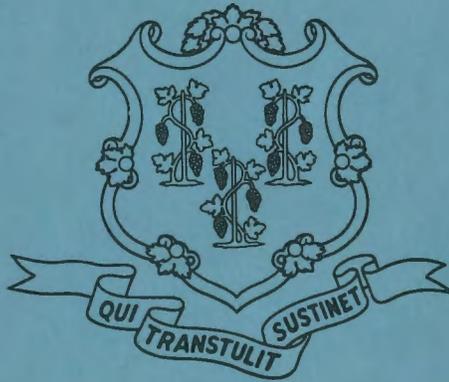


COMPLIANCE

# Connecticut General Assembly



## Legislative Program Review and Investigations Committee

# JUVENILE JUSTICE IN CONNECTICUT

January 1978

CONNECTICUT GENERAL ASSEMBLY

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

The Legislative Program Review and Investigations Committee is a joint, bipartisan, statutory committee of the Connecticut General Assembly. It was established in 1972 as the Legislative Program Review Committee to evaluate the efficiency and effectiveness of selected state programs and to recommend improvements where indicated (Public Act 72-90). In 1975 the General Assembly expanded its function to include investigations and changed its name to the Legislative Program Review and Investigations Committee (Public Act 75-388). During the 1977 session, the Committee's mandate was again expanded by the executive Reorganization Act (Public Act 77-614), to include Sunset reviews of nearly 100 agencies, boards, and commissions, commencing on January 1, 1979.

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JUVENILE JUSTICE  
IN CONNECTICUT

January 1978



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# LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

## Juvenile Justice in Connecticut

### SUMMARY

#### CHAPTER I. PURPOSE AND SCOPE

The purpose of this study was to describe and evaluate Connecticut's policies and programs for dealing with juvenile delinquents and young offenders, and to identify ways to improve the state's "juvenile justice system." The scope of the study includes police and community-based programs, the role and procedures of the Juvenile Court, treatment programs available through the Department of Children and Youth Services, and the coordination of resources and services. Services for 16 and 17 year old offenders processed by the adult system are also reviewed (pp. 1-3).

It is the responsibility of the legislative branch of government to create the framework within which both the judicial and executive branches operate, to appropriate funds for the operations of programs, and to ensure that funds are being used effectively. Without adequate program results data from government agencies, however, the legislature cannot perform its oversight responsibilities (pp. 1-2).

A major shortcoming of this report is the lack of information on outcomes and effectiveness of the juvenile justice system. A major finding of this study is that virtually no analysis exists anywhere in the "system" to indicate what treatment methods work with what kinds of delinquents, how one program compares with another, or what the long term effectiveness is of any program. It is essential that this information be collected and reported to the legislature on a regular basis.

Although system outcome data were generally not available, other information was obtained from a variety of sources. These included state and federal agencies, interviews with agency officials, surveys of agency employees and private program directors, discussions with young people involved in the juvenile justice system, and site visits to community agencies, courts and treatment facilities (pp. 3-4).

#### CHAPTER II. INTRODUCTION TO JUVENILE JUSTICE: HISTORY AND GOALS

In its attitudes toward the treatment of juvenile of-

fenders, the public has come nearly "full circle." In the 18th and early 19th centuries juveniles were treated the same as adults, serving time in prison for serious offenses. Today, juveniles are judged separately in the Juvenile Court, and given treatment which emphasizes prevention and rehabilitation rather than punishment. Recently, however, there has been an increasing public interest in developing sterner methods of handling serious young offenders and hardened delinquents. While the prime goal of both the adult criminal justice system and the juvenile justice system is the protection of society, the two systems differ in their post judicial goals and methods. In the adult system, the purpose of imprisonment is primarily to punish criminal offenders; whereas, the purpose of confinement in juvenile facilities is to rehabilitate the child (pp. 5-7).

### CHAPTER III. LAW ENFORCEMENT AND COMMUNITY SERVICES

The major law enforcement activities involving juveniles include detection of delinquent acts, investigation of reported incidents, apprehension of suspects and disposition of "cases." Police have considerable discretion in handling juveniles and may either release the juvenile (with warning or counseling), divert the case to a local youth serving agency, or make a referral to the Juvenile Court. The Connecticut Justice Commission has estimated that only one in ten police contacts with juveniles results in a Court referral (p. 8).

Although most police departments have officers who specialize in juvenile matters, many of these officers, (as well as their fellow officers) receive limited training in juvenile problems and procedures. Because more training in juvenile matters is needed, the Legislative Program Review and Investigations Committee recommends that the Municipal Police Training Academy develop and provide pre-service and in-service training focusing on the special problems of juveniles (p. 9).

To assist police in dispositional decisions on juvenile cases, several communities in Connecticut have involved interested community representatives. Enfield, for example, has created a Juvenile Review Board composed of 15 local citizens to review juvenile cases (p. 9).

Juvenile Review Boards can assist police in identifying juveniles most appropriate for referral to Juvenile Court. They can also promote early intervention and mobilize community resources to help the vast number of children who get into trouble but are not referred to Court. The Committee recog-

nizes the significant contribution Juvenile Review Boards can make toward improving the overall effectiveness of the juvenile justice system and encourages communities to establish such boards to assist police in handling juvenile cases (pp. 10-11).

The Committee further recommends that legislation be enacted authorizing neighborhoods, towns, and regions to establish such review boards to assist police. The statutory authority of these boards should be limited to cases in which the parent and child agree to such review and should be purely advisory in nature. At least half of the membership of the boards should consist of representatives of local agencies and at least one-third should be members of the public at large (p. 11).

The Committee also recommends that the Connecticut Justice Commission fund the evaluation of at least one existing Juvenile Review Board as a demonstration project to determine its impact and effects on juvenile delinquency at the local level ( p. 11).

Many communities do not have a formal policy for guiding police in matters of release, diversion, and referral. Therefore, the Legislative Program Review and Investigations Committee recommends that local law enforcement agencies clarify their procedures through written guidelines for the handling of juvenile offenders. Such guidelines should be filed with the Municipal Police Training Academy (pp. 11-12).

Two major reasons seem to account for the low police referral rate (10%) to Juvenile Court. First, many police do not refer offenses they consider "provable" because they feel the Court is too lenient with juvenile offenders.

Second, a number of "diversion" programs are now available to police. Diversion is the process of referring a juvenile to a local community service agency rather than releasing the child or referring him or her to Court. However, the ability to divert a juvenile depends on resources available in the community (pp. 12-13).

With the help of temporary LEAA funding, some fifty-five "Youth Service Bureaus" have been established to serve ninety-one communities. The three main objectives of these bureaus are: (1) to identify and provide for the needs of all

youth in the community, (2) to implement community based delinquency prevention programs, and (3) to divert juveniles from the juvenile justice system by providing support services for juveniles and their families (p. 13).

In an attempt to determine whether the legislature should appropriate state funds (to replace federal funds which run out in 1979) for Youth Service Bureaus, the Committee sought data which would indicate their cost-effectiveness. Staff survey results and site visits revealed, however, that the usefulness of Youth Service Bureau records and evaluation systems varied widely throughout the state (p. 15).

Although DCYS has developed standards for allocating and monitoring state funds for Youth Service Bureaus, there is a real question as to the capability of DCYS to manage such a project. Therefore, it is recommended that prior to the appropriation of state funds for the support of Connecticut's Youth Service System, DCYS develop procedures for evaluating the effectiveness of programs supported by such funds. Further, it is recommended that the Connecticut Justice Commission request that the Law Enforcement Assistance Administration provide technical assistance to help DCYS develop evaluation procedures that can be integrated into the Department's system for managing the funds (p. 15).

The Committee recognizes the important contribution Youth Service Bureaus make to the treatment of troubled youth and the prevention of delinquency in Connecticut. Given compliance with the previous recommendation, the Committee recommends that the legislature appropriate state funds to support youth service systems (p. 16).

When police apprehend a youth and decide that neither release nor diversion is appropriate, a referral can be made to the Juvenile Court. Of the 13,709 cases referred to Juvenile Court in 1976, 90% originated from law enforcement agencies (p. 16).

#### CHAPTER IV. THE JUVENILE COURT

Chapter IV discusses the adjudication and disposition ("sentencing") phases of the juvenile justice system--or the Juvenile Court. By law, the Juvenile Court has "exclusive original jurisdiction over all proceedings concerning uncared for, neglected or dependent children and youth and delinquent children." (Under P.A. 76-436, jurisdiction over juvenile matters will be transferred to the Superior Court on July 1, 1978).

A child may be found delinquent who has violated any federal or state law or municipal ordinance, or has committed a "status" offense such as incorrigibility, truancy, or running away from home. The statutes also provide for transfer to the adult courts of any child over age 14 who has been accused of murder or a second Class A or B felony if he cannot be properly controlled in the juvenile system (pp. 17-18).

The underlying philosophy of the Juvenile Court is that juveniles (children up to age 16 in this case) are held under a "disability" by not being accorded the full rights and privileges of adults, and should therefore not be held fully responsible for their acts. Thus, penalties imposed on juveniles should not be as severe as those imposed on adults. Furthermore, the court's primary goal is to prevent further acts of delinquency (recidivism) by the children brought before it by "rehabilitating" them through treatment (pp. 18-20). Although, in general, the Court focuses primarily on what it sees as the "needs" of the child, children may be removed from their homes and placed in secure custody when the interests and safety of the community require it.

The state is divided into three Juvenile Court districts with main offices in Bridgeport, New Haven, and Hartford. Two judges are permanently assigned to each district, which is further divided into five area offices to decentralize probation staff and judicial hearings (pp. 20-21). Operating policies, especially those concerning case processing and adjudication, were found to vary considerably among districts. Because the lack of uniform rules and practices can lead to unequal treatment, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court adopt uniform policies and procedures for the processing and disposition of juveniles referred to the Court (pp. 21-22).

The Juvenile Court also operates four detention centers (Bridgeport, New Haven, Montville and Hartford) for the temporary custody of juveniles prior to adjudication and disposition. Restrictions on the use of detention are intended to assure that juveniles are held in secure custody only when their own best interests or those of the community require it. Utilization data suggest that the Court is not making excessive use of detention, either in terms of numbers of children being held or in length of stay per child (p. 23).

According to detention supervisors, the hazardous nature of detention center work is not recognized in the job classifications or salaries of detention staff. Since the detention

of juveniles is an important function of the Juvenile Court's operation, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court (in consultation with the Personnel Division of the State Department of Administrative Services) review and consider upgrading the job classifications and salaries of detention staff and that the budget request to shift substantial funds from part-time to full-time positions be honored by the General Assembly (p. 24).

The typical child referred to the Juvenile Court for alleged delinquent behavior is a 14 or 15 year old white male who is being referred for the first time by police for a misdemeanor property crime (p. 24).

For the small number of juvenile delinquents who commit serious repeat offenses, however, the Committee questions the appropriateness of the Juvenile Court's short term rehabilitative treatment approach. Therefore, the Legislative Program Review and Investigations Committee recommends (1) that the Connecticut General Statutes (Sections 17-60 a and b) be amended to provide for mandatory transfer from the Juvenile Court to the adult court of any child 14 years of age or older, who is accused of murder, a second Class A or a third Class B or more serious felony, after probable cause has been established by the Juvenile Court; (2) that the Connecticut General Statutes (Sections 17-60 a and b) be amended to give the Juvenile Court the option to transfer to the adult court any juvenile 14 years of age or older, who is accused of a first Class A or B felony or a second Class C or D felony; (3) that the Judicial Department develop and present to the 1979 General Assembly for enactment into law, new criteria for optional transfer cases; and (4) that Connecticut General Statutes (Section 17-60 b (b)) be amended to allow juveniles sentenced by the adult court to serve their sentences in the secure treatment unit at Long Lane School until age 16, at which time they would be transferred to an adult facility for the remainder of the sentence (pp. 24-28).

The Juvenile Court has several options in disposing of cases where guilt has been established either by confession or by the judge.

When a child admits having committed a misdemeanor offense, and it is only his first or second referral to the Juvenile Court, the case usually does not go before the judge. Such cases are generally handled by a probation officer and account for nearly three-fifths of all Juvenile Court referrals. Most of these cases are "dismissed with warning,"

although the probation officer can impose informal probation, if the child and parents agree (pp. 28-32).

The remaining two-fifths of the caseload come before the judge and generally result in formal probation. A particularly effective form of probation for juveniles 14 or older who have serious problems in school, is "vocational probation." This program subsidizes jobs for adjudicated delinquents, but has not attained its potential effectiveness due to very limited resources. Therefore, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court increase the vocational probation staff to six workers and that job subsidy funds be increased to \$60,000 (pp. 33-34).

It was also found that the system for deciding which cases come before the judge is inefficient and ineffective. Little attempt is made to identify juveniles likely to become repeat offenders. Screening devices have been developed elsewhere to identify potential juvenile recidivists on their first referral. One such device is the BETA system (Appendix IV-8) which claims to be 80% accurate in predicting recidivism. Because judicial time and resources are limited, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court develop and adopt a method, such as the BETA system, to evaluate the recidivism potential of all adjudicated delinquents to enable the Court to bring its full resources (namely, judicial disposition) to bear on those delinquent children with the greatest probability of being involved in further delinquent acts (pp. 34-35).

When the Juvenile Court believes a child will benefit from residential treatment, or the safety of community requires it, a child can be removed from his home and committed to the custody of DCYS. Long Lane School, the state-operated residential treatment facility for juvenile delinquents, is generally used as a "last resort" after all other approaches have been tried, according to judges and probation staff (pp. 35-36).

The effectiveness of the Juvenile Court is to a considerable extent dependent upon the availability and adequacy of treatment programs. The most severe gaps in resources were found to be in the areas of residential treatment programs for girls and residential psychiatric programs for both boys and girls (p. 36).

Another factor limiting the effectiveness of the Court is the heavy burden of non-probation related duties of probation officers, such as serving notices, transporting juveniles

and maintaining records. Because many administrative functions could be performed by non-professional staff, the Legislative Program Review and Investigations Committee recommends that the Court increase its probation aide and clerical staff to relieve probation officers of these duties and that the General Assembly honor budget requests to accomplish this goal (p. 37).

