

MASSACHUSETTS DEPARTMENT OF

Youth services

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ANNUAL REPORT

Edward M. Murphy
Commissioner

294 Washington Street, Boston, Massachusetts 02108

**MASSACHUSETTS
DEPARTMENT OF YOUTH SERVICES**

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Edward M. Murphy
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Barbara K. Trevett
Editor

Margaret E. Lynch
Assistant Editor

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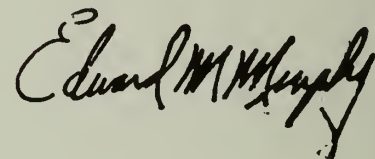
PREFATORY NOTE

This Annual Report describes a year during which the administration of the Department was in transition. The departure of Commissioner Calhoun and the interim leadership of William Connors was followed by my arrival in late October, 1979. In taking stock of the Department, I naturally set a number of priorities for action. The consequences of some of these decisions are reported in the following pages and others will be reported in subsequent annual reports. My overriding concern, however, was that the Department needed to sharpen its own sense of purpose and to understand more clearly the role that we play.

The changes in juvenile corrections in Massachusetts during the past decade have had some positive and some negative effects. Among the negative effects were confusion about the definition of DYS and widely varying expectations as to what the agency should do. The resolution of this problem depends on the ability of DYS to communicate effectively with the legislature, the judiciary, and the community to build a consensus about our approach towards juvenile delinquency. The development of such a consensus will greatly enhance our ability to make the juvenile corrections system more professional and

responsive to the needs of the Commonwealth.

The distillation of a year's work of the Department into a few pages of print is a formidable task. To the degree that this Annual Report clearly conveys the Department's activities during FY 1980, credit is due to Public Information Officer, Barbara Trevett and her assistant, Peggy Lynch. They spent endless hours collecting data, editing text, and rewriting sections of the report. They did so with good humor but with a firm hand towards those of their colleagues who missed deadlines, and the production of the report is a testament to their perseverance and skill.

A handwritten signature in black ink, reading "Edward M. Murphy". The signature is written in a cursive style with a large initial "E" and "M".

COMMISSIONER'S FOREWORD

The Department of Youth Services, like its sister agencies in State government, is an instrument of public policy. The capacity of the Department to address adequately its dual mission to protect the public and to aid in the rehabilitation of committed juvenile offenders depends in large part on our ability to foster public understanding of the complexities of our task. The purpose of this report is to help interested persons understand the Department by describing its activities during fiscal year 1980.

While the focus of the report is appropriately on one particular year, it is important, also, to put that year in its historical context. Virtually since its creation in 1969, the Department has existed in an environment of extraordinary ferment. The closing of the training schools under Commissioner Miller was as dramatic and swift a series of events as ever befell a public

organization. The years following deinstitutionalization saw the sometimes painful growth of the community-based system. All the while the public debate on delinquency came increasingly polarized, particularly with respect to secure facilities and the Department's ability to deal with the most serious young offenders.

The ferment continues. There is now widespread public skepticism about the capacity of correctional agencies, adult and juvenile, to act swiftly and effectively in response to crime. Nationally there is a profound questioning of this *parens patriae* doctrine that has governed the administration of juvenile justice throughout the century. It is not clear where these currents of change will take us during the 1980s but, for those of us who are daily responsible for juvenile corrections in the Massachusetts, some immediate priorities are clear.

During the next year the Department will continue its efforts to improve the physical plant resources available for secure treatment and secure detention. Those resources are now scandalously inadequate. An effort has begun that will significantly enhance our ability to monitor contracted programs by providing more and better information about the operation of those programs. A grant obtained from the federal government will permit the start of a standards implementation project, the purpose of which is to apply the recommendations of national standard-setting organizations to all facets of the Department's activities. Finally, we will develop, distribute, and implement clear policy guidelines governing the placement of youths in our custody so that courts, law enforcement officials and the community at large can know how the Department intends to exercise its wide discretion.



Edward M. Murphy
Commissioner

A UNIQUE HISTORY OF DEINSTITUTIONALIZATION

The juvenile corrections system was relatively uncomplicated from 1846 through 1948. Unofficial action by police was prevalent, except in serious cases and with chronic offenders. The courts relied largely on probation for disposition of its cases. A minority of cases were referred to juvenile correctional institutions.

These institutions included:

Lyman School for Boys: Established in 1846 and located in Westborough, its capacity was 480 beds for boys between the ages of 7 and 15. It was an open institution designed after the cottage system. Academic and vocational services were provided.

Industrial School for Boys: Established in 1908 and located in Shirley, its capacity was 319 beds for boys between the ages of 15 and 18. It was an open institution, designed after the cottage system. Academic and industrial training were provided, with emphasis on the practical teaching of trades.

Industrial School for Girls: Established in 1854 and located in Lancaster, its capacity was 297 beds for girls under the age of 17. It was an open institution designed after the cottage system. Academic and industrial training were provided, with emphasis on the domestic arts.

