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By Mr. Plunkett of Lowell, petition of Patrick F. Plunkett for legislation to establish the Massachusetts youth assistance commission to foster educational programs and to prevent juvenile delinquency. State Administration.

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## The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Fifty-Four.

### AN ACT KNOWN AS THE MASSACHUSETTS YOUTH ASSISTANCE ACT.

1 *Whereas*, The deferred operation of this act would  
2 tend to defeat its purpose which is to provide at once  
3 for the payment by the state in promoting youth  
4 programs, therefore this act is hereby declared to  
5 be an emergency law necessary for the immediate  
6 preservation of the public convenience.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 SECTION 1. *Declaration of Intent.* — As a result  
2 of existing conditions, it is the intent of the legislature  
3 to encourage the municipalities of the state to under-  
4 take increased activities in the field of youth programs  
5 by the assistance of a state commission created for  
6 this purpose and by provision for the allowance of  
7 state funds.

1 SECTION 2. *Definitions.* — As used in this act —  
2 1. "Commission" shall mean the state commission  
3 created by this act.

4 2. "Child" or "youth" shall mean anyone under  
5 the age of nineteen years.

6 3. "Municipality" shall mean any city, village or  
7 town.

8 4. "Recreation Project" shall mean a structure,  
9 property, interest, or activity owned, maintained or  
10 operated by and under the control of a municipality,  
11 devoted in whole or in part to the provision of leisure-  
12 time activities for youth.

13 5. "Youth Service Project" shall mean any ex-  
14 perimental plan or organized activity, which has  
15 for its purpose the detection, prevention or treatment  
16 of the delinquency of youth and which is operated  
17 by or under the direction of a municipality.

18 6. "State Aid" shall mean payments by the state  
19 to the municipality for or toward the cost of establish-  
20 ment, operation or maintenance of a youth bureau  
21 or of a youth service project.

1 SECTION 3. *Commission Created.* — 1. A state com-  
2 mission is hereby created, to consist of the commis-  
3 sioner of education, the director of the youth service  
4 board, the commissioner of mental health, and four  
5 members to be appointed by the governor, one of  
6 whom shall be the chairman thereof; one shall be a  
7 member of the Protestant religion, one of the Jewish  
8 religion, and one of the Catholic religion, which  
9 members may delegate in writing to a deputy or  
10 other subordinate any of his powers and duties under  
11 this act. The chairman, to be eligible for appoint-  
12 ment, must have a background of the youth problem  
13 by experience and education. He will serve the first  
14 six months on a probationary period subject to the  
15 pleasure and approval of the commission. Thereafter  
16 he can be removed only for cause by said commission.  
17 The members, with the exception of the chairman,  
18 shall be allowed their actual and necessary expenses.  
19 The chairman may receive a compensation as will be  
20 appropriated therefor.

21 2. The commission may employ such officers and  
22 employees, expert and clerical assistants as it deems  
23 necessary, subject to General Laws, chapter thirty-  
24 one, by amounts made available by appropriation  
25 therefor.

1 SECTION 4. *General Purposes.* — The commission  
2 shall have power and it shall be the duty of the com-  
3 mission acting as a body or through a subcommittee  
4 of its members designated for the purpose: —

5 (a) To make necessary studies and analyses of the  
6 problems of youth guidance and the prevention of  
7 juvenile delinquency and to maintain records and  
8 statistics necessary thereto.

9 (b) To devise, analyze, accept or reject plans for  
10 the creation and operation of youth bureaus and  
11 recreation and youth service projects.

12 (c) To make studies, analyses and recommendations  
13 regarding the guidance and treatment of adjudicated  
14 juvenile delinquents.

15 (d) To authorize and require, in accordance with  
16 the provisions of this act, the payment of state aid to  
17 municipalities.

18 (e) To authorize and require, in accordance with  
19 the provisions of this act, the withholding of the  
20 payment of state aid to municipalities.

21 (f) To obtain, receive and use information re-  
22 garding the enforcement of local and state laws in so  
23 far as they concern the protection and welfare of  
24 youth.

25 (g) To promulgate and publish conditions and  
26 regulations relative to the obtaining and use of state  
27 aid and recreation and operation of youth bureaus  
28 and recreation and youth service projects.

29 (h) To foster state-wide co-operation of state de-  
30 partments, and to co-operate with public and private  
31 agencies and departments and voluntary local com-  
32 mittees in communities of the state, with the general  
33 objectives of: —

34 (1) Stimulating the more effective use of existing  
35 community resources and services.

36 (2) Recommending needed new services.

37 (3) Encouraging closer co-operation locally between  
38 employers, labor, schools, churches, recreation com-  
39 missions, state and local employment bureaus, service



40 clubs, and other public and private agencies to  
41 develop employment for youth at fair wages and to  
42 develop sound youth programs on the basis of com-  
43 munity planning.

44 (4) Stimulating effective programs for the pre-  
45 vention of delinquency of youth.

46 (i) To foster educational programs in connection  
47 with delinquency.

48 (j) To create such regional offices as it may deem  
49 desirable, acting under its supervision and control.

1 SECTION 5. *Youth Bureaus; Recreation and Youth*  
2 *Service Projects; Effect.* — 1. Any city, town or  
3 village desiring to establish a youth bureau, recreation  
4 project or youth service project may apply to the  
5 commission for approval of its plans in accordance  
6 with regulations to be prescribed by said commission.