According to Judge Driscoll, "the prime problem is that there is no data to show what really works." Efforts to evaluate the long-term effectiveness of Juvenile Court dispositions are severely restricted by confidentiality provisions which prevent the tracking of juvenile cases into the adult system. Therefore, the Legislative Program Review and Investigations Committee recommends that the Judicial Department undertake a major research effort, with additional staff if necessary, to track cases from the juvenile to the adult system to determine the most effective treatments (dispositions) which have been used for the various types of offenders and offenses (pp. 37-38).

The Juvenile Court has been accused of hiding behind the cloak of confidentiality and refusing to be held accountable for its effectiveness. The Committee considers the availability of information on the efficiency and effectiveness of the Court of paramount public interest. Therefore, it is recommended that the confidentiality statute (C.G.S. 17-57a) be amended to authorize bona fide researchers such as legislative staff and LEAA contractors) to obtain appropriate Juvenile Court data for evaluation purposes, provided that the confidentiality of individual Court records is not violated (p. 38).

In addition, police, schools, treatment programs, and other agencies involved in the rehabilitation or subsequent care of juvenile offenders have a valid need for relevant information about such children. It is recommended that both the Juvenile Court and DCYS develop and publish guidelines as to what information is available to which agencies and how it can be obtained. In addition, the Court and DCYS should cooperate and share information to eliminate duplication (such as psychological testing and social histories) and to insure that these records accompany the child in his movement from agency to agency. The guidelines on access to information should improve coordination among agencies as well as the continuity of service and care ( pp. 38-40).

## CHAPTER V. JUVENILE DELINQUENCY TREATMENT PROGRAMS

A small percentage of referrals to the Juvenile Court are committed or recommitted to DCYS for treatment (about 6% in 1976). On commitment to the Department, a juvenile either goes to Long Lane School--the state training school for delinquents--or is placed directly in a private treatment facility. The proportion of direct placements has grown dramatically in recent years, from 8% of total commitments in 1972 to 45% in 1976. After release from Long Lane (average lengths of stay range from 4-8 months) and private facilities, juveniles are supervised by aftercare workers for the duration of their two year commitment period (pp. 41-44).

DCYS delinquency treatment services will cost an estimated \$6.7 million in FY 1978. Most of this money, over \$3.7 million, will pay the cost of running Long Lane School. The remainder covers the cost of private care (\$2.6 million) and aftercare supervision (\$361,000) (p. 44).

The average daily population at Long Lane School was about 140 students in 1976, with boys outnumbering girls by a ratio of 3:1. The estimated cost of caring for a child for a year at Long Lane is about \$25,000. By comparison, the state pays \$5,000-\$19,000 per child per year for group home and private residential care (pp. 45-46).

The goal of the rehabilitation program at Long Lane School is to prepare a student for successful transition to responsible community living. Short lengths of stay at the institution (averaging 4-8 months), a rigid hierarchical administrative structure, and factional splits among staff are key factors hampering its effectiveness (pp. 46-47).

Another major problem at the institution is the high runaway rate. For the period July 1, 1974 through June 30, 1977, an average of 51 runaway attempts were made each month, about half of which were successful. The Long Lane treatment manual, however, contains no goal statement on the role or importance of secure custody at the institution. Because some of the security procedures in place at the Niantic Correction Institution (a minimum security prison for females run by the Department of Correction) appear applicable to Long Lane, it is recommended that the Department of Correction be called in to provide technical assistance to Long Lane on security and custody matters (pp. 47-49).

Only 15% of care, custody, and teaching staff responding to a Legislative Program Review and Investigations Committee

staff survey considered the Long Lane program beneficial to students. Training of workers is one major problem. Twenty-nine percent of youth service officers (who staff the cottages) reported they received no training, while even more (32%) reported no inservice training. Also rated inadequate by employees surveyed were the academic program and work and vocational opportunities (pp. 49-50).

During its review of Long Lane, the Committee staff identified some students at Long Lane who did not appear to be appropriate to the program or who could be treated more effectively (and less expensively) in alternative programs. The role of Long Lane needs to be re-evaluated by DCYS, and goal statements on the future of the institution need to be developed as part of the Department's Master Plan. The Committee recommends that Long Lane's primary role be limited to treatment for a small population requiring secure custody. Secondly, Long Lane could serve as a "holding" center for juveniles awaiting placement in other programs. The future of Long Lane hinges, however, on the ability of DCYS to develop and effectively monitor programs and facilities throughout Connecticut of adequate quality and sufficient capacity to meet the state's treatment needs (p. 53).

Private agencies play a major role in juvenile delinquency in Connecticut and are essential to the development of a continuum of needed services. The condition of private facilities and quality of programming appears to vary considerably, however (pp. 53-54). Because state policy on use of private resources has not been effectively communicated to private program officials and because private agencies need to know, for planning and budgeting purposes, how the state intends to use their services, it is recommended that DCYS articulate, as part of its Master Plan, clear policy on use of private resources, including the development of programs equipped to handle difficult cases (p. 56).

Low reimbursement rates for services is a chronic complaint of private program directors. A major problem is that the Department of Social Services, not DCYS, currently sets rates. A federal "waiver" is required to transfer this function to DCYS. Because of the importance of rate setting to the development of comprehensive treatment programs, the Committee supports the efforts to secure a waiver of the single state agency requirement of HEW (pp. 56-57).

Current reimbursement rates, according to program officials, do not reflect the actual cost of providing services,

yet the state needs a "healthy mix" of public and private programs. Because state financial support is essential to maintain an adequate mix of public and private resources, it is recommended that the state provide more reasonable cost related payments for private delinquency treatment services (p. 57).

During the course of this review, unmet service needs were noted by agency officials, attorneys, child advocates, and youth workers. For example, more treatment programs for girls are needed (p. 59). It is the responsibility of DCYS to identify and respond to the needs of children under its care. Therefore, it is recommended that DCYS exercise aggressive leadership to stimulate development of needed programs in the private sector (p. 59).

Most private programs do not actively seek or require involvement of parents and family in the child's treatment program. Because family participation in treatment is so important, it is recommended that DCYS develop a policy to encourage private programs to involve families wherever possible (p. 59).

Aftercare services, supervision and counseling-- a critically important component of treatment--are provided by both DCYS and some private programs. The main purpose of aftercare is to help juveniles successfully adjust to community living following residential treatment. The DCYS aftercare caseload is now estimated to exceed 800. Workers surveyed stated that high caseloads and lack of adequate community resources hampered their effectiveness (pp. 59-60).

Most private programs do not provide meaningful aftercare, although one DCYS official believes private programs are in a better position to provide aftercare to their graduates than DCYS workers, who sometimes lose contact with their clients in private facilities. To improve continuity of care, it is recommended that DCYS require private programs to provide transitional aftercare services following release from residential treatment and that reimbursement rates be adjusted to reflect this additional requirement (pp. 61-62).

DCYS monitoring and evaluation of private programs has been minimal. Although an Office of Evaluation, Research, and Planning has been recently established, it has not demonstrated its capability to effectively evaluate programs. Because it is not clear how the Office of Evaluation will evaluate

programs and coordinate its efforts with the activities of other DCYS divisions, the Legislative Program Review and Investigations Committee recommends that a written plan be developed which establishes priorities and specifically shows how and when major tasks will be accomplished. This plan should also detail methods and procedures to coordinate evaluation efforts with other divisions in DCYS (pp. 62-63).

It is also recommended that a method developed by a special task force for evaluating programs using assessment teams be adapted and used by the DCYS Office of Evaluation as part of its overall evaluation effort (p. 63).

According to a DCYS official, licensing standards for child caring agencies are outdated and need modernization.

In addition, the Legislative Program Review and Investigations Committee heard testimony calling for additional standards (beyond licensing) for private programs. Therefore, the Committee recommends that DCYS update licensing standards and promulgate other guidelines (e.g., staff qualifications and training) for private agencies (pp. 64-65).

Each year, a small number of cases come before the Juvenile Court which create a jurisdictional conflict between the Department of Mental Retardation (DMR) and DCYS. These cases involve children who are refused services by both agencies. Since DMR and DCYS both appear to have some responsibility in these cases, it is recommended that a joint committee of DCYS and DMR representatives be constituted for the purpose of reviewing borderline referrals from the Juvenile Court and making recommendations to the Court as to the appropriate treatment of these cases. The committee would also accumulate statistical data on such cases and within two years, develop recommendations regarding secure treatment for mentally retarded delinquents (pp. 65-66).

Currently, interaction among agencies in the juvenile and criminal justice systems is limited primarily to informal communication at the Commissioner and Director level and some line staff interaction in training at the Connecticut Justice Academy. Because more interaction between agencies should result in a sharing of ideas and ways to respond to mutual problems, it is recommended that agency heads in the juvenile and adult justice systems encourage and promote more agency interaction and communication (p. 66).

Both the Juvenile Court and DCYS provide treatment services to juveniles. The Court operates its own probation services, while most residential and aftercare treatment services are only available through DCYS.

Even after commitment to DCYS, the Court retains jurisdiction over the child. However, DCYS officials claim that placement and treatment decisions about delinquents in its custody are the responsibility of the Department.

The ambiguity in the DCYS Commissioner's power to make placement decisions causes two types of problems, according to officials. The first problem can occur when the Court orders that a child be placed in the Secure Treatment Unit at Long Lane School. Friction results if the 24 beds in the unit are occupied or if the placement is considered inappropriate by DCYS staff. The second type of problem occurs when private placements are made by the Court on commitment to DCYS without full review or concurrence by DCYS staff.

The Committee reviewed the issue of overlapping authority between DCYS and the Court but could not agree on what action, if any, should be taken by the legislature (pp. 68-69).

## CHAPTER VI. YOUTH OFFENDERS IN CONNECTICUT

Youths, persons over 16 and under 18, fall under the jurisdiction of the adult courts and are treated the same as adults unless they are determined eligible for "youthful offender" status. A youth who is not accused of a Class A felony, has no other felony conviction and has not been previously adjudged a youthful offender, may request youthful offender status. As with juveniles, youthful offender records are confidential and proceedings are non-criminal in nature. Connecticut is one of only six states that terminate Juvenile Court jurisdiction at age 16. The Committee believes that a more important issue than jurisdiction, however, is what services should be available to youthful offenders and who should provide them (pp. 70-72).

A judge in Connecticut has few dispositional alternatives available in sentencing a youthful offender. The choice is essentially between incarcerating the youth at Niantic or Cheshire Correctional Institutions or placing the youth under minimal probation supervision. The Department of Adult Probation provides only one special service program for youthful offenders. Because specialized services are lacking for youth-

ful offenders, and because services designed for this age group must be closely monitored and coordinated with existing community programs, the Legislative Program Review and Investigations Committee recommends that the General Assembly fund a specialized probation caseload for youthful offenders on a trial basis in at least one adult probation district office. In addition, approximately \$25,000 should be funded for the contract of community services to implement this pilot program (pp. 73-76). If demonstrated effective, the program should be considered for expansion statewide to provide small, individualized caseloads to service youthful offenders (pp. 76-77).

The Department of Correction is responsible for the custody of certain more serious and repeat 16 and 17 year old offenders. Approximately 120 youths are presently in the custody of the Department at either Niantic (women) or Cheshire (men). Both institutions have extensive educational, vocational, and industrial training programs. While Connecticut appears to have a variety of services available to young inmates during their period of incarceration, there is limited utilization of transitional residential facilities, such as half-way houses. Only two of the group homes on contract with the Department specialize in the treatment of young offenders under age 20. No youths are currently participating in a residential program contracted for by the Department of Correction (p. 79).

A continuing area of concern in youth crime is parental liability for acts committed by a minor child. In Connecticut a parent may be held civilly liable (up to \$1,500) for the destructive acts of an unemancipated minor child. Because parents should be encouraged to control and restrain their children, the Legislative Program Review and Investigations Committee recommends the passage of SB 305, "An Act Concerning Civil Liability of Parents for Acts of Minor Children." This legislation would increase the amount of parental liability to \$3,000 and up to \$5,000 for a second and subsequent tort of a minor child. Parents, however, would not be liable for torts committed by a youth who has either run away or is uncontrollable (pp.79-81).

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Chapter One

PURPOSE AND SCOPE

Purpose

Scope

Sources

Organization of the Report

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## CHAPTER I

### PURPOSE AND SCOPE

#### Purpose

Legislators and the public are deeply concerned about juvenile delinquency and youth crime.<sup>1</sup> As part of its ongoing oversight responsibilities, the Legislative Program Review and Investigations Committee began this study in May, 1977. The purpose of the study was to describe and assess Connecticut's response to the problems of juvenile delinquency and youth crime and to identify ways to improve the state's juvenile justice "system."<sup>2</sup>

Special emphasis was placed on identifying gaps and overlaps in services among and between the several components of the system, particularly as they might contribute to overall ineffectiveness or inefficiency. In addition, the need of the general populace to be protected from dangerous juveniles, as well as the right of such juveniles to equal treatment under the law and their need for effective rehabilitative help, were kept foremost in this review.

Why oversight? It is the responsibility of the legislative branch of government to create and oversee the framework within which both the executive and judicial branches operate. The legislature created the Juvenile Court in 1941 and it created the Department of Children and Youth Services in 1969. If the delineation of authority and responsibility between the two is not clear, it is the legislature which must act by amending statute.

Furthermore, it is the legislature which determines what behavior constitutes criminal and delinquent acts and what the consequences of such acts shall be. If the laws allow so much discretion that they are subject to abuse, the legislature must rewrite them for the protection of individuals as well as society.

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<sup>1</sup> By law, "juveniles" are defined as children under 16 years of age. "Youths" are defined as persons between 16 and 18 years of age (C.G.S. 17-410(d), (e)).

<sup>2</sup> Use of the term "system" in this context is a matter of convention. As is apparent throughout the report, coordination among the various elements of the "system" is very weak.

Finally, the legislature appropriates the funds for the operation of all three branches of government. It has an obligation to the people of the state to make every effort to assure that public expenditures are being carefully monitored to maximize effectiveness.