New legislation in 1948, prompted by dissatisfaction with the traditional custodial environment and by unsuccessful efforts to correct behavior, created a Youth Service Board (YSB) and a Division of Youth Service. The Youth Service Board, made up of three full-time, paid child care professionals, replaced the Board of Trustees. The Board was responsible for the classification, placement, treatment, transfer, parole and discharge of children. The courts could no longer commit

children directly to the institutions; instead, commitments were made to the Division of Youth Service. At this point, court jurisdiction ended and the Division assumed all responsibility for the care and treatment of committed children. Under this reform legislation, the three institutions became accountable to the Division, headed by a Director, who also served as Chairman of the Youth Service Board.

The organizational structure, service system, and treatment goals of the Division were modeled after those developed by the American Law Institute in 1940 and presented to the nation as the Model Youth Authority Act. Massachusetts was the sixth state to adopt this concept of a "modern approach to the prevention and treatment of delinquency." Other states which incorporated the "Youth Authority" concept were: California, Minnesota, Texas, Wisconsin and Illinois.

From 1949 to 1969, the Division attempted to implement its mandate "to remodel the training schools and to assure every child a period of study, treatment, training and eventual replacement in society." During this period, the Division established a Delinquency Prevention Bureau, enlarged its Parole Services, and expanded its institutional program to include four Reception and Detention Centers, a Forestry Camp, a school for pre-adolescent boys, and the Institute for Juvenile Guidance for troublesome and emotionally disturbed boys.

As a reaction to growing public awareness of abuse and mistreatment at the institutions, documented in six major studies of the Division from 1965 to 1968, the Governor requested a study of the Division by the Children's Bureau of the U.S. Department

of Health, Education and Welfare. The H.E.W. study, according to a report published by the Harvard Center for Criminal Justice, "Juvenile Correctional Reform in Massachusetts," found many deficiencies in the Massachusetts system.

As a result, in September of 1969 new legislation was signed into law which abolished the Youth Service Board and the Division of Youth Service, and created a new agency, the Department of Youth Services (DYS). In October, 1969, Dr. Jerome Miller was appointed as Commissioner, to initiate the reform of the Massachusetts system of juvenile corrections.

The Commissioner's initial goals included humanizing the care of offenders by creating therapeutic communities within the existing institutional facilities. This treatment model challenged the basic features of the traditional institutions. The administration encountered extreme resistance to change from institutional staff and became locked in a rigid, uncompromising battle for control of the Department.

Throughout the next two years, the efforts at reform were severely hampered by financial and personnel constraints. Gradually, with an increase in federal funds, the Commissioner was able to augment his staff and to establish new types of community-based treatment services. However, he finally reached the conclusion that the institutions must be closed if rehabilitation were to take place.

Alternative treatment had to be conceived. Miller turned to a community-based system. Controversial from the beginning, the changes he initiated through deinstitutionalization resulted in one of the most extensive reorganizations of any service delivery agency in the State's history.

Joseph M. Leavey, who had been Deputy Commissioner under Miller, became the next Commissioner, in 1973. Leavey consolidated Miller's reforms, initiating program implementation in the private sector. He refined the operation of the seven regional offices, thereby designing the regionalized service delivery system.

Leavey created an auditing unit, an information systems unit, and a grant management unit, and provided each region with needed bookkeeping and accounting support. Another difficult, uphill fight was obtaining from the Legislature sufficient funds in a purchase of service account. However, opposition to the deinstitutionalization by legislators, judges, and the general public continued to grow despite these gains realized under Leavey.

When Commissioner John A. Calhoun began his administration in January, 1976, it was clear that the community-based movement had not become politically acceptable. At that time fifteen Bills were pending before the Legislature to abolish the Department. Three Bills were aimed at restoring full sentencing authority to judges. There existed a real danger that the community-based system would be abandoned.

Security was designated one of the top priorities of the Calhoun administration. Calhoun recognized that the community-based system needed secure back-up for public protection reasons. Calhoun spearheaded a move to form a Secure Treatment Task Force of independent child advocate professionals (including judges, probation and police) in the Spring of 1976. It was through this group's recommendations, as cited in their 1977 final report, that the Department redefined its secure treatment system. The most notable recommendation was that the system

increase its capacity for security from 49 slots to 130 - 160 slots, with 42 of these slots provided by the Department of Mental Health. Therefore, 11.2% of the total DYS population would be in secure settings.

Administration reform was extensive under Calhoun. Three Units - Legal, Planning, and Training - were formed. An Office of Management and Budget was created to monitor contracts and provide technical assistance to the private agencies. In addition, the Director of Girl's Services was elevated to the status of Assistant Commissioner of Girl's Services. This Bureau delved into the conceptualization of new program models based on girls' specialized needs. A Bureau of Programs was created in June, 1978, to monitor, evaluate and develop programs. The DYS personnel system was changed to incorporate improved job descriptions; personnel evaluations; training and

supervision; and commitment to Affirmative Action.

Finally, Calhoun concluded his tenure in office by creating a statewide Restitution Program, implementing a Casework Management System, and initiating statewide "Family" conferences to broaden treatment plans to include work with families. In July, 1979, Commissioner Calhoun resigned.

Newly-elected Governor Edward J. King appointed William J. Connors as Interim Commissioner in July, 1979, to succeed Calhoun until the appointment of Edward M. Murphy on October 30, 1979. Commissioner Murphy made a commitment to endorse the principles of deinstitutionalization. His initial goals included: to increase security, in compliance with the recommendations of the 1977 Harshbarger Task Force on Security; to develop a short-term secure program; to develop long-term goals for the DYS secure system; and to improve conditions in secure facilities.