7 2. No application for the approval of plans for a  
8 youth bureau or recreation or youth service project  
9 shall be considered which has not been first approved  
10 by the governing body of the municipality making  
11 application.

12 3. The commission may approve or disapprove the  
13 proposed bureau or project as filed or with such  
14 modifications as it approves.

15 4. The approval of any proposed bureau or recre-  
16 ation or youth service project shall entitle such  
17 municipality to state aid as hereinafter set forth;  
18 provided, however, the commission may at any time  
19 withdraw its approval or require changes in a plan  
20 or program previously approved.

21 5. Two or more municipalities may join together  
22 to establish, operate and maintain youth bureaus and  
23 recreation or youth service projects.

1 SECTION 6. *State Aid.* — 1. Each municipality  
2 operating and maintaining a youth bureau, recreation  
3 or youth service project hereunder shall submit to the  
4 commission, if required by it, quarterly estimates of  
5 anticipated expenditures for operation and mainte-

6 nance of the youth bureau or recreation or youth  
7 service project, including also rental of buildings,  
8 purchase of equipment, administrative expense and  
9 approved expenditures for improvements to real  
10 property for project or youth bureau purposes, not  
11 less than thirty days before the first day of the months  
12 of April, July, October and January, in such form  
13 and containing such additional information as the  
14 commission may require. At the end of each quarter  
15 each municipality shall submit to the commission, in  
16 such form as the commission may require, a verified  
17 accounting of the financial operations of such bureau  
18 or projects during such quarter together with a claim  
19 for reimbursement of one half of such amount as  
20 herein provided. The commission may, in its dis-  
21 cretion, permit the submission of such accountings  
22 for periods greater than three months, but not ex-  
23 ceeding one year.

24 2. The commission shall thereupon certify to the  
25 comptroller for payment by the state for its share  
26 of said project as provided in this section or one half  
27 of the entire amount, whichever is the less; provided,  
28 however, that the amount of state aid for youth  
29 bureaus shall not exceed                   dollars per annum  
30 for any municipality and provided, further, that the  
31 aggregate amount of state aid for recreation and  
32 youth service projects to any municipality shall not  
33 exceed                   dollars per annum for each one  
34 thousand children residing therein as shown by the  
35 last federal census, except in the case of municipalities  
36 which have less than four thousand children, in which  
37 case the commission may at its discretion fix the total  
38 of allowable state aid of any amount up to  
39 dollars per annum. No municipality operating and  
40 maintaining such a program shall receive state aid in  
41 excess of one half of its expenditures approved by the  
42 commission.

43 3. For the purpose of reimbursement by the state,  
44 administrative expenses shall include compensation  
45 for personal services paid by a municipality, to any



46 employee for the purpose of administering the benefits  
47 provided by this act. No state reimbursement shall  
48 be made, however, for such compensation paid to any  
49 employee who lacks the qualifications necessary for  
50 the work or who, after a trial period, is considered  
51 by the commission unable to do satisfactory work.

52 4. Moneys appropriated for use of the commission  
53 shall be paid out of the state treasury on the certificate  
54 of the chairman of the commission.

1 SECTION 7. *Withholding of State Aid.* — The com-  
2 mission may authorize or require the comptroller to  
3 withhold the payment of state aid to any municipality  
4 in the event that such municipality alters or dis-  
5 continues without the approval of the commission  
6 the operation of a plan as recommended by the com-  
7 mission, or fails to adopt or change a plan as recom-  
8 mended by the commission, or fails to comply with  
9 rules or regulations established by the commission,  
10 or fails to enforce in a manner satisfactory to the  
11 commission laws now in effect or hereinafter adopted  
12 which relate in any manner to the protection and  
13 welfare of youth.

1 SECTION 8. *Uniform Aid; Rules.* — The commis-  
2 sion may adopt and may from time to time amend all  
3 rules and regulations necessary to carry out the  
4 provisions of this act to the end that state aid here-  
5 under shall be granted uniformly throughout the  
6 state, having regard for varying conditions and needs  
7 in different parts of the state.

1 SECTION 9. *Grants.* — The commission, with the  
2 approval of the governor, may accept as agent of the  
3 state any gift or grant for any of the purposes of this  
4 act. Any moneys so received may be expended by  
5 the commission to effectuate any of the purposes of  
6 this act, subject to the same limitations as to approval  
7 of project, approval of expenditures and audit as are  
8 prescribed for state moneys appropriated for the  
9 purpose of this act.

The first part of the document  
 describes the general principles  
 of the system and the  
 various methods of  
 application. It is  
 divided into several  
 sections, each dealing  
 with a different aspect  
 of the subject. The  
 first section discusses  
 the theoretical basis  
 of the system, while  
 the second section  
 describes the practical  
 application of the  
 system in various  
 cases. The third section  
 discusses the results  
 of the system, and the  
 fourth section discusses  
 the conclusions of the  
 system. The fifth section  
 discusses the future  
 of the system, and the  
 sixth section discusses  
 the appendix. The  
 seventh section discusses  
 the index. The eighth  
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 eleventh section discusses  
 the preface. The  
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 twentieth section  
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