The purpose of legislative oversight<sup>1</sup> is to provide the General Assembly with the information and analysis it needs to make sound, constructive decisions about statutory mandates and other laws, and about the funds it appropriates. The Legislative Program Review and Investigations Committee is mandated to perform efficiency and effectiveness studies for the Connecticut General Assembly.

Without meaningful program results data from government agencies, however, the legislature cannot adequately perform its oversight responsibilities.

A major shortcoming of this report is the lack of information on outcomes and effectiveness of the juvenile justice system. A major finding of this study is that virtually no analysis exists anywhere in the "system" to indicate what treatment methods work with what kinds of delinquents, how one program compares with another, or what the long term effectiveness is of any program. The report emphasizes the necessity for this information to be systematically collected and analyzed within the system and reported to the legislature on a regular basis, as part of the annual budget review. Furthermore, adequate information should be available to legislative oversight bodies to verify the validity of research and reports conducted within the system. Since juvenile records with police, the court and DCYS are confidential, a method (such as a unique numbering system) must be devised so that individuals can be followed through the system and outcomes evaluated, without violating individuals' rights to privacy.

### Scope

The study examines the major components of the juvenile justice system. These include state and local police and community-based programs for prevention, detection, and treatment of children and youth in trouble with the law; the Juvenile

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<sup>1</sup> Fiscal oversight is performed by the Appropriations and Finance Committees and the Office of Fiscal Analysis; post audit accountability and oversight is performed by the Auditors of Public Accounts; and additional oversight is performed by the standing committees with staff from the Office of Legislative Research and the Legislative Commissioners Office (bill drafters).

Court; and commitment of delinquents to the Department of Children and Youth Services for treatment at Long Lane School or in private facilities. Serious problems in coordination of resources and services among the various components are identified, and important recommendations for improving performance monitoring--which is virtually nonexistent--are made. Finally, the treatment of 16 and 17 year old offenders in the adult courts is reviewed briefly.

A major area of concern which could not be addressed by the Committee is the identification of causes and prevention of juvenile delinquency and youth crime. The literature on the subject suggests that major causes seem to be related to poverty, inadequate education, joblessness, the decay of family and neighborhood structures, and so on. It was not possible for this Committee to contribute significantly to an analysis or such broad problems or to suggest specific solutions which could be legislated. The Committee therefore chose to focus on the state's response to the problems of juvenile delinquency--law enforcement, the Juvenile Court, and delinquency treatment programs. Obviously, the causes and prevention of juvenile delinquency are a major area for future search and program development.

Several other important issues could not be addressed in depth in this report. Among them are children's rights and legal procedures, status offenders, truancy, child neglect and abuse, and children's mental health services. Some of these issues were omitted because they are being examined by the Juvenile Justice Commission, chaired by Senator David Barry. Similarly, the issue of status offenders is being reviewed under a \$1.5 million Law Enforcement Assistance Administration (LEAA) demonstration project scheduled for completion in September, 1978.

Finally, the management and administration of DCYS and its other programs, about which the Committee received considerable comment during the course of this study, will be the subject of a separate program review scheduled to commence in February 1978.

### Sources

Information for this study was gathered from a number of sources. Documentation from state and federal agencies, research groups, and professional organizations was reviewed. Interviews were conducted with Juvenile Court judges and probation officers, DCYS and other State agency officials, policy officers, youth workers, representatives of private programs, agencies and associations, young people involved in the juvenile justice system, and others.

In addition, surveys were sent to all Juvenile Court probation officers, Youth Service Bureau directors and advisory councils, direct service staff at Long Lane School, DCYS aftercare staff, and directors of all delinquency treatment programs serving Connecticut clients. Field visits were made to police departments, Youth Service Bureaus, Juvenile Court facilities, and private treatment programs throughout Connecticut and in nearby states. Members of the Committee accompanied staff on visits to Elan One, a private treatment program in Poland Spring, Maine, to Long Lane School, and to the Connecticut Correctional Institution at Niantic. Finally, a public hearing was held on September 8, 1977 at which considerable professional and public comment was received by the Committee.

Basic data on system outcomes and treatment effectiveness were requested from each component of the system but were "not available."

### Organization of the Report

The report is divided into six chapters. Chapter II provides a brief history of juvenile justice and discusses goals of the system. Chapter III reviews juvenile law enforcement activities and community-based programs serving troubled youth. Recommendations are made to improve juvenile law enforcement procedures and community services. Chapter IV describes the authority and role of the Juvenile Court. Several recommendations are made to improve Court operations and probation services. In Chapter V, treatment of juveniles at Long Lane School and in private programs is discussed. Important recommendations are made regarding the future of Long Lane School and the need for the Department of Children and Youth Services to monitor and evaluate treatment (including private) programs. In an appendix to Chapter V, a few successful treatment programs in Connecticut and other states are briefly described as possible "models" for making improvements in the state system.

The report concludes with a discussion in Chapter VI of the special problems of services for youth offenders. While most states treat 16 and 17 year olds as juveniles, Connecticut does not. Because resources are limited in the adult system, the needs of this group are not always well met. Recommendations for improvement are made.

Agency responses to this report are contained in Appendix I-1. An extensive glossary is presented in Appendix I-2, and other detailed data are contained in appendices to Chapters III, IV, V, and VI.

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Chapter Two

INTRODUCTION TO JUVENILE JUSTICE: History and Goals

Historical Overview  
Juvenile Treatment in Connecticut  
Goals of the Juvenile Justice System

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## CHAPTER II

### INTRODUCTION TO JUVENILE JUSTICE: HISTORY AND GOALS

#### Historical Overview

In its attitudes toward the treatment of juvenile offenders, the public has come nearly "full circle." In the 18th and 19th centuries, juveniles were treated the same as adult criminals, serving time in prison for serious offenses.

In the late 19th century, attitudes about treatment of juveniles began to change. Reformers advocated a separate system of justice for juvenile offenders emphasizing rehabilitation and prevention, rather than punishment. In 1899 the nation's first Juvenile Court was established in Chicago by the Illinois Legislature.

Today, there is growing public sentiment to return to the days when juvenile offenders were "punished" rather than "rehabilitated"--at least for the most serious repeat offenders. Rehabilitation has not worked, say some critics, and the time has again come for stricter treatment of juvenile offenders.

#### Juvenile Treatment in Connecticut

Until 1816, children in Connecticut, as in the nation, generally received the same treatment as adult criminals. Penalties included incarceration in the Newgate Prison, work house and jail sentences, public whippings, the stocks, mutilation, branding, and execution.<sup>1</sup> In 1816, the Legislature eliminated these forms of punishment and instituted fines and imprisonment. A state reform school for juveniles was opened in Meriden in 1854, and became the Connecticut School for Boys in 1893. In 1868, the Industrial School for Girls, now known as Long Lane School, was opened as a private facility in Middletown.

Separate treatment. In 1917, the first law differentiating juveniles from adults for purposes of trial and detention (confinement) was enacted by the legislature. Provisions were made for partial confidentiality of records. Juvenile trials continued to be criminal proceedings, however.

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<sup>1</sup> History compiled by the Connecticut Juvenile Court.

The Juvenile Court Act of 1921 authorized city, borough, and town courts to hold separate noncriminal proceedings for juveniles and established that children under the age of 16 could not be found guilty of a crime.

In 1941, the legislature created the present statewide Juvenile Court System, with three districts and a full-time judge presiding in each. Following an important U.S. Supreme Court decision in 1967 (In Re Gault, 387 U.S. 1 (1967)), the legislature passed Public Act 630 explicitly affirming due process rights of children. The law also added three new judges to the Juvenile Court, for a total of two judges in each district. (For a discussion of the future of the Juvenile Court under the Court Reorganization, see Appendix II-1).

*take out*

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"Transfer down" repealed. In recent years, significant legislation pertaining to juveniles and youths has been enacted by the legislature. In 1971, the Youthful Offender Act was passed repealing a provision which had permitted the transfer of some 16 and 17 year old offenders from the adult court to the Juvenile Court.

"Transfer up" allowed. Legislation was also passed in 1971 authorizing the transfer of juveniles accused of murder to the adult court (P.A. 71-170). In 1975, Public Act 75-620 expanded this authority by allowing transfer (under certain conditions) of juveniles accused of repeat class A or B felonies to the adult court (see Appendix IV-5 for a listing of felony classifications). All three of these Acts were designed to provide harsher penalties for serious offenses by juveniles.

Other legislation passed in 1975 established the rights of children committed to the Department of Children and Youth Services (P.A. 75-538), enabled cities and towns to set up youth service systems (P.A. 75-487), and created a temporary Juvenile Justice Commission to study ways of providing an effective system of delinquency prevention and treatment (Special Act 75-48).

While awaiting the outcome of the Juvenile Justice Commission's work (still in progress), several bills were passed in 1976 and 1977. During the 1976 session, the legislature authorized the Juvenile Court to divert cases to Youth Service Bureaus (P.A. 76-426). Finally, legislation became effective on October 1, 1977 which gives judges and probation officers in the adult court access to juvenile and youthful offender records for presentence investigations, felony sentencing, and determination of whether to grant youthful offender status (P.A. 77-486).

## Goals of the Juvenile Justice System

While the prime goal of both the adult criminal justice system and the juvenile justice system is the protection of the citizenry from violence, destruction, theft and other abuses through law enforcement (police), adjudication (courts), and prevention of repeat offenses, the two systems differ in their post-judicial goals and methods. In the adult system, the purpose of confinement in a penal institution is to punish criminal offenders and to deter or "rehabilitate" them if possible, so that subsequent criminal acts are not committed.

In the juvenile justice system, on the other hand, punishment is not viewed as a goal. Juveniles adjudicated as delinquent are not guilty of a crime. Confinement at Long Lane School or a private residential facility is for the purpose of rehabilitating the child and giving him or her the attitudes, skills, and transitional support services necessary for a smooth reintegration to school, family and the community. The prevention of recidivism (repeated offenses) is the ultimate goal of both adult corrections and juvenile delinquency treatment--the first, through punishment; the second, through treatment. Regrettably, there is little evidence to suggest that either approach works particularly well.



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Chapter Three

LAW ENFORCEMENT AND COMMUNITY SERVICES

Law Enforcement

Improving Police Response to Delinquency

Release

Diversion

Referral to Juvenile Court

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## CHAPTER III

### LAW ENFORCEMENT AND COMMUNITY SERVICES

Since most juveniles in trouble with the law stay in their local communities, and virtually all treated elsewhere eventually return home, the community is the most important arena for delinquency prevention, treatment, and aftercare. Regardless of whether a young person experiences one minor "brush" with the law or commits repeated serious delinquent acts, the community takes first responsibility for the juvenile, and ultimately the last.

In this chapter, the role of the police in the juvenile justice system is examined. The chapter describes police discretion to either release, divert to a community agency, or refer to court, apprehended juveniles. Police training, juvenile review boards, and Youth Service Bureaus are also discussed.

#### Law Enforcement

The major law enforcement activities involving juveniles include detection of delinquent acts, investigation of reported incidents, apprehension of suspects, and disposition of "cases".

Police have considerable discretion in handling a suspected delinquent. The Police may either release the juvenile (with warning or counseling), divert the case to a local youth serving agency,<sup>1</sup> or make a referral to the Juvenile Court.

The Connecticut Justice Commission (CJC)<sup>2</sup> has estimated that only one in ten police contacts with juveniles result in a referral to Juvenile Court.<sup>3</sup>

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<sup>1</sup> In the past, police action regarding juveniles has been limited to simply counseling and release or a referral to Juvenile Court. Now the police may also direct the youth (and family) to treatment services that are available in the community.

<sup>2</sup> The Connecticut Justice Commission (CJC) is the statewide planning agency responsible for awarding and administering federal Law Enforcement Assistance Administration (LEAA) grants.

<sup>3</sup> Using this estimate, and Juvenile Court data (about 12,500 police referrals in 1976), it appears that police contacts with juveniles in Connecticut may have approached 125,000 in 1976.

## Improving Police Response to Delinquency

In recent years, many law enforcement agencies in Connecticut have taken steps to improve their juvenile law enforcement operations and services. The state police department established a youth officer program in 1973 to divert juveniles from the Juvenile Court, encourage establishment of youth services, and standardize police procedures relating to juveniles (see Appendix III-1).

Many municipal police departments also have either special youth officers or entire units devoted to juvenile affairs.

Training. Although most police departments have officers who specialize in juvenile matters, many of these officers (as well as their fellow officers) receive limited training in juvenile problems and procedures. Because more training in juvenile matters is needed, the Legislative Program Review and Investigations Committee recommends that the Municipal Police Training Council<sup>1</sup> develop and provide pre-service and in-service training focusing on the special problems of juveniles. Training should include indepth coverage of all components and resources of the juvenile justice system, as well as special topics such as counseling and prevention. The curriculum should also teach youth officers to train fellow officers in juvenile procedures. State Police Youth Officers could also provide training to resident and patrolling troopers.

Juvenile Review Boards. To assist police in dispositional decisions on juvenile cases, several communities in Connecticut have involved interested community representatives.

Enfield, for example, has created a "Juvenile Review Board" composed of 15 local citizens. Chaired by a police officer, the board meets weekly to review every police incident involving juveniles. Board members include the police youth officer, the town attorney, school representatives, a consulting psychiatrist, a youth service bureau representative, clergymen and concerned citizens.

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<sup>1</sup> In Connecticut, full time municipal police receive training at the statewide Municipal Police Training Academy in Meriden or at one of the four local academies (Hartford, Bridgeport, New Haven, and New Britain).

Through the review board, the police department shares its decisionmaking responsibility with knowledgeable and interested community resource personnel. The Board is responsible for the same decisions that the youth officer in a town without a review board must make. The decision criteria (the child's past record, attitude, and seriousness of the offense), and the possible outcomes (no action, counsel and release direct to local youth agency, or refer to the Juvenile Court) are basically the same. The review board process merely improves the chances that the decision will be informed and balanced because of the various interests and views of the membership. By involving youth serving agencies on the board, local services are better utilized. Troublesome youth can be directed to the most appropriate program, and success and failure experiences can be fed back into the process for better future decisionmaking. Further, the board can identify unmet needs for services and work to develop them.