Lyman School — The Nations first juvenile corrections facility for boys. (1847-1972)

MAJOR ACHIEVEMENTS IN 1980

The gains realized during FY 1980 under the direction of Interim Commissioner Connors and Commissioner Murphy were substantial, especially in light of the strains of transition.

The major achievements were: program innovations, initiation and implementation of the Hearings Officer process, Training Unit expansion, improved program standards and monitoring policies, and administrative reform. A brief description of each follows.

Program Innovations

Commissioner Murphy was responsible for spearheading the opening of two new programs which he felt were needed to fill the treatment gap in the continuum of services.

In March of 1980, the Department opened its first statewide, short-term secure treatment program. Commissioner Murphy, in recognizing the need for short-term security, was instrumental in its design. Its aim was to stabilize committed boys who are failing in their community placements. Individual treatment programs are prepared for each youth. The program includes educational, vocational, recreational, and clinical services.

A youth may remain in this program from a minimum of thirty days to a maximum of sixty days, depending upon the kind of motivation and behavioral change exhibited. The average length of stay in the program has been from thirty to thirty-five days. At the time of discharge, a regional caseworker carefully monitors the progress of the youth in his new placement. The results of this program are being closely evaluated and will affect policy decision regarding program changes in the future.

Another programmatic development was the establishment of the Worcester Juvenile Justice Program for boys. It, also, was designed for those youth who are experiencing problems in community placement. The program services twelve boys, in two phases. The first phase is a semi-secure residential program for four boys; the second phase is a non-residential program for those boys who are ready to leave the residential program. Eight youth can be serviced in the non-residential component. This program provides a back-up resource to all private agencies whose DYS clients are evidencing community adjustment problems.

Hearings Officer Process

The Hearings Officer process was introduced to DYS by Commissioner Murphy through the new Worcester Short-Term Secure Treatment Program. In essence, a Hearings Officer controls client intake into the Unit. An admissions procedure based on well-defined criteria is used by the Hearings Officer to select appropriate candidates.

Hearings Officers must guarantee that due process has been observed in all cases. All youth who have demonstrated violent behavior are considered for admission to a secure treatment unit. The Hearings Officer decides placement and length of stay at the Unit.

The overall goals of implementing this concept are to assure that:

- violent, dangerous youth are removed from their communities for public protection;
- each youth receives all considerations relative to guarantees under due process provisions within the system.

The Department is planning to expand this concept throughout the system for all committed and recommitted youth who must be considered for a secure setting.

Training Unit Expansion

Under Commissioner Murphy the DYS Training Unit was moved to the Criminal Justice Training Center in Southboro. It offers a statewide training program for all employees. Its purpose is two-fold: (a) it trains new employees, and (b) it offers on-going training to all employees. Secure facility employees, although hired by the private agency operating the program, are eligible for training.

Pre-service training includes some of the following topics:

Staff Roles and Rights
Department Structure and



Worcester Short-Term Secure Treatment Unit

History
 Process of Arrest and Adjudication
 The Juvenile Law
 Detention and Treatment
 Prejudice
 Stress
 Human Sexuality
 Aikido
 Therapeutic Milieu
 Fire Safety
 Drug and Alcohol Abuse
 Clinical Issues
 First Aid
 Family Systems
 Case Management Conferences
 Lines of Authority
 Community Issues
 Chapter 766
 Communication Skills
 Transportation of Youth
 Court-ordered Consent Decrees



Director of Training, Robert Brown

Tailor-made training programs for private agencies operating non-secure programs have been developed by staff at the Center. These programs are not administered at the Center. Each agency conducts its own course.

Evaluation of the program by teachers and students is encouraged. Changes and modifications are on-going.

Program Standards and Monitoring

DYS has been involved in standards development since 1976, when the first draft of "Standards for Residential Care" was written. Not until five years later, under Commissioner Murphy, did these standards near completion. In the interim, DHS had developed a monitoring process to insure quality programming from private agencies and has, over a five-year period, experimented to strengthen its efficiency.

From 1975 through 1977, the Department implemented a community network monitoring system. Utilizing teams comprised of DHS personnel, community representatives, and personnel from other agencies, this system functioned in each of the

Department's seven regional offices.

Recognizing the limitations of the community network system, a new model called "contract teams" was conceived when the Bureau of Programs was developed in 1978. Three central contract teams were established, each headed by a contract officer. These teams revised the existing monitoring system and expanded its functions to include the examining of contract compliance by using the program's written proposal as the service standard. The implementation of this full-scale monitoring effort began in early 1980. It is estimated that the Department will complete from sixty to seventy-five full-scale monitoring reports yearly.

The monitoring system provides decision makers with timely feedback on contract compliance and service delivery. DHS will continue to review and revise this system to maintain its effectiveness and to facilitate standards review.

The implementation of standards will be the next phase of this process. DHS expects to have all contracted services in compliance with its new standards by 1983.

Administrative Reform

The Department underwent a significant restructuring under Commissioner Murphy. In December, the Department's Central Administration was divided into two distinct divisions, one for Operations and the other for Administration, each division headed by a Deputy Commissioner.

