. Achievement via Independence (Ai)
3. Intellectual efficiency (Ie)

Class-IV Scales

1. Psych. Mindedness (Py)
2. Flexibility (Fx)
3. Femminity (Fe)

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