Communities using a Juvenile Review Board must confront the problem of maintaining confidentiality of juvenile records.<sup>1</sup> Some towns have handled this problem by restricting board membership to "professionals," using confidentiality waivers, or making the board review voluntary (i.e., a parent can opt to have the child's case reviewed by the police officer or the review board). Although no review board has been legally challenged, there have been cases in which information leaks have occurred and jeopardized continuation of a board. By implementing proper safeguards, advocates of Juvenile Review Boards believe future information leaks can be prevented.

In its assessment of youth service systems in Connecticut, the University of Hartford's Institute for Social Research pointed out that the review board also acts as a useful screening mechanism for the Juvenile Court. The percentage of Enfield referrals who were committed to DCYS by the Juvenile Court was higher than the rate for most comparable towns. This was attributed to the fact that a referral from the review board meant that local service resources were ineffective in a particular case; whereas, communities without a thorough screening process may refer cases to the Juvenile Court before local services have been tried.

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<sup>1</sup> Connecticut statutes prohibit public access to police records involving juveniles: "Nothing in sections 1-15, 1-18a, 1-19 to 1-18b, inclusive and 1-21 to 1-21k, inclusive, shall be construed to require disclosure of... (d) arrest records of a juvenile, which shall also include any investigatory files, concerning the arrest of such juvenile, compiled for law enforcement purposes" (Sec. 1-19(b)(2)(d)).

A major problem in the juvenile justice system in Connecticut is that the Juvenile Court cannot handle the vast number of children who get into trouble in their local communities. As mentioned earlier, only one out of ten police contacts with juveniles result in a court referral. Juvenile Review Boards could respond to this problem in two important ways. First, the review boards can assist police in identifying juveniles most appropriate for referral to Juvenile Court. Second, for the large number of juveniles who are not referred to court, the review boards could promote early intervention and local initiative by mobilizing community resources to help the troubled child. In towns where needed local services are lacking, review boards could serve as a catalyst in the development of new programs.

The Program Review and Investigations Committee recognizes the significant contribution Juvenile Review Boards can make toward improving the overall effectiveness of the juvenile justice system and encourages communities to establish such boards to assist police in handling juvenile cases. #2

The Committee further recommends that legislation be enacted authorizing neighborhoods, towns, and regions to establish such review boards to serve as advisors to the police on the handling of juvenile cases. The statutory authority of these boards should be limited to cases where the parents and child agree to such review and shall be purely advisory in nature. The legislative body with jurisdiction should appoint the membership of such review boards, at least half of which should consist of agency representatives (including but not limited to the police, youth service bureaus, schools, childcaring agencies, and religious organizations) and at least one-third should be members of the public at large. #3

Finally, the Committee recommends that the Connecticut Justice Commission fund the evaluation of at least one existing Juvenile Review Board as a demonstration project to determine its impact and effects on juvenile delinquency at the local level. #4

Clear Guidelines. Many communities do not have a formal policy for guiding police in matters of diversion and referral. Because of the disparities between community law enforcement procedures and resources, statewide guidelines with universal application would not be workable.

The Legislative Program Review and Investigations Committee recommends, however, that local law enforcement agencies clarify their procedures through written guidelines for the handling of juvenile offenders. Such guidelines should be filed with the Municipal Police Training Council.

#5

Release

Two major reasons seem to account for the low police referral rate (10% to Juvenile Court. First, many police do not refer offenses which they consider "provable" because of their attitude toward the Court and dissatisfactions with Court actions. Second, the number of diversion programs and alternative services available locally has recently given police an alternative which many consider preferable (see next section).

Police attitude. Some officers feel that the Court is too lenient with cases referred.

As one officer stated, "the kids are back out on the streets before you can get back to the station and park the squad car." Thus, some officers would prefer to release the offender themselves, and use the threat of a Court referral as a possible deterrent.

This kind of police action appears linked to poor communication between the police and the Court. Where good communication exists, police have a better understanding of what the Court can and cannot do. Good coordination also permits the police to utilize their discretion to achieve desired results. For example, one officer described the practice of referring offenders (with advance consent from the Court), even when the seriousness of the offense did not warrant a referral. In his community, he said, one contact with the Juvenile Court is sufficient to deter future incidents in 90% of the cases.

Many officers interviewed did not have a clear understanding of the Court's authority, its capability, or the dispositional alternatives available to it. Juvenile Court judges complain, and police officers agree, that there is some poor police work which results in the dismissal of cases. However, the head of one of the best police juvenile units in the state complained that after an investigation was completed and the case referred to the Juvenile Court, it "disappeared" with no indication of the quality of the police work or the outcome of the case. Although judges make police departments aware of faulty case work in some cases, the practice is not widespread. (See Chapter IV for a recommended solution to this problem).

## Diversion

Diversion is the process of referring a juvenile to a local community service agency rather than releasing him or referring him to the Juvenile Court.

Decisions between diversion and Court referral are based on such factors as:

- the seriousness of the offense,
- the availability of appropriate community service agencies, and,
- an estimate of the impact a Court referral would have in a particular case.

The juvenile's history of prior police contact or Court involvement as well as the attitude of the youth and his parents are also considered important. An indication of remorse, sincerity and willingness to improve on the part of the child, as well as parental cooperation, often result in a decision to divert.

Diversion is voluntary and noncoercive in that the youth is not required to participate nor will he be penalized for terminating participation in a treatment program. However, when local treatment fails or is refused, the next police encounter with the youth is more likely to result in a Juvenile Court referral.

Youth Service Bureaus. Local ability to divert a juvenile in trouble depends on resources available in the community. Many communities have found local youth serving agencies, such as schools, churches, and recreation agencies, unable to meet the needs of all youth, especially those in trouble with the law.

Partly with the help of temporary LEAA funding, some fifty-five "Youth Service Bureaus" serving ninety-one communities have been established. The three main objectives of these bureaus are:

- to identify and provide for the needs of all youth in the community;
- to implement community based delinquency prevention programs; and
- to divert youth from the juvenile justice system when appropriate, by providing support services for juveniles and their families.

While Youth Service Bureau programs, services, and staffing vary, support services generally include individual, group and family counseling (sometimes contracted through private counseling service agencies), temporary shelter for family crisis intervention, and job banks. Volunteers are also used for tutoring, serving as "big brothers," and in "life experience" programs.

Clients are referred to Youth Service Bureaus from a variety of sources, including schools, parents, clergy, DCYS, police, and the Juvenile Court. An unduplicated count of clients served statewide is estimated to be between 75 and 90 thousand, involving more than 100,000 contacts per year. In 1975, more than 2,000 nights of emergency shelter care were provided through the youth service bureau network. The Youth Service Bureaus estimate that nearly half of their clients are "delinquency prone" and that one in five has already been adjudicated delinquent.

Because LEAA support of Youth Service Bureaus is scheduled to end by 1979, state funds are needed to supplement local resources if these agencies are to continue to operate at their current levels. For a detailed discussion of YSB funding and LEAA requirements, see Appendix III-2.

State support for Youth Service Bureaus could accomplish three things:

- assure that delinquency prevention programs will continue at the local level;
- enable communities and regions without youth bureaus to develop needed services; and
- give the state some control over coordination of services in the juvenile justice system.

While almost no state funds for Youth Bureaus have been appropriated to date, the Department of Children and Youth Services has developed program standards that would govern the distribution of state funds should they become available in the future (see Appendix III-3). The standards specify which services would qualify for state support, present guidelines for the establishment and operation of youth bureaus, and outline procedures to be used to distribute available funds and monitor recipients.

The standards also stipulate that in order to qualify for funds, youth bureaus must:

- have a direct linkage to municipal government;
- have an advisory council with a prescribed composition;
- have a core staff unit responsible for research and resource development, community involvement, and youth advocacy;
- provide services directed toward juvenile predelinquents and delinquents; and
- collect data required to fulfill grant requirements as well as data necessary to evaluate the impact of services.

Program evaluation. In attempting to determine whether the state should appropriate funds for Youth Service Bureaus, the Legislative Program Review and Investigations Committee sought data which would give an indication of their cost-effectiveness. Staff survey results and site visits revealed that the usefulness of Youth Service Bureau records and evaluation systems varied widely throughout the state. While some bureaus showed comprehensive record keeping and elaborate evaluation methods (including external evaluations, follow up on recidivism, peer review, and statistical analysis) others were casual about record keeping and evaluation.

The American Bar Association's Juvenile Justice Standards project emphasizes: (1) the need for accurate case records of all youth bureau activities; (2) that evaluations should be external to the bureau; and (3) that funding be contingent upon the evaluation of outcomes or results. Although the Legislative Program Review and Investigations Committee recognizes the difficulty of measuring the impact of diversion and prevention programs, the information presently available is generally not adequate to assure that state funds would be used effectively.

Even though DCYS has developed standards for allocating and monitoring state funds for Youth Service Bureaus, there is real question as to the capability of DCYS to manage such a project. Therefore, it is recommended that prior to the appropriation of state funds for the support of Connecticut's Youth Service System, DCYS develop procedures for evaluating the effectiveness of programs supported by such funds. Further, it is recommended that the Connecticut Justice Commission request that the Law Enforcement Assistance Administration provide technical assistance<sup>1</sup> to help DCYS develop evaluation procedures that can be integrated into the department's system for managing the funds. #6

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<sup>1</sup> LEAA provides free short term consulting services to states that request assistance in developing fund management procedures.

The procedures should clearly define data requirements and criteria for satisfactory program evaluation as well as the Department's methods for validating that information. The procedures should also prescribe the penalties for those Bureaus which fail to comply with funding requirements or do not meet evaluation standards. The Department should also attempt to make evaluation procedures consistent and compatible with other DCYS evaluation efforts (see pp. 62-63).

The Committee recognizes the important contribution Youth Service Bureaus make to the treatment of troubled youth and prevention of delinquency in Connecticut. Given compliance with the previous recommendations, the Committee recommends that the legislature appropriate state funds to support Youth Service Systems. #1

#### Referral To Juvenile Court

When police apprehend a juvenile and decide that neither release nor diversion (e.g. to a Youth Service Bureau) are appropriate responses, a referral can be made to Juvenile Court.

In 1976, 13,709 cases were referred to Juvenile Court, more than 90% originating from law enforcement agencies. Other referrals are made directly (without an arrest) by schools, parents, probation officers, and other agencies.

When a police officer refers a child to Juvenile Court, he must submit a written complaint to the Court which includes personal information about the child, the alleged offense, and the findings of the police investigation. The police officer may also be required to testify at a Juvenile Court hearing. The next chapter describes the function and procedures of the Juvenile Court.

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Chapter Four

THE JUVENILE COURT

Overview of the Juvenile Court  
The Juvenile Offender  
Case Processing  
Disposition  
Effectiveness  
Coordination and Cooperation with Other  
Youth Serving Agencies

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## CHAPTER IV

### THE JUVENILE COURT

The previous chapter discussed the role of law enforcement and local youth agencies in handling juveniles in trouble with the law. It was noted that police have three ways to dispose of a case: (1) release, (2) diversion, and (3) referral to Juvenile Court. It was also noted that only ten percent of all police contacts with juveniles result in a referral to the Juvenile Court. This chapter will deal with the juvenile offender from the point of referral to the Juvenile Court to the point of commitment to the Department of Children and Youth Services (DCYS) or release to his family and community.

#### Overview of the Juvenile Court

Under Public Act 76-436, effective July 1, 1978, the Juvenile Court created by statute in 1941 is abolished and all jurisdiction for juvenile matters is transferred to the Superior Court, which was established by the Constitution of the State of Connecticut, adopted in 1965. Article V, Section 1 of the Constitution states, "The powers and jurisdiction of these (supreme and superior) courts shall be established by law." Therefore, while the nature of the Juvenile Court will soon change from a statutory court to a division of a constitutional court, powers and jurisdiction will still be prescribed by General Assembly. Most of the old statutory language pertaining to the Juvenile Court has been preserved in P.A. 76-436 except that references are changed to the "Superior Court" and the handling of "juvenile matters." Because the Public Acts of 1976 have not yet been codified into statute, the old statutory references have been used in the text, unless amended by P.A. 76-436. As already noted, Appendix II-1 describes in more detail the implications of the court reorganizations.

Jurisdiction and authority. Connecticut General Statutes, (Title 17, Chapter 301, Part III) provide the legal framework of the Juvenile Court. The Court has

"exclusive original jurisdiction over all proceedings concerning uncared-for, neglected or dependent children and youth and delinquent children within this state, except in matters of guardianship and adoption and all other matters affecting property rights of any child or youth over which the Probate Court has jurisdiction" (C.G.S. 17-59; emphasis added).

A child (any person under sixteen years of age) may be found delinquent who:

- has violated any federal or state law or local ordinance;
- has without just cause run away from his parental home or other lawful place of abode;
- has engaged in indecent or immoral conduct;
- has been habitually truant or continuously and overtly defiant of school rules and regulations; or
- has violated any lawful order of the Juvenile Court (C.G.S. 17-53).

When a child over age 14 has been charged with murder or a repeat Class A or B felony (see Appendix IV-5 ), the Juvenile Court has the authority to transfer the case to the Superior Court provided the Court finds, after a complete investigation and hearing, that there is reasonable cause to believe:

- the child committed the act;
- there is no state institution for children suitable for his care or treatment;
- the safety of the community requires that the child continue under restraint beyond his majority;
- the facilities of the Superior Court provide a more effective setting for disposition of the case; and
- the institutions to which the Superior Court may sentence a defendant are more suitable for the care and treatment of such child (C.G.S. 17-60a and b).

Finally, the Juvenile Court has the power to issue orders directed to parents or guardians (C.G.S. 17-59). Such orders can be enforced through threat of contempt rulings which carry a fine of up to \$100 or six months imprisonment (C.G.S. 17-74).

Goals and philosophy. The Juvenile Court is not a criminal court. Connecticut General Statute 17-72 states, "No child shall be prosecuted for an offense before the Juvenile Court, nor shall adjudication by such court that a child is delinquent in any case be deemed a conviction of crime." According to Judge Thomas D. Gill (retired), Chief Judge of the Juvenile Court of Connecticut from 1941 to 1975, children are "held under disabilities" by not being accorded the full rights and privileges of adults. Therefore, he continues, children should not be held fully responsible for their acts and the Court should not impose consequences as severe as those imposed on adults.