The Division of Administration was to be responsible for all management support functions within the Department. The Deputy Commissioner of Administration was to oversee the operation of the following units: (1) Contract Administration (Late in 1979, the Bureau of Programs was abolished and was superseded by a Contract Administration Unit); (2) Fiscal Administration; (3) Personnel; and (4) Planning, Research, and Data Processing.

A Deputy Commissioner of Operations was to oversee the management of the following Bureaus: (1) the Bureau of Clinical Services; (2) the Bureau of Aftercare; and (3) the Bureau of Girls' Services.

It was clear that the administration of a broad community-based treatment network required a flexible and supportive management structure.

DESCRIPTION OF DEPARTMENT

Massachusetts has a diverse juvenile corrections agency. To fully understand it, a detailed description of its structure, programs, clients and budget is provided.

ORGANIZATIONAL STRUCTURE

In understanding the organization of DYS, it is helpful to conceptualize the relationship between the Divisions of Administration and Operations as follows: the latter assumes full responsibility for all aspects of the client service delivery system; the former is accountable for all support services required to facilitate quality and manageable service delivery.

Highlighted below are brief overviews of some of the Department's Bureaus, Units, and special resources. This information will assist the reader in gaining a more comprehensive understanding of the Department's structure.

Division of Administration

Bureau of Fiscal Administration

Within the Division of Administration, a fiscal unit, headed by a Director of Fiscal Administration, oversees the purchase of service payment office, federal and field accounting office, a centralized payroll office, and a regional business office.

Responsibilities include development, implementation, and direction of fiscal affairs relating to state funds and procedures. A balance must be maintained between appropriations and expenditures, which requires budget adjustments through account transfers and special budget requests, such as capital outlay. Financial data analysis involving weekly and quarterly statistical reports is conducted to support current program management and to aid in long-range planning.

The accounting unit is responsible for the fiscal

administration of federal and foundation grants, and contracting support. Complete records for all awarded funds by project are maintained. Financial reports are submitted to the funding source on a monthly or quarterly basis, as required.

Bureau of Contracts

The Bureau of Contracts is divided into three Contracting teams. Each team is headed by a Contract Officer, who supervises a staff of four: a program developer/evaluator, program monitor, auditor, and secretary. These teams are responsible for the maintenance of thirty to forty programs.

The major functions of the Contract teams are contract negotiations, monitoring programs in cooperation with the regional monitoring network, and the evaluation and auditing of programs annually. The teams are continuously upgrading program and cost standards for each type of service, thereby upgrading the quality of program proposals. The teams provide technical assistance to programs identified as problematic. They are also involved in program development based on needs identified through the monitoring and evaluation reports.

Office of Research, Planning and Data Processing

Over the past few years, the Planning Office has made major strides in improving the data available for planning. Needs assessment, proposal preparation, response to informational inquiries and surveys, and budget planning are all traditional planning functions carried out by this office. Also, the office maintains an information bank of DYS research, statistics, and key documents; coordinates the DYS Title XX and Medicaid claims; and spearheads an effort to consolidate the more

than 450 forms used throughout the agency.

The Research Unit has experienced significant growth. A DYS Research Review Committee, reinstated in 1978, is chaired and staffed by the Unit. It is charged with: (1) recommending to the Commissioner actions to be taken on proposed as well as on-going research projects; (2) monitoring all approved research projects; and (3) establishing annual DYS research priorities. The capacity now exists to develop and carry out research projects in an effort to meet agency needs.

The Data Processing Unit developed a computerized data system which contains information on clients, programs, and youth placements. A comprehensive Management Information System (M.I.S.) is being developed based on the recommendations of an agency-wide management study. M.I.S. will add two critical types of data, i.e., case management and financial. For the first time, it will allow for full utilization of computerized data for planning, policy development, fiscal administration, program evaluation, and regional management.

Personnel Unit

The Personnel Unit takes on the traditional role of employee relations, collective bargaining, affirmative action, employee evaluations, and control of position allocation.

During the past year this Unit has focused its attention on developing accurate and comprehensive job descriptions; guidelines for recruitment practices; a code of employee responsibility; a disciplinary and grievance system; and an orientation program for all new employees.

Goals for the coming year include: completion of a

Classification Study in cooperation with the Massachusetts Division of Personnel Administration; refinement of the personnel evaluation process to include methods for rewarding good performance through promotions or merit raises; and continued efforts toward the development of a computerized personnel management information system.

Division of Operations

Bureau of Girls' Services

This Bureau is separate and distinct from those bureaus which provide services to boys, presently consisting of a Director and two assistants. The primary purpose of the centralized Girls' Services Unit is to develop and maintain a comprehensive network of programs for female clients, ranging from the most secure to the least restrictive.

Further development and refinement of the girls' secure treatment system has been a priority over the past year. The system is comprised of four programs. Two of these, Cameron House and DARE Littleton, operate with a combined capacity of 17 treatment beds. Due to difficulties with site location, the third program contract, Western House, was canceled. Subsequently, Community and Court Resources, Inc. (CCRI), in conjunction with Westfield State College, was awarded the contract. A site has been identified and renovations are being planned. This program is due to open in the Spring of 1981. The fourth and most restrictive of the secure treatment programs, contracted to the Kennedy Action Corps, is engaged in a search for an appropriate facility. This program will be the last to come on line, due to the difficulty in site location. Once completed, the secure treatment system will offer twenty-seven beds providing moderate security, and eight beds in a highly secure setting.