While there are no specific statutory goals for the Juvenile Court, there is a statutory basis for Court action upon a finding of delinquency. C.G.S. Section 17-68 states, in part:

- a) The court, if it finds that the child is delinquent and needs the care, discipline or protection of the state, may adjudge him delinquent and place him in the care of any institution...for children, (or) order the child to remain in his own home...subject to the supervision of the probation officer....(Emphasis added.)
- b) If the Court further finds that its probation services are not adequate for such child, the Court shall commit such child to the Department of Children and Youth Services....
- c) ...if the Court adjudges a child to be delinquent and finds him to be mentally deficient, (it) may commit him to an institution for mentally deficient children or youth or defective delinquents....

The judges of the Juvenile Court consider their primary responsibilities to be the prevention of further acts of delinquency (recidivism) by the children brought before them and the protection of the community. Although many children view removal from the home and community and restriction of freedom as forms of punishment, the motives of judges in taking such actions are to rehabilitate the child and to protect society.

In determining how best to meet the rehabilitative "needs" of the child in order to prevent subsequent delinquent acts, the Court generally considers the following factors (in order of importance):

- 1) severity of the offense,
- 2) prior referrals,
- 3) age of the child,
- 4) school, home and community situation.

Accordingly, the more serious offenses generally incur the more serious consequences (treatment), which are generally perceived by the child as harsher "punishment."

Wherever possible, the Court will also order that restitution be made by the child (sometimes through his family) either directly to the victim or to the Court for transfer to the victim. During 1976, \$13,428.12 was collected by the Court from 185 children. Restitution is seen by the judges as teaching the child a lesson in responsibility and is certainly regarded as punishment by the child who must make restitution from his own earnings.

The following cases show how Juvenile Court judges try to "match" their disposition decision to the needs of the child.

Case #1: An 11 year old girl was brought before the judge for several counts of shoplifting and criminal attempt at robbery. Her record included previous referrals starting at age 9. The delinquent acts were committed with her brothers, sisters and other peers. She was having trouble in school, was not involved in any constructive activities in the community and received little or no supervision from her parent. Since prior attempts to deal with this child non-judicially had failed, the judge ordered the girl to be removed from her family and placed in a structured group home (in a different community) to remove her from the unhealthy peer group situation and provide her with a structured setting to help her control her impulses to steal and to improve her school performance.

Case #2: The 13 year old sister of the above girl was brought before the judge on the same day in connection with the same delinquent incidents. However, this girl had fewer prior referrals, was doing reasonably well in school and was involved in many school and community activities such as sports, drama groups, church choir, etc. She stated that she did not want to follow in the footsteps of her siblings (who had all been involved with the Juvenile Court at one time or another) and felt she could resist peer pressure to be involved in illegal activities. The judge, in this case, decided on a two year probation period, since this girl expressed a desire to change and appeared able to do so with support from the probation officer.

These cases also illustrate that many of the problems which the Juvenile Court handles are manifestations of family problems which the Juvenile Court has limited ability to address. In the above cases the judge did not feel that services for the parent would accomplish anything substantial, but in some cases a judge will order parents to seek help themselves or be actively involved in the treatment of their child.

→ Because family involvement is so important to the treatment of some juvenile delinquents, the Legislative Program Review and Investigations Committee supports the Juvenile Court's use of its authority under C.G.S. Sec. 17-59 and 17-74 to induce parents to participate in their child's treatment program wherever possible.

Organization. The Juvenile Court operates three judicial districts headquartered at Bridgeport, New Haven and Hartford (see Appendix IV-1 for map). Detention centers are maintained by each district for the temporary custody of juveniles awaiting court action. Two judges are permanently assigned to each district and are restricted to hearing cases in their districts.

The districts are semi-autonomous and controlled by the district judges who make all hiring-firing decisions and set district policy. The Chief Judge, Honorable Margaret Driscoll of the First District, is responsible for statewide administrative matters and supervises the Chief Clerk and State Director of Probation. State-wide policies and Court actions such as budget requests are usually adopted by a majority vote of the six judges.

Day to day operations of the Court are supervised by the three district Directors of Probation, who report directly to their respective judges. The Directors of Probation supervise all probation officers, aides, detention staff and federal project personnel through the casework supervisors (see Appendix IV-2 for organization chart). Court operations are expected to cost about \$4.6 million in fiscal year 1978 (see Appendix IV-3). The two largest items in the Juvenile Court budget are probation (57.3%) and detention (22.7%).

Most probation officers interviewed claimed to have good working relationships with the judges. They are in very close contact with the judges, usually seeing a judge in a court hearing or consulting on cases at least weekly. Legislative Program Review and Investigations Committee staff observations in hearings before all six judges of the Juvenile Court support this claim and further reveal that the judges demand high level of performance from the probation staff both in their social history investigations and in their efforts to determine an appropriate disposition<sup>1</sup> for a case.

Policy. Because there is little formal statewide policy,<sup>2</sup> (except for the Practice Book, Part 5A, "Rules for the Juvenile Court"), policies and practices vary from district to district. For example, prior to November, 1977<sup>3</sup> the First and Third Districts required that all shoplifting cases be handled "judicially"--that is, by the judge. The Second District, on the other hand, processed most shoplifting cases "non-judicially"--that is, by the probation officer without the judge.

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<sup>1</sup> A disposition is the final official action taken by a judge (judicial) or a probation officer (non-judicial) on a particular offense(s) or referral(s) for a single juvenile. Dispositional alternatives are "dismissal," "probation," or "commitment to DCYS."

<sup>2</sup> The Juvenile Court section of the Practice Book deals primarily with the legal requirements for processing and presenting cases in the Juvenile Court. It does not address such policy questions as which cases should be handled judicially or non-judicially, the appropriateness and classification of certain adjudications and dispositions, family involvement, restitution, etc.

<sup>3</sup> As of November, 1977 the Juvenile Court judges adopted a uniform policy detailing which types of cases must be judicially processed (see Appendix IV-4).

Another example of differences between districts is that the Second District conducts an arraignment-style<sup>1</sup> plea hearing for all cases being handled judicially, even when the child admits the charges. This causes confusion for the child and his parents, delays in processing cases, and is an inefficient use of probation officers' time. Plea hearings in the other two districts are used very selectively and, in most cases, if the child admits guilt, the social history (see p. 29) begins at the first interview with the probation officer.

Policies concerning adjudication<sup>2</sup> of delinquency also vary among districts. The Second and Third Districts adjudicate as delinquent virtually all cases of admitted or proven guilt, thereby establishing a Juvenile Court record. The First District, on the other hand, may "continue" a case, contingent upon the child's participation in a treatment program, even when guilt has been established. Upon successful completion of such a program, the Court may dismiss the case without adjudication (no Juvenile Court record). Because the lack of uniform rules and practices can lead to unequal treatment, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court adopt uniform policies and procedures for the processing and disposition of all juveniles referred to the Court.

Detention. As mentioned previously, the Juvenile Court operates four detention centers for the temporary custody of juveniles awaiting adjudication and disposition. According to Practice Book Section 1107, a child may be held in detention only if:

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- <sup>1</sup> Arraignment is an adult criminal court procedure in which the judge officially informs each person charged with a crime, what those charges are, and asks him whether he pleads "guilty" or "not guilty." An arraignment is not a trial; its purpose is to officially record the defendant's plea. Arraignment sessions are usually held once or twice per week with all persons arrested since the last arraignment session scheduled to appear at the same time, causing crowded waiting rooms and general confusion for all concerned.
  - <sup>2</sup> Adjudication is the legal process of establishing guilt or innocence on each charge. "Adjudication of delinquency" is the official finding of the Juvenile Court that a child is guilty of a delinquent act. This procedure establishes the Juvenile Court "record" which may be erased after two years if no further delinquency adjudications occur.

- a strong probability exists that he will run away prior to a court hearing;
- a strong probability exists that he will commit other offenses injurious to himself or the community prior to disposition;
- there is reasonable cause to believe the child will not be safe in the community pending disposition;
- the child must be held for another jurisdiction; or
- there is a need to hold the child to assure his appearance in court based on previous failure to appear.

Further, a child cannot be held for more than 24 hours (excluding Saturdays, Sundays, and holidays) unless a "Petition of Alleged Delinquency"<sup>1</sup> is filed against him. If the petition is filed, the child must have a hearing within 24 hours or the judge must sign an order for continued detention. A detention order, good for ten days, can only be renewed after a court hearing.

The New Haven detention home (an old brownstone on Orange Street) was closed by the fire marshall in June, 1977. The Hartford detention home is also located in an antiquated facility at 322 Washington Street. Construction has begun however, on a replacement facility scheduled for completion in the fall of 1978. Bridgeport and Montville have relatively new detention facilities.

According to Legislative Program Review and Investigations Committee staff analysis of court statistics, the average length of stay in detention in 1976 was 4.7 days, although 42% of detainees stayed less than 24 hours. During the same period, the daily population averaged 34 children or approximately 50% of statewide bed capacity. Seventy-seven percent of the children admitted to detention were 14 years or older. Nearly 20% (2,686) of the referrals to the Juvenile Court in 1976 were placed in detention.

The Juvenile Court does not appear to be making excessive use of pre-adjudication/disposition detention either in terms of the numbers of children being detained or the length of stay per child.

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<sup>1</sup> A "Petition of Alleged Delinquency" is an official court document which charges a child with a specific delinquent act(s) and requires a court hearing to dispose of the petition (see Appendix IV-6).

According to detention supervisors, the responsibility of detention staff to handle difficult children, many of whom are severely disturbed, creates hazardous working conditions which are not reflected in their job classification and salaries. The starting salary is \$7,142 per year. A significant portion of the detention staff are part-time workers, paid only \$3.00 per hour with no benefits. The most comparable positions elsewhere in state service are the DCYS Youth Services Officer I, which starts at \$8,398, and the Correction Officer (Department of Corrections), which starts at \$11,440. The FY 1978-79 Juvenile Court budget request includes a substantial increase in the full-time staff for detention centers at a cost of \$97,000 (see Appendix IV-3).

\* 9 Since the detention of juveniles is an important function of the Juvenile Court's operations, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court (in consultation with the Personnel Division of the State Department of Administrative Services) review and consider upgrading the job classifications and salaries of detention staff and that the budget request to shift substantial funds from part-time to full-time positions be honored by the General Assembly. The upgrading of detention staff should cost no more than \$100,000 to \$150,000 and should significantly improve the operations of this very important Juvenile Court function.

#### The Juvenile Offender

Offender profile. The typical child (under 16 years old) referred to the Juvenile Court<sup>1</sup> for alleged delinquent behavior is a fourteen or fifteen year old, white, male who is being referred by the police for the first time. If he is adjudicated delinquent, the child has probably committed a misdemeanor property crime.

Table IV-1 shows the age, race, and sex of the 8,965 children referred to the Juvenile Court in 1976. These 8,965 children accounted for 13,709 court referrals, more than 90% of which were made by police. Table IV-2 shows that the court established guilt for 19,823 of the 21,892 offenses referred in 1976.

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<sup>1</sup> It should be emphasized that only 10% of police contact with juveniles result in a court referral and that there is no estimate of the number of offenses committed by juveniles which do not result in a police contact.

Table IV-1. Referrals to Juvenile Court in Connecticut by age, race, sex, frequency, and source, calendar year 1976.

<u>Age</u>	<u>Number</u>	<u>Percent</u>
Under 8 years	38	0.4%
8 years	56	0.6
9 years	115	1.3
10 years	243	2.7
11 years	404	4.5
12 years	729	8.1
13 years	1,286	14.3
14 years	2,305	25.7
15 years	3,657	40.8
16 years	132	1.5
TOTAL	8,965	100.0%

<u>Race</u>	<u>Number</u>	<u>Percent</u>
White	6,045	67.4%
Black	2,170	24.2
Hispanic	750	8.4
TOTAL	8,965	100.0%

<u>Sex</u>	<u>Number</u>	<u>Percent</u>
Male	6,818	76.1%
Female	2,147	23.9
TOTAL	8,965	100.0%

<u>Frequency of Referrals During 1976</u>	<u>Number &amp; Percentage of Juveniles</u>		<u>Number &amp; Percentage of Referrals</u>	
Once	6,574	73.3%	6,574	48.0%
Twice	1,350	15.0	2,698	19.7
Three	495	5.5	1,485	10.8
Four	233	2.6	932	6.8
Five or more	313	3.5	2,020	14.7
TOTAL	8,965	100.0%	13,709	100.0%

<u>Source of Referral</u>	<u>Number</u>	<u>Percent</u>
Police	12,522	91.3%
Schools	732	5.4
Parents or relatives	187	1.4
Probation Officers	180	1.3
Other Agencies	62	0.4
Others	26	0.2
TOTAL	13,709	100.0%

Source: 1976 Annual Report, Juvenile Court for the State of Connecticut.

Table IV-2. Delinquent acts proved by the Juvenile Court - 1976.

Type of Offense <sup>1</sup>	Status Offense	Misde- meanor	Felony	Total
<u>Status Offense</u>				
Beyond control.....	403			
Indecent, immoral conduct.....	14			
Runaway.....	1,009			
School misconduct.....	104			
Truancy.....	739			
	<u>2,269</u>			<u>2,269</u>
	(11.4%)			(11.4%)
<u>Offenses against Public Order</u>				
Breach of peace, disorderly conduct and harrassment.....	1,363			
Carrying dangerous weapon.....	118			
Conspiracy and criminal attempt.....	365			
Criminal mischief.....	1,455			
Drug offenses.....	232	167		
Escape.....	106			
False report.....	149			
False statement.....	20			
Forgery.....			71	
Illegal possession, use of fireworks.....	47			
Interfering with an officer.....	111			
Loitering on school grounds.....	137			
Motor vehicle violations.....	779			
Procuring liquor by false statement.....	15			
Reckless burning.....	78			
Runaway from institution.....	170			
Violation of Juvenile Court Order.....	209			
Miscellaneous.....	227			
		<u>5,581</u>	<u>238</u>	<u>5,819</u>
		(28.2%)	(1.2%)	(29.4%)
<u>Offenses against Property</u>				
Arson.....	40			
Burglary, possession of burglary tools.....	3,003			
Criminal trespass.....	826			
Larceny (other than shop- lifting).....	3,770	617		
Robbery.....	194			
Shoplifting.....	1,154			
Tampering with motor vehicle.....	315			
Using motor vehicle without permission.....	862			
		<u>6,927</u>	<u>3,854</u>	<u>10,781</u>
		(34.9%)	(19.5%)	(54.4%)
<u>Offenses against Persons</u>				
Assault.....	440			
Murder.....	3			
Reckless endangerment.....	204			
Sex offenses.....	99			
Theft from person.....	16			
Threatening.....	172			
Kidnapping and unlawful restraint.....	20			
		<u>392</u>	<u>562</u>	<u>954</u>
		(2.0%)	(2.8%)	(4.8%)
TOTALS	<u>2,269</u>	<u>12,900</u>	<u>4,654</u>	<u>19,823<sup>2</sup></u>
	(11.4%)	(65.1%)	(23.5%)	(100.0%)

<sup>1</sup> The Connecticut Justice Commission's, 1977 Comprehensive Plan, p. H7-30 was used for the breakdown of offenses by type. Run-away from institution and violation of Court Order were changed from status to offense against public order to coincide with the Juvenile Court's treatment of these offenses.

<sup>2</sup> A total of 21,892 offenses were disposed of in Juvenile Court in 1976, of which 19,823 or 90.5% were adjudicated as delinquent acts.

Source: Legislative Program Review and Investigation Committee staff analysis of statistics in the 1976 Annual Report, Juvenile Court for the State of Connecticut.

Offense patterns. Table IV-2 shows the number, severity and type of proven offenses handled by the Juvenile Court in 1976. "Status offenses" are delinquent acts, such as running away from home and truancy (see p. 17), which would not be considered crimes if committed by an adult. They represent a relatively small proportion (11.4%) of the delinquent acts proved by the Juvenile Court. According to Court officials, however, many of the juveniles referred for status offenses are children with a variety of emotional, behavioral and other problems and are often among the most difficult cases handled by the Court.

Misdemeanors and felonies are criminal acts which, if committed by adults, carry penalties ranging from 3 months to life imprisonment and/or \$500 to \$10,000 fines (see Appendix IV-5).

Multiple Serious Offenders. The Juvenile Court reports that in 1976 there were 318 adjudicated delinquents who had committed a second felony offense including 37 children whose second felony was either Class A or B. (See Appendix IV-5 for listing of felony classifications.) The maximum period of confinement the Juvenile Court can order is two years, which can be extended for an additional two years upon petition by the Commissioner of the Department of Children and Youth Services.

Only seven cases have been transferred from Juvenile to Superior Court under the murder statute (enacted in 1971) and repeat Class A or B felony statute (enacted in 1975; C.G.S. 17-60(a) and (b)). It is estimated that only eight such cases may have even been eligible for transfer in 1976.

Some Juvenile Court judges have stated that the present statutory requirements (listed on p. 19) for the transfer of juveniles to adult court are so restrictive as to be nearly unworkable. For instance, in order to show that "there is no institution for children suitable...in the juvenile system", one judge feels that a juvenile must have been committed to DCYS (Long Lane) at least once prior to his transfer. This restricts the judges' options on serious offenders who have not previously been at Long Lane School.

Although only a small percentage of children are found guilty of serious, repeated offenses, the Legislative Program Review and Investigations Committee questions the appropriateness of a short-term rehabilitative treatment approach for such juveniles. The Committee believes that the adult court with its longer and harsher sentences may be more appropriate for those few multiple, serious offenders. Therefore, the Legislative Program Review and Investigations Committee recommends:

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- A • That the Connecticut General Statutes (sections 17-60 a and b) be amended to provide for mandatory transfer from the Juvenile Court to the adult court of any child 14 years of age accused of murder, a second Class A or a third Class B or more serious felony, after probable cause has been established by the Juvenile Court;
  
- B • That the Connecticut General Statutes (sections 17-60 a and b) be amended to give the Juvenile Court the option to transfer to the adult court any juvenile 14 years of age or older, who is accused of a first Class A or B felony or a second Class C or D felony;
  
- C • That the Judicial Department develop and present to the 1979 General Assembly for enactment into law, new criteria for optional transfer cases; and
  
- D • That Connecticut General Statutes (section 17-60 b (b)) be amended to allow juveniles sentenced by the adult court to serve their sentences in the secure treatment unit at Long Lane School until age 16, at which time they would be transferred to an adult facility for the remainder of the sentence. This provision is necessary because federal Juvenile Justice and Delinquency Prevention Act funds would cease to be available to Connecticut after 1980 if juveniles were incarcerated in adult correctional facilities.

### Case Processing

Initial interview. Whenever the Juvenile Court receives a complaint alleging delinquent behavior, it must make a preliminary investigation to determine whether the court has jurisdiction (i.e., the child was under 16 years of age at the time the offense was committed; the offense would constitute delinquency if proven; and geographical jurisdiction exists). If so, the child and his parents are sent a "Notice to Appear" (at least 5 days prior) for an initial interview (or for arraignment in the Second District, if the case is to be heard by the judge). For very serious offenses, or when parents are reluctant to cooperate with the probation officer, the First and Third Districts use the plea hearing (before the judge) in place of the initial interview (with a probation officer).

If the child denies guilt, the interview is terminated, and a Petition of Alleged Delinquency (see Appendix IV-6) is filed. If, after consultation with the court advocate (prosecutor), it is determined that evidence in the case warrants prosecution, a hearing ("trial") date is set.

If guilt is admitted in the initial interview and the child and his parents waive their rights (to remain silent and to be represented by counsel), then the social history investigation can begin. If the case is to be handled by the judge, the probation officer files a petition alleging the child's delinquency and the adjudication, and dispositional hearings are usually combined. Figure IV-1 attempts to show the various paths cases may take through the Juvenile Court.

Social history. The social history is an in-depth investigation of the child's background and circumstances and may take two to four weeks to complete. It contains detailed information on the child's family history, prior court experience, and the probation officer's recommendation for disposition. For non-judicial cases, the social history is usually abbreviated to allow the probation officer more time for the (usually) more serious judicial cases. In making their decisions, judges rely heavily on the social histories and the results of medical or psychological examinations which they may order.

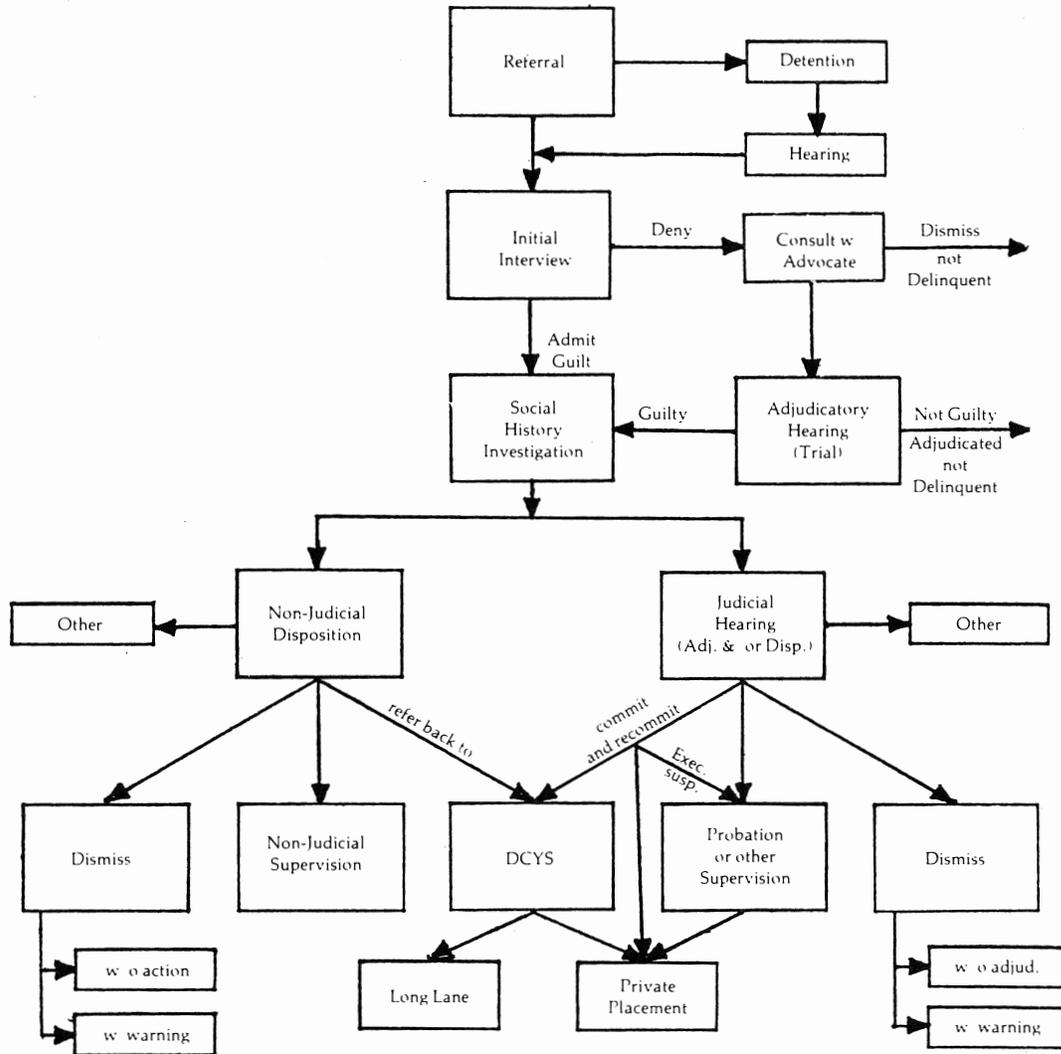
Adjudication. As already noted, adjudication is the Court's official finding that a child is innocent or guilty of a delinquent act. This finding may be established by the probation officer directly (non-judicially) if the child admits the charges, he and his parents waive their rights, and the offense is not one which requires judicial processing. Generally felonies, third offenses of any kind, motor vehicle related charges and other specific charges such as bomb scares, false alarms, and drug offenses are adjudicated by a judge (see Appendix IV-4).

If the child has denied the charges at the initial interview, the adjudicatory hearing (or trial) consists of the presentation of evidence and witnesses by both the court advocate (prosecutor) and the defense counsel. The judge then finds the child either delinquent or not delinquent. If the child is found delinquent, the judge orders a social history investigation and schedules a dispositional hearing.

### Disposition

A disposition is the Court's final official action with regard to each referred offense. Each of the 11,272 dispositions shown in Table IV-4 are the result of a separate court action. Each disposition may include more than one referral and each referral may include more than one offense; hence the disparity between 11,272 dispositions, 13,709 referrals (Table IV-1) and 19,823 offenses adjudicated as delinquent acts (Table IV-2).

Figure IV-1. Juvenile Court case processing flow diagram.



Source: LPR&IC staff analysis of Juvenile Court data.

Table IV-4. Juvenile Court Dispositions, 1976

<u>Disposition</u>	<u>Number</u>	<u>Percent of Total</u>
NON-JUDICIAL		
Dismissed:		
Not delinquent (offense not proved)	816*	7.2
Without action or referred to other agencies	1184*	10.5
With warning	<u>4049</u>	<u>35.9</u>
	6049	53.6
Non-judicial supervision	318	2.8
Other:		
Runaways returned to other jurisdictions	30	0.3
Referred back to DCYS	<u>196</u>	<u>1.8</u>
	544	4.9
SUBTOTAL	6593	58.5
JUDICIAL		
Dismissed:		
Adjudicated not delinquent (offense not proved)	302*	2.7
Without adjudication (unable to complete action on case)	920*	8.1
Adjudicated delinquent (with warning)	<u>958</u>	<u>8.5</u>
	2180	19.3
Probation:		
Probation or other supervision	1258	11.2
With placement	115	1.0
Committed to DCYS, execution suspended	<u>347</u>	<u>3.1</u>
	1720	15.3
Commitment:		
DCYS- Long Lane	314	2.8
DCYS-Direct Placement	241	2.1
Recommitment to DCYS	91	0.8
Other institutions	<u>11</u>	<u>0.1</u>
	657	5.8
Other judicial dispositions	<u>95</u>	<u>0.8</u>
SUBTOTAL	4679	41.5
TOTAL DISPOSITIONS	<u>11272</u>	<u>100.0%</u>

\* In these 3222 cases (28.5%), there is no adjudication of delinquency. Thus, only 8050 (71.5%) of dispositions resulted in adjudication of delinquency.

Source: LPR&IC Staff analysis of the 1976 Juvenile Court Annual Report

If the child's offense is not adjudicated delinquent, the disposition is "dismissed not delinquent" or "dismissed without action" and is not included in Table IV-2 as a "delinquent act."

In disposing of cases where guilt is established, the Juvenile Court has three options. The child may be (1) dismissed (with a warning or without adjudication); (2) placed on probation; or (3) committed to the Commissioner of DCYS. Only the first two options may be administered non-judicially (by a probation officer without the involvement of a judge).

Non-judicial. As shown in Table IV-4, most cases (58.5%) are disposed of non-judicially, with the majority being "dismissed with warning." Probation officers usually resort to "non-judicial supervision" only when they feel the child or his family would benefit from the less stringent requirements of this informal probation process. Non-judicial supervision (voluntary probation) may only be imposed for a period of three months with the consent of the child and his parents, but may be renewed for additional 3 month periods by the judge or Director of Probation.

Judicial. Formal probation is the most common disposition used by the judges of the Juvenile Court. If the probation officer believes, based on the social history investigation, that the child can be treated by a child guidance clinic, youth service bureau or other day treatment program while remaining at home, the officer will recommend<sup>1</sup> probation with specific conditions, such as participation in a treatment program.