Three girls' secure detention programs continue to operate at or near capacity. The Brockton YWCA Girls' Program has proven to be a well-rounded detention program, offering a wide variety of services. Pelletier Center in Marlboro has seen ever-increasing demand because of the excellent diagnostic services it offers. The Charlestown YMCA Girls' Program, relocated from the basement of the building into much improved physical surroundings on the third floor, has qualified for licensing under Office for Children guidelines. An in-house medical component, administered by a physician three mornings each week, is now available. There are no anticipated changes within the secure detention network.

The number and variety of residential programs available for girls has remained constant. Although several programs have closed in the past year, the net loss of beds has been negligible because others have opened, and some existing programs have increased their enrollment to DYS girls. Some losses, such as a Boston-based program serving minority girls, have been keenly felt. This Bureau continues to pursue the development of programs tailored to the specific needs of its girls.

A major problem still confronting the Bureau is the shortage of foster care homes for both short-term detention and long-term treatment. Recruiting foster parents is very difficult. There appears to be no single, definable cause for the declining number of foster homes. The Department will be looking closely at recruitment procedures, payment schedules, training and support for foster homes in an effort to reverse this trend.

Briefly, the challenge in the coming months for the Bureau will be two-fold. The first major

task will be the completion of the secure treatment network and the second will be to evaluate the quality of services provided to girls, both by the purchase of service programs and by DYS caseworkers.

Bureau of Aftercare

This Bureau's primary responsibility is to oversee the operations of the Department's seven regional offices. In addition, it is responsible for the proper functioning of the following programs: CETA, Forestry Camp, Restitution, School Adjustment Counseling, and the Interstate Compact Agreement.

A technical assistance team, comprised of six members, coordinates common activities within the regions. Their efforts have included: standardizing discharge policies and weekly spending reports; preparing client flow charts for regional assessment teams; addressing the issues of detention, case management, foster care guidelines, personnel and community release regulations.

Regional budget allocations are based on need and resources. The following information is considered in allocating fiscal resources: number of youth on probation; number of commitments; number of youth accepted by secure treatment; financial status of youth's family; previous budgets; and access to fixed cost programs.

During FY 1980, the Assistant Commissioner of Aftercare approved the following allocations:

Region	Total Yearly Budget
I	\$1,066,489.
II	689,377.
III	727,693.
IV	1,087,881.
V	692,737.
VI	1,383,270.
VII	987,017.
Total	\$6,634,464. *

Each Region has the responsibility for the direct care of any youth committed within its geographic

boundaries. Regional court liaisons work closely with the courts to determine final disposition of a case. It is the Department's responsibility to determine both placement and duration of stay for each youth.

*Additionally, as of July 1, 1979, one program went from the Purchase of Service account to fixed cost, at a rate of \$420.00 per week per lot. Slots are reserved for each Region, i.e., Regions II and V 1 slot; Regions III and IV 3 slots; Region VII 2 slots; and Region VI 4 slots.

Also, Region III received \$2,000 per week for a fixed cost intake unit. Region II received \$3,000 per week for a Criminal Justice Model Program, while Regions III, IV, V and VII received \$37,000 apiece, and Region VI, \$75,000 for this same type of program.

Intake units are used in Regions I, II, IV and VI to transfer the youth from court. Each youth is assigned a caseworker, who prepares a staffing (case conference) on the youth, within thirty days of commitment. During this period the youth is placed in a diagnostic center (or other alternative site). The caseworker works with the regional assessment team and placement officer to draw up an individualized treatment plan. This treatment plan must include consideration of the educational, vocational, recreational, medical and counseling needs of the youth. The caseworker is responsible for placing the youth into a program and for continuously reassessing the effectiveness of the plan.

Ideally, a youth works his way through the system by starting in a structured environment. He then transfers to programs with less structure, until the point of discharge. It is the caseworker who initiates the transfers and relocates the youth. It is also the caseworker who recommends discharge.

Bureau of Clinical Services

The Bureau of Clinical Services, under the direction of

the Assistant Commissioner for Clinical Services, oversees the operation of all secure detention and secure treatment facilities within the DYS system.

Secure detention facilities include programs at Danvers (12 beds), Roslindale (35 beds), Taunton (22 beds), and Westfield (21 beds). Juveniles are held in secure detention awaiting court hearings, either because they are accused of serious charges or because they are too aggressive or violent to be held in less secure programs.

The Bureau also oversees four secure treatment programs for committed youth. These programs include Chelmsford House - DARE (14 beds); Roslindale - Greater Boston YMCA (15 beds); RFK, Westboro - Kennedy Action Corps (15 beds); and Mattapan - Greater Boston YMCA (12 beds). In addition, the Bureau operates the Worcester Short-Term Treatment Program (17 beds). The Bureau is responsible for insuring adequate security and shelter for these youth. In addition, it is responsible for providing educational, recreational and counseling services to meet the individual needs of the youth assigned.

One of the major tasks of this Bureau has been the development of standards throughout the entire secure detention and secure treatment systems.

PROGRAMS

The Department contracts for services with over fifty individual agencies. These agencies are all non-profit and registered with the Commonwealth of Massachusetts.

The purchase of service system is comprised of over 100 separate contracts, representing over 200 purchase of service programs. These programs provide services ranging from street counseling to small, locked

treatment facilities. Each of the Department's seven regions has a distinct range of programs developed according to the unique needs of a region and its clients.

The Department is responsible for youth on detained and committed status. Distinct programs have been developed for each.

Two types of programs provide services for detained youth (i.e., those awaiting court appearance): secure detention; and shelter care.

DYS operates and/or contracts with seven secure detention programs. These units are locked facilities, with twelve to thirty-five youths, and a staff-to-resident ratio of two to one. All activities, including education and recreation, are conducted within the confines of the facility or grounds.

Shelter care programs are structured residences, many of which are located in YMCAs. From ten to twenty-five youth are housed in this type of program. The staff-to-resident ratio is approximately three to five. The program is staffed to insure heightened security with on-duty coverage twenty-four hours per day, seven days a week. The program relies on extensive recreational activities, as well as educational and clinical services.

There are several residential and non-residential program options for committed or referred youth. Seven secure treatment programs are available for the committed delinquent (five for boys and two for girls), operationally overseen by the Bureau of Clinical Services. The facilities are physically secure and have a staff ratio of at least two to one. The average capacity per facility is twelve youth. Each program provides intense clinical services for residents, with strong emphasis placed on education and recreation.

COMMUNITY BASED RESIDENTIAL AND NONRESIDENTIAL PROGRAM OPTIONS

Program Type	No. of Program Contracts Maintained with DYS	Program Description
Foster Care	19	Private agencies recruit, train and supervise foster parents. Frequently a foster placement is supported by contracted counselling/casework services.
Counseling/Casework	17	Services provided by caseworkers, who help youth maintain a positive self image and modify anti-social behavior. Caseworker is liaison between youth's school, family, court, etc. Does not provide in-depth or clinical counseling.
Counseling/Education	9	Alternative education is provided in a specific setting, with individualized curriculum. Teaching is done on a one-to-one basis, with some group class activities. An increasing number of programs are obtaining 766 approval.
Group Care	7	Each residence houses up to ten youth, with staff-to-resident ratio of three to five. Frequently additional counseling services are provided by contracted psychologist or social worker.
Specialized Group Care	8	Specialized services are offered in a residential setting (e.g., drug rehabilitation programs, outwards bound programs, etc.).
Structured Group Care	4	Residences which maintain a high degree of organization and structure, with maximum isolation from community. Recreational and educational activities occur within the confines of the facility. Very rigid rules, which are routinely enforced, govern the behavior of the youth.
Outreach/Tracking	8	In addition to traditional casework counseling, the worker maintains daily contact with the youth and monitors an agreed upon "contract" between himself and the youth.
Intake	4	This contract identifies the youth's daily program of activities. A one to eight staff-to-client ratio is maintained.
Work Experience	6	These programs process the placement of a youth entering the detention system and provide transportation to the assigned facility.
Diagnostic	3	Programs emphasize training in developing good work habits. Employment opportunities are located and support is given to the youth.
Medical	3	These programs provide individual psychological and educational testing, a process critical in developing treatment plans for the youth. These programs provide medical services to the youth.

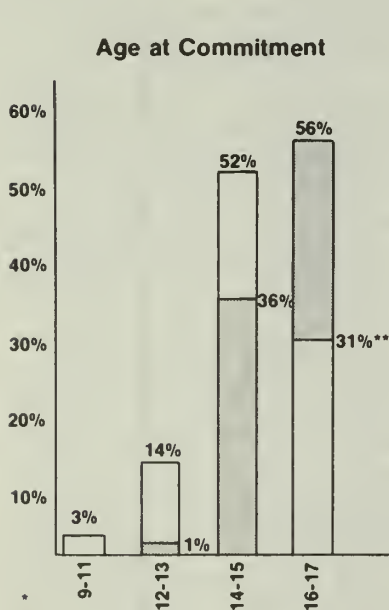


Classroom at Roslindale Youth Center

CLIENTS

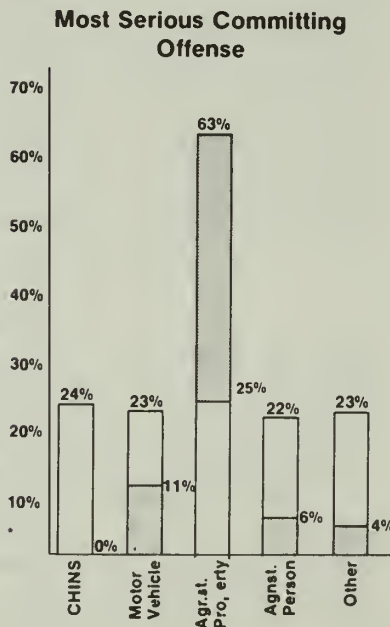
The youth who are served by the Department are committed by the courts after a disposition of delinquency has been made. They range in age from 7 through 17.

There have been changes in the average age of commitment during the past ten years, as indicated by the chart below.



**The shaded area represents the percentage of youth committed in 1979 - the white area represents the percentage in 1968.