Probation may involve residential placement in a treatment program, reporting (i.e., once/week) to the probation officer, regular school attendance, or, simply, obedience to parental authority. In some cases the court provides its own treatment programs such as Guided Group Interaction (GGI) and Parent Effectiveness Training (PET). These programs have generally been initiated

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<sup>1</sup> In July, a survey was mailed to all probation officers to assess their opinion of court practices and procedures. Sixty-six percent responded to the survey (see Appendix IV-7). When asked how often the judge follows the probation officer's recommendation for disposition, survey respondents said the judge followed their recommendation in more than three out of four cases (77% of the time). However, probation officers may have learned to anticipate what each judge would do in a particular circumstance and recommend a disposition they feel is likely to be approved.

by individual probation officers with little administrative support from the court. Some probation officers stated these programs were run on their own time. Judge Driscoll acknowledged that the court does not have sufficient resources to allow full implementation (i.e., widespread training of staff and initiation of groups) and administrative support (i.e., compensatory time off or reduced caseloads for probation officers conducting these special programs). Many probation officers are currently qualified or nearly qualified to conduct treatment programs such as GGI and PET, which appear to be helpful to many parents and children. The Legislative Program Review and Investigations Committee recommendation on p. 37 to hire more probation aides is one way of providing the court with an opportunity to expand these programs. ←

Most judges "continue" cases to see whether the juvenile does participate in a treatment program or demonstrate changed behavior (such as school attendance in truancy cases). The continuance (which can be considered a form of probation) requires that the child and his parents return to court periodically to report progress to the judge. The threat of more severe action by the judge (e.g., residential placement of the child) can be very effective in motivating the desired behavior from the child and his parents. After a period of time, usually 6 to 12 months, the case will be dismissed if the child has successfully completed the conditions imposed by the judge and no new delinquency referrals have been received. Although this procedure is usually effective, according to judges and probation staff, it appears that continuances consume a disproportionate amount of available judicial time. The Legislative Program Review and Investigations Committee therefore suggests that the use of this procedure be minimized in favor of the BETA system recommended on p. 35. ←

Vocational probation. According to court officials, vocational probation is a particularly effective form of probation for youngsters who are 14 years or older and are having serious problems in school. C.G.S. 17-68 allows the court to waive the minimum age restrictions on employment (C.G.S. 31-23) for children under 16 years of age who are not benefiting from school attendance. For example, an oversized 15 year old boy who was to repeat the 7th grade for the third time and had been absent from school a total of 129 days in the previous school year, was placed on vocational probation for a shoplifting offense. The probation was to consist of a half-day in a special tutorial program at school and a half-time job until the child's 16th birthday. In some cases, vocational probation may consist solely of full-time employment with no educational component. Limited job subsidy funds paid directly to the employer are available to induce employers to hire adjudicated delinquent juveniles.

Although the program would appear to have unlimited potential for aiding troubled juveniles, many factors combine to limit opportunities for placement. Jobs which have been declared "hazardous" by the state Labor Department, such as construction jobs, cannot be filled by anyone under the age of 17. The job market itself is severely restricted, especially for unskilled workers. Finding appropriate openings and persuading prospective employers to hire juvenile delinquents is a difficult task and one that requires more resources than currently allocated to it (three vocational probation officers and \$18,000 for job subsidies), if it is to succeed.

#11  
Since probation officers interviewed in each district praised the vocational probation program and claimed many more juveniles could be effectively served if more resources were devoted to it, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court increase the vocational probation staff to six workers and that job subsidy funds be increased to \$60,000.

Judicial vs. non-judicial dispositions. As already noted, the major goal of the Juvenile Court is to prevent the recurrence of delinquent acts by those juveniles referred to it (recidivism). A measure of successful accomplishment of that goal might be that 68.9% of all juveniles referred in 1976, were referred for the first time. Or, that 73.3% of juveniles referred in 1976, were referred only once that year. These statistics may be misleading, however, because children leave the Juvenile Court's jurisdiction when they turn 16. Since most juveniles referred are 14 or 15 years old, they are only one or two years away from jurisdiction of the adult court.

Judicial probation may be a more effective deterrent to "recidivism" than non-judicial supervision (see Appendix IV-7). Judges, probation officers, and other officials indicated that the judicial process and the experience of appearing before the Juvenile Court judge has a strong effect on most juveniles. A judge's "order," they added, carries much more weight than that of a probation officer.

It appears that the somewhat arbitrary system currently used to determine which cases are handled judicially (see Appendix IV-4) may not be the most effective means for accomplishing the overall goal of reduced recidivism.

The judicial processing of all shoplifting cases, for example, may not be the most effective use of judges' time. If some screening device were able to predict which juveniles referred to the court were most likely to be referred again, the court could

use its most effective treatment approach (judicial disposition) at the first referral for this "high risk" juvenile. Many officials have complained that a child who has a tendency toward delinquency is only reinforced and encouraged if he is not brought before the judge until the third referral.

The BETA (Behavior Evaluation and Treatment Analysis) system is one such screening device for which proponents claim an 80% success rate<sup>1</sup> in predicting recidivism (see Appendix IV-8). Although it was developed for adults, it is presently being used successfully for juveniles in the state of Washington. Sixteen potential problem areas in a child's life (such as school attendance, friends, parents, hobbies and avocations) are scored 0 if the child has no problem in that area and 1 if there is a problem. As the child's total score approaches 16, his potential for delinquent behavior increases. The Hartford Office of the Juvenile Court has recently sent several probation staff members to be trained in the use of the BETA system and is using it for identifying a probationer's problem areas. Hartford probation staff were optimistic that the BETA system would be useful in improving the Court's effectiveness.

Because judicial time and court resources are limited, the Legislative Program Review and Investigations Committee recommends that the Juvenile Court develop and adopt a method, such as the BETA system, to evaluate the recidivism potential of all adjudicated delinquents to enable the Court to bring its full resources (namely, judicial disposition) to bear on those delinquent children with the greatest probability of being involved in further delinquent acts.

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Commitment. When the court feels that a child cannot be effectively treated in his home or community or that the safety of the community requires that the juvenile be removed, the Court may commit the child to the custody of the Commissioner of DCYS for a period of two years.<sup>2</sup> Commitment to DCYS is usually ordered after other alternatives have been tried unsuccessfully.

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<sup>1</sup> Leland E. Fish, Eugene R. Dire and Steven S. Ehlort, "Sound Decision Making: A Juvenile Court Mandate, "Juvenile Justice, February, 1977, p. 25.

<sup>2</sup> Commitment can be extended by the Court for another two year period after a hearing, even when the period of commitment would extend beyond the child's sixteenth birthday.

Although the number of children committed to DCYS for residential treatment is relatively small (5.7% of all juvenile court cases in 1976), these children have generally committed the most serious and numerous offenses or have the most severe behavioral or other problems. Judges and probation officers reported an increasing number of severely disturbed children and a critical shortage of appropriate long term psychiatric treatment facilities.

Another major problem identified by court officials, was inadequate residential treatment facilities for girls. Judges stated that the historical development of residential treatment facilities for delinquents strongly favored boys because boys committed many more (and more serious) delinquent acts than did girls. Recent experience has shown, however, that more girls are becoming involved in serious delinquency, necessitating an increase in residential treatment opportunities for girls. (See recommendation on p. 59.)

Long Lane School (see Chapter V) is generally used as a "last resort," (only 2.8% of all dispositions in 1976) according to judges and probation staff. Court officials generally believe that other placements should be tried first or that Long Lane should be used to prepare a child for another placement. Security at Long Lane School was frequently mentioned as a major problem. Some judges stated that they placed a child in Long Lane to restrict the child's freedom. Many children familiar with the system however, see placement at Long Lane as an "empty threat" because it is easy to run away (see pp. 47-48).

### Effectiveness

The effectiveness of the Juvenile Court is, to a considerable extent, dependent on the availability of adequate and sufficient dispositional resources. For example, the Court is clearly limited by the number and quality of community agencies and services, the availability and effectiveness of treatment programs, and the capability of Long Lane School to restrain dangerous juvenile offenders.<sup>1</sup> Thus, the failure of other components of the juvenile justice system can reflect on the Court in the form of undeserved public criticism.

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<sup>1</sup> In fact, an overwhelming number of probation officers (94%) responding to the Committee's survey said there are not enough treatment or dispositional resources available to the Court.

Short term. For many cases handled by the Court, probation services and procedures appear effective. Survey results show that most probation officers are highly qualified and motivated. Ninety percent of probation officers reported being satisfied with their jobs. Their average level of education is 16.7 years, with 32% having a graduate degree. However, probation officer effectiveness is hampered by high caseloads and the requirement that probation officers perform many clerical and administrative functions.

According to Legislative Program Review and Investigations Committee survey results, probation officers average about 47 cases each at any given time, including 19 in intake, 20 supervisory probation, and 8 cases in process (see Appendix IV-7). This caseload is above the accepted national standard of 40 cases per probation officer.

Probation officers perform a number of additional functions, such as serving notices, transporting juveniles, and maintaining records. These additional duties, according to probation officers, severely restrict the potential effectiveness of the probation officers, especially in providing direct services such as "Guided Group Interaction" and "Parent Effectiveness Training." Survey results indicate, for example, that probation officers average less than three contacts per month with a child on probation and less than four contacts per month with the child's family, school, or other agencies.

Because many administrative functions could be performed by non-professional staff, the Legislative Program Review and Investigations Committee recommends that the Court increase its probation aide and clerical staff to relieve probation officers of these duties and that the General Assembly honor budget requests to accomplish this goal.

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Long term. The long term effectiveness of the Court's handling of the juveniles referred to it is difficult to measure. Absolute recidivism statistics are the only really meaningful measures of the long range impact of Juvenile Court dispositions. According to Judge Driscoll, "the prime problem is that there is no data to show what really works." The Juvenile Court does keep some data on its cases (see Appendix IV-9); however, longitudinal studies comparing recidivism rates for the various dispositional and treatment alternatives are not being conducted by any outside group.

Because the Court's ability to evaluate its dispositional options and improve its effectiveness is hampered by the lack of meaningful longitudinal information, and because the legislature lacks sufficient information for meaningful oversight, the Legi-

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slative Program Review and Investigations Committee recommends that the Judicial Department undertake a major research effort with additional staff if necessary, to track cases from the juvenile to the adult system and to determine the most effective treatments (dispositions) which have been used for the various types of offenders and offenses.

The Juvenile Court has been accused of hiding behind the cloak of confidentiality and refusing to be held accountable for its effectiveness. In any governmental operation the final measure of accountability must be the provision of information to the general public relative to the efficiency and effectiveness of the governmental unit. The Legislative Program Review and Investigations Committee considers the availability of such information to the public paramount, and therefore recommends that the confidentiality statute (C.G.S. 17-57a) be amended to authorize bona fide researchers (such as legislative staff and LEAA contractors) to obtain appropriate Juvenile Court data for evaluation purposes, subject to the approval of the Court and provided that the confidentiality of individuals is not violated.

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Coordination and Cooperation with Other Youth Serving Agencies

A further weakness of the present confidentiality statute pertaining to juvenile records (C.G.S. 17-57a), is that it technically requires a court order for any third party to gain access to such records:

The juvenile court shall keep records of all cases brought before it, and any record or any part thereof, including studies and reports by probation officers, social agencies and clinics, shall be confidential and for the use of said court and open to inspection or disclosure to any third party only upon order of said court, except that such records shall be available to the attorney representing the child or youth, his parents or guardian. Any record or any part thereof forwarded by the juvenile court or any of its employees to any persons, governmental and private agencies, and institutions, shall not be disclosed directly or indirectly, to any third party save upon order of said court.

Police, schools, treatment programs and other agencies involved in the rehabilitation or subsequent care of juvenile offenders have a valid need for relevant information about such children.

Currently, Juvenile Court judges disclose case information to agencies involved with juveniles, weighing the need to know on an individual, case by case, basis. This permits monitoring by

the Court and discourages abuse. However, this system can be cumbersome and is subject to variable interpretation by judges and court officials.

Community workers and police reported that in many cases, information needed to keep track of juveniles or plan their treatment can only be obtained through informal contacts with Court probation officers.

In addition, the Court and the Department of Children and Youth Services maintain separate information systems and files on cases. It is not unusual for information to be lost or "filtered out" as it moves from one agency to the other. For example, the Court sometimes does not know what happens to a child after commitment to DCYS. Likewise, DCYS often does not receive useful information maintained by the Court.

Some available information is not well used and duplicate information is obtained. For example, detailed social histories done by the Court are not normally relied upon at Long Lane. According to the Social Work Supervisor at Long Lane, Court social histories are often written "to justify commitment" to DCYS. Rather than adopt these social histories as their own, Long Lane staff conduct new investigations. Duplicate psychological testing is also done by the Court, by DCYS and by many private treatment programs as cases move from agency to agency. Because many community agencies serving youth in trouble with the law, such as police, schools, youth service bureaus and treatment facilities have legitimate needs for juvenile records maintained by the Juvenile Court and the Department of Children and Youth Services, the Legislative Program Review and Investigations Committee recommends that both the Juvenile Court and DCYS develop and publish guidelines as to what information is available to which agencies and how it can be obtained. In addition, the Court and DCYS should cooperate and share information to eliminate duplication (such as psychological testing and social histories) and to insure that these records accompany the child in his movement from agency to agency. The guidelines should address at least the following routine procedures:

- Accessibility of Police Departments to Court dispositional information on prior referrals of youths currently being detained for delinquent acts;
- Notification of police departments of disposition of cases in which inadequate police work has resulted in dismissal of charges;

- Notification of appropriate school officials by either DCYS or the Court upon a juvenile's return to the community from residential treatment (along with certain basic information such as offense, disposition, the results of psychological and other testing and performance in treatment programs); and
- Accessibility of youth serving agencies and private treatment programs to court and/or DCYS information on juveniles referred to their agencies.

The guidelines should help to improve coordination among agencies as well as the continuity of service and care.

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Chapter Five

JUVENILE DELINQUENCY TREATMENT PROGRAMS

Goals and Objectives of DCYS  
The Treatment Service System  
Long Lane School  
Private Treatment Programs  
Aftercare Services  
Monitoring and Evaluation  
Licensing and Regulation  
DCYS-DMR Jurisdictional Conflict  
Interagency Cooperation  
The Juvenile Court and DCYS

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## CHAPTER V

### JUVENILE DELINQUENCY TREATMENT PROGRAMS

As indicated in the last chapter, a small percentage (about 6% in 1976) of referrals to the Juvenile Court are committed or recommitted to the Department of Children and Youth Services (DCYS). This chapter reviews delinquency treatment programs available through DCYS. The chapter begins with a description of the goals and objectives of the Department and a summary of how juveniles are placed in programs and moved through the DCYS service delivery system. Following this, treatment services are examined in detail, including Long Lane School (the State training school for delinquents), private programs contracted by DCYS, and "aftercare" (parole) services. The chapter concludes with a discussion of DCYS monitoring and evaluation of programs, licensing and regulation of facilities, and jurisdictional issues.