The Department has had limited resources to examine the social, economic, and ethnic characteristics of its population. One study has been completed which analyzes the committing offenses of the youth. As indicated by the following chart, there has been a sharp rise in the number of youth committed for the offense of crime against property.



**The shaded area represents the percentage in 1979 - the white area represents the percentage in 1968.

The average daily caseload is approximately 1800 committed or referred youth. Of this population, 18% are females.

The Department is also responsible to the courts for operating a detention system for youth awaiting their court hearing. Approximately 300 youth are served daily on this status.

Youth are placed throughout the system in roughly the following manner:

Detention	# of Slots
Secure Detention	129
Shelter Care	119
Overnight Arrest	15
Foster Detention	37
Total	300

Commitment	# of Slots
Secure Treatment	101
Group Care	238
Foster Care	330
Non-Residential	668
Casework Services	525
Total	1862

During FY 1980, 750 youth were committed to the Department: 802 youth were discharged from its care and custody; 103 youth received services on a referral basis. These youngsters, referred by the courts, are not committed and technically they remain in the custody of the courts.

BUDGET

DYS expenditures are divided into two separate accounts, operating and capital outlay.

Operating

The FY 1980 operating budget reflects a period of limited growth, compared with previous years. Greater emphasis has been placed on the monitoring and evaluation of existing resources in an attempt to make each Purchase of Service dollar work more efficiently. This shift in management emphasis was crucial in view of declining state and federal monies currently available for expansion and/or experimentation with new and different programs. Moreover, the increased capacity to monitor

and evaluate has resulted in redirecting programs as required to meet changing needs across the system.

FY 1980 expenditures were increased to \$23.5 million. Refer to Chart A, DYS Budget Comparisons, for an overview of expenditures from 1979 to 1981. A modest increase in FY 1981 is anticipated to meet inflation demands.

As indicated below, the Department maintains eight accounts, the largest of which is the Purchase of Service account.

The distribution of funds appropriated into the Purchase of Service (POS) account is divided into two expenditure modes. The first is referred to as "Fixed Cost." While not every service in this category is truly fixed in contract amount, it does represent

categories of care for which the demand is consistent from week to week or from month to month. With some minor exceptions, it represents purchases of secure treatment, shelter care, structured group care, intake, diagnostic, etc. The decisions on the proportion of funds available, and the allocation of a particular program to Fixed Cost is done by the central office. Most rates are of the cost reimbursement or utilization type.

The second expenditure mode is "Flexible Cost." A flexible budget is allocated to each regional office at the beginning of each fiscal year. The regional office may purchase services from a wide range of approved service providers as long as expenditures stay within the flexible budget allocation. The services purchased from the

Account	FY 1980 (Total Expenditures)	FY 1981 (Anticipated Expenditures)
Administration	1,870,578.	1,804,000.
Purchase of Service	14,135,893.	16,655,700.
LEAA-Cash Match	159,999.	160,000.
Judge Connelly Youth Cr. (Roslindale Detention)	999,199.	1,037,000.
Hampden County (Westfield Detention)	505,825.	530,000.
Worcester Secure Treatment	435,671.	505,000.
Stephen L. French Youth Forestry Camp	489,451.	590,000.
Community-Based Treatment Units (Regional Budgets)	<u>4,998,776.</u> \$23,595,392.	<u>4,899,000.</u> \$26,180,700.

**CHART A
DYS BUDGET COMPARISONS**

Fiscal Years 1979, 1980, 1981

Federal Funds

	FY 79	FY 80	FY 81*
Amount	5,195,758	2,799,005	2,702,235
% Increase	+43 (from FY 78)	-47%	-4%

State Funds

Purchased Services:

Amount	12,635,000.	14,135,893.	16,655,700.
% Increase	21.2%	+11%	+16%

DYS Administration:

Amount	1,739,000.	1,870,578.	1,804,000.
% Decrease Increase	7.6%	+8%	-4%

DYS Total State Budget:

Amount	21,643,940.	23,595,391.	26,180,700.
% Increase	17.3%	+8%	+10%

* - Anticipated Expenditures

flexible budget are based predominantly on cost per unit (youth/day) of service. Thus, the regional office has the flexibility to respond quickly and efficiently to the changing needs of a regional client population.

Purchase of Service represents over 60% of our state funding. The remaining line item accounts, representing 40%, are composed of Central Administration, Regional Offices, and the state-owned and/or operated facilities as follows:

Judge John J. Connelly Youth Center

Hampden County Detention Center

Worcester Secure Treatment Unit

Stephen L. French Youth Forestry Camp.

In addition, several other

facilities located throughout the state are partially staffed by employees from the regional account and partially supported by POS contracts.

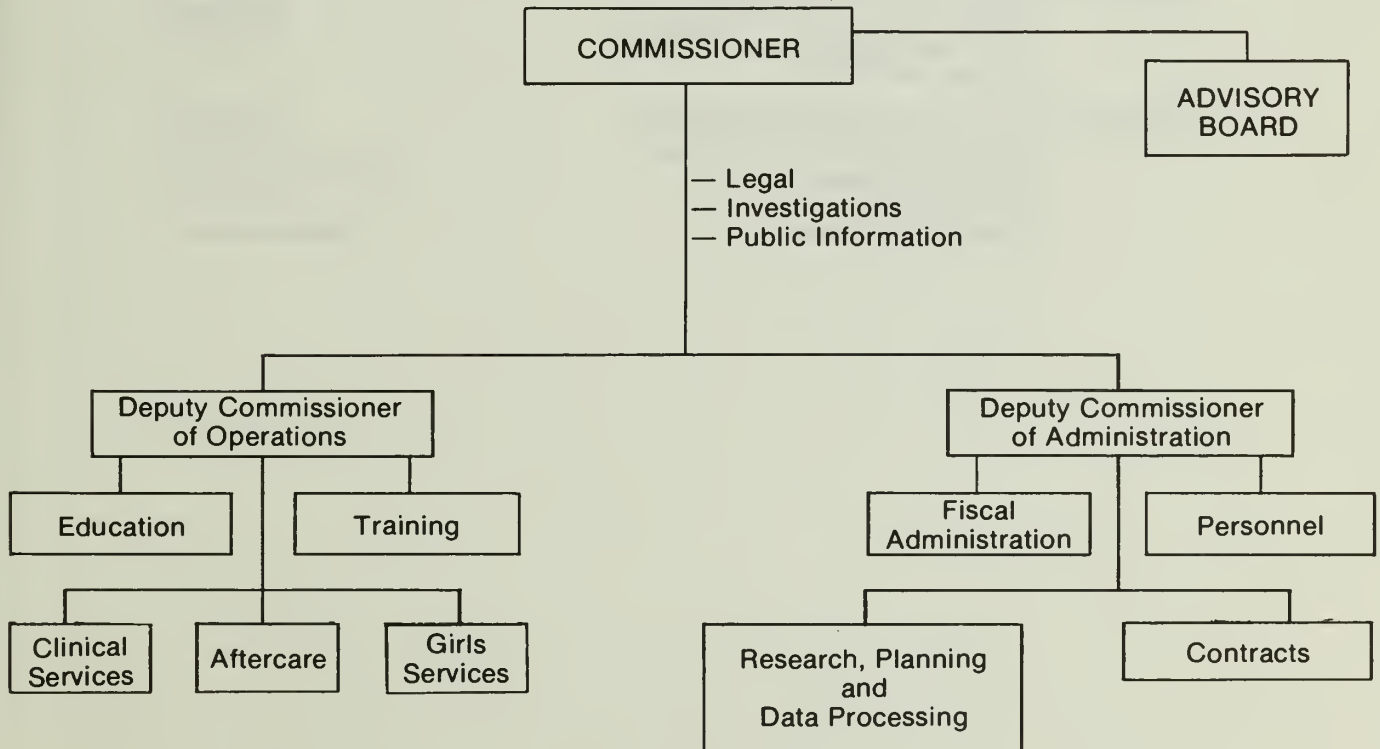
Capital Outlay

Commissioner Murphy set facilities' improvement as his number one priority after assuming office. His assessment of secure facilities indicated to him the need for a general upgrading of conditions. In addition, the Harshbarger Report of 1977 called for a moderate expansion of secure treatment beds within the secure system. The present system still is below the recommended number of beds.

To address both issues, Commissioner Murphy presented a \$9.7 million facilities' improvement plan to the 1980 legislative session for capital outlay expenditures.

The plan called for the construction of four Youth Service Centers around the state. These centers, as they are realized, would allow DYS to relocate presently inadequate detention and treatment facilities and to accommodate necessary expansion in treatment. The State Legislature appropriated \$5 million of the \$9.7 million requested for FY 1981. This amount, combined with the \$1.5 million carried forward from the FY 1979 capital outlay budget, will be used to begin implementation of this plan. While outside language introduced by the Legislature prohibits new construction, the Department will move towards the acquisition and renovation of appropriate facilities. This initiative represents the first major capital outlay program in the Department in over fifteen years.

ORGANIZATION CHART D.Y.S. CENTRAL ADMINISTRATION



DYS REGIONAL OFFICES

REGION I	John McElligott, Regional Director	(413) 736-0362
	Department of Youth Services	727-1258
	91 School Street	727-1259
	Springfield, MA 01105	(800) 332-3234
REGION II	Paul Leahy, Regional Director	791-9220
	Department of Youth Services	791-9228
	75-B Grove Street	791-9229
	Worcester, MA 01605	727-4120
REGION III	Charles Boardman, Regional Director	369-8711
	Department of Youth Services	727-6172
	336 Baker Avenue	727-6173
	Concord, MA 01742	
REGION IV	James Donadini, Regional Director	774-5850
	Department of Youth Services	774-5851
	Goldsmith Building	727-7835
	Gregory Street	(800) 892-0210
	Middleton, MA 01949	
REGION V	Frank Masciarelli, Regional Director	848-8770
	Department of Youth Services	848-8771
	725 Granite Street	727-7409
	Braintree, MA 02184	727-7618
REGION VI	Elizabeth Pattuffo, Regional Director	727-7952
	Department of Youth Services	727-7953
	150 Causeway Street — 9th Flr.	727-9405
	Boston, MA 02114	
REGION VII	Craig Barger, Regional Director	947-7650
	Department of Youth Services	947-7651
	Lakeville Hospital	727-1440, Ext. 235
	P.O. Box 622	
	Lakeville, MA 02346	(800) 242-2864