#### Goals and Objectives of DCYS

In 1969, the Department of Children and Youth Services was established and given a mandate to "plan, create, develop... and evaluate a comprehensive and integrated statewide program of services" for all children in need, including delinquents (C.G.S., Sec. 17-412).

In accordance with this mandate, the Department recently drafted written goals and objectives calling for administration of a regional intake, treatment planning, and case management system. Among its objectives is the encouragement of communities, municipalities, and private organizations to establish, expand and improve community facilities and programs for young people. The Department's goals are consistent with the role of the Department recommended in a 1974 report by a Commission<sup>1</sup> studying the consolidation of children's services. According to the Commission, the Department's primary role is to provide planning and leadership in the development of a statewide

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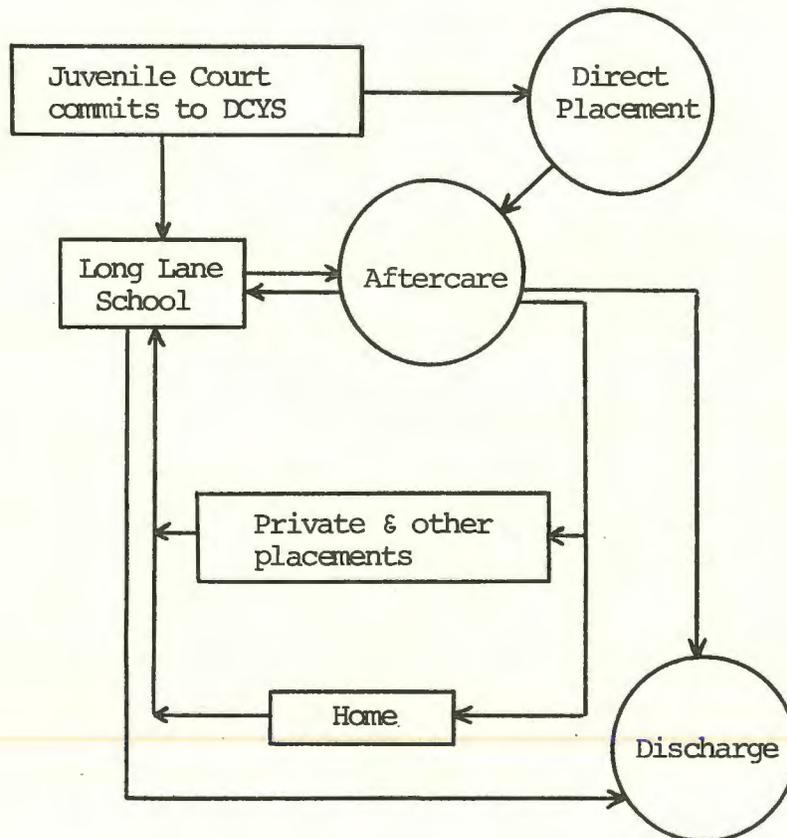
<sup>1</sup> The 1974 Session of the Connecticut General Assembly created a commission to study the transfer of psychiatric and related services to DCYS (Special Act 74-52).

network of children's services. The Department itself, according to the Commission, should develop and operate only those programs and services which cannot be provided except by the state.

### The Treatment Service System

DCYS is attempting to implement its goals and objectives under its new organizational structure effective July 1, 1977. The new structure (see Appendix V-1) reflects the Department's movement toward providing services based on a child's needs rather than his or her label at intake (e.g., "delinquent," "neglected," "emotionally disturbed,"). Thus, the Director of Treatment in the central office is responsible for monitoring the treatment plans of all children in the Department's custody according to each child's individual needs. The Director of Institutions and Facilities oversees all facilities operated or contracted by DCYS. The role of

Figure V-1. The "path" of delinquents through the DCYS system.



Source: LPR&IC staff analysis.

the Office of Evaluation, Planning and Research is to evaluate and develop programs for the entire Department.

Figure V-1 shows the "path" delinquents follow through DCYS after commitment. On commitment by the Juvenile Court, an adjudicated delinquent either goes to Long Lane School (the State's only public training school) or is placed directly in a private facility. As indicated in Table V-1, the proportion of direct placements has grown dramatically in recent years. Of 313 total commitments to DCYS in 1972, only 24 (8%) were placed directly in private programs. By contrast, in 1976, 210 (45%) of the 472 commitments to the Department were placed in private facilities.

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Table V-1. Delinquency commitments, direct placements, and new admissions to Long Lane School: Fiscal Years 1972-76.

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<u>Fiscal Year</u>	<u>Total Commitments to DCYS</u>	<u>Direct Placements</u> <sup>1</sup>		<u>New Admissions to Long Lane School</u> <sup>2</sup>	
		<u>Number</u>	<u>Percent</u> <sup>3</sup>	<u>Number</u>	<u>Percent</u> <sup>3</sup>
1972	313	24	8	N/A	-
1973	351	62	18	312	89
1974	396	109	28	321	81
1975	460	125	27	415	90
1976	472	210	45	351	74

<sup>1</sup> Placements in private treatment facilities rather than Long Lane School.

<sup>2</sup> Includes some unsuccessful direct placements from which juveniles were relocated to Long Lane School.

<sup>3</sup> Percents exceed 100 because relocated juveniles are counted more than once.

Source: DCYS Research Office.

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Due partly to limited bed space and partly to the belief that longer lengths of stay do not increase the likelihood of successful rehabilitation, children usually stay at Long Lane for less than half of the two-year commitment period--in fact only about 6 months on an average (see p. 46). After release from Long Lane, a delinquent may either go home (about 60%) or to a private placement for the duration of his or her commitment to the Department. Unless discharged early, the delinquent child or youth remains under the supervision of the

Department's aftercare (parole) staff. For violation of after-care status or "conditions" of placement in a private program, a delinquent may be re-admitted to Long Lane. (See Appendix V-2 for "recidivism" data.)

Cost of services. DCYS delinquency treatment services will cost an estimated \$6.7 million in FY 1978 (see Table V-2). Over half of these funds, about \$3.7 million, will be spent on the operation of Long Lane School. The remainder is allocated to private placements (\$2.6 million) and aftercare supervision (\$361,000).

Table V-2. Operating costs of DCYS treatment services for delinquents.

	<u>FY 1976</u>	<u>FY 1977</u>	<u>FY 1978</u>
Long Lane School	\$3,075,725	\$3,277,135	\$3,713,000
Aid to Paroled and Discharged Inmates <sup>1</sup>	978,968	1,074,999	1,303,000
DSS Board and Care Grant (AFDC-Foster Care) <sup>2</sup>	629,277	758,871	800,000 (Est.)
Aftercare	180,515	278,631	361,000
LEAA Group Home Contract <sup>3</sup>	<u>603,210</u>	<u>449,562</u>	<u>525,033</u>
TOTAL	\$5,467,695	\$5,839,198	\$6,702,033

<sup>1</sup> Pays for private care not covered by the DSS Board and Care Grant.

<sup>2</sup> Department of Social Services funds eligible for 50% federal reimbursement.

<sup>3</sup> Federal funds expected to be phased out.

Source: DCYS and Department of Social Services (DSS) Fiscal Officers.

Care in private facilities is supported by money from two separate accounts--the Aid to Paroled Inmates Fund in DCYS and the Board and Care Grant administered by the Department of Social Services. The Board and Care Grant pays for the care of delinquents eligible for the AFDC-Foster Care Program and for some cases committed to DCYS as neglected and delinquent (dual commitments). Fifty percent of this money is federally reimbursed. Finally, a federal grant of \$525,033 from LEAA supports group homes for delinquents. This money is expected to be cut back in FY 1979 (see p. 56).



Long Lane School in Middletown is the only state run juvenile correctional facility. There are no high walls or fences around the minimum security institution which is plagued by high runaway rates.

### Long Lane School

Long Lane School is a limited security, coeducational training institution for juvenile delinquents operated by the Department of Children and Youth Services. The goal of Long Lane School is to prepare a student for successful transition to responsible family and community living. Thus, the primary objective of the institution is to teach students responsible behavior. For a more detailed description of Long Lane and its treatment program, see Appendix V-3.

The average daily population at Long Lane was about 140 students in 1976, with boys outnumbering girls by a ratio of about three to one. The estimated cost of caring for a child

for a year (FY 1978) at Long Lane, which is staffed by about 270 employees, is over \$25,000. By comparison, the state pays \$5,000-\$19,000 per child per year for group home and private residential care for delinquents (see pp. 53-54).

Length of Stay. Average lengths of stay at Long Lane range from 4-8 months.<sup>1</sup> Each juvenile's length of stay is determined by a classification system in which more serious offenders are required to stay longer than less serious ones. However, average lengths of stay for the institution can be influenced by the intake caseload, because Long Lane must accept all children referred to it by the court (at least until appropriate private placement can be arranged). During FY 1976, for example, a total of 604 delinquents were admitted to Long Lane. Of these, 262 (43%) were new admissions, 89 (15%) were delinquents who had been placed directly in private facilities by the Juvenile Court and had failed in the treatment program and 253 (42%) were delinquents returned to Long Lane for violation of aftercare conditions or for relocation (placement in another program). The generally short lengths of stay at Long Lane are a significant factor which limits its effectiveness. Many staff complained that 4-8 months is simply not long enough to get students involved in a meaningful program of group counseling, education, or vocational training. Moreover, the high turnover of students makes it difficult to develop a "positive peer culture" in which students take responsibility for helping to improve each other's behavior. A major dilemma, however, as many experts have noted, is that long lengths of stay in an institution make the transition back to family and community living more difficult.

Management and Administration. The Long Lane treatment program is based on the philosophy that students (with guidance of line staff) should take responsibility for their behavior. However, it is difficult for counselors to effectively demonstrate to students how this is done because both counselors and students are virtually excluded from the decision making process of the school. While the administrator of Long Lane School appears reluctant to share power and authority, the superintendent of one of the best training schools in the country

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<sup>1</sup> A 1974 study by Charles W. Dean and N. Dickon Repucci reported that the average length of stay in most (3/4 of states surveyed) states is 6-12 months.

(Boonesville, Mo.) said that one reason for his success was his delegation of responsibility and authority to students and staff.

Many Long Lane staff interviewed and surveyed complained that decisions at Long Lane are made at the top of the organizational hierarchy with little or no input from line personnel. Functions of the institution, furthermore, are fragmented into separate departments (e.g., clinical, social services, cottage life) with poor communication and coordination among the units.

One employee described Long Lane management as "excessively bureaucratic and stratified," while another commented that the administration "is not very open to the suggestions of staff." Administrators "seem hesitant to make decisions, avoid responsibility, and lack initiative," said a Long Lane teacher. "Don't rock the boat," she said, "seems to be the prevailing attitude."

A youth service officer said morale among staff is low and the feeling of frustration high. "The people who have the greatest direct contact with the boys," said another YSO, "have the least say in determining their length of stay, needs, evaluations, etc." With respect to promotions and advancements, "employees who are most deserving, conscientious, and interested in helping these children are the ones who are constantly ignored," said another YSO.

Factional splits among staff at Long Lane are a significant problem hampering effective programming and management of the institution. While some staff are very critical of the present administration and program, others are loyal to and supportive of the institution's leadership. This factionalism is deeply rooted and will continue to affect the program until the serious divisions among staff are bridged.

Runaways. According to many personnel at Long Lane, a major problem at the institution is the high runaway rate. During the three-year period from July 1, 1974 to June 30, 1977, an average of 51 runaway attempts were made each month (some of which were multiple attempts by the same person). About half of these attempts were successful (see Table V-3).

Although the number of runs attempted has decreased during the most recent six-month period (January-June, 1977), runs from the institution continue to be a major problem. During the month of August, 1977, 84 runs were attempted, the third highest number reported in any month since July, 1974.

Table V-3. Attempted <sup>1</sup> and successful <sup>2</sup> runs from Long Lane School, 1974-1977.

	July-Dec. 1974	Jan.-June 1975	July-Dec. 1975	Jan.-June 1976	July-Dec. 1976	Jan-June 1977
Average Daily Population	117	153	116	152	129	N/A
Attempted Runs <sup>1</sup>	323	344	283	420	244	204
Successful Runs <sup>2</sup>	N/A	179	168	206	134 <sup>3</sup>	N/A

<sup>1</sup> Includes multiple attempts by the same person.

<sup>2</sup> Runners were not apprehended in Middletown.

<sup>3</sup> Data available for first five months of period (July-Nov.) only.

Source: LPR&IC staff analysis of Long Lane School data.

In December, 1976, Long Lane opened its new 36 bed Diagnostic and Secure Treatment Unit (DSTU), a maximum security facility from which only one student has successfully escaped (see Appendix V-3). The Long Lane treatment manual, however, contains no goal statement on the role or importance of secure custody at the institution. One top official would prefer to "forget about the secure custody aspect" of the program except that "this is what the public is concerned about." Another official worried about what would happen if some students did not run away.

Secure and humane custody should be a primary goal at Long Lane, and clear criteria should be developed to determine if this goal is being achieved. The public has a right to expect protection from dangerous juveniles and the state is obligated to provide effective incapacitation of dangerous offenders. While the superintendent of Long Lane claims that a stronger and more effective treatment program would reduce the runaway rate, such a program cannot be developed if security is too weak.

The Legislative Program Review and Investigations Committee visited the Niantic Correctional Institution--an apparently

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well run minimum security facility operated by the Department of Correction. Niantic officials consider secure and humane custody a primary goal and have developed a system to achieve it. This system includes regular population counts, uniform reporting requirements among cottages, procedures for speedy notification of State Police, use of all available personnel during an escape attempt, and special search procedures.<sup>1</sup> Even though there are no restraining walls around the spacious Niantic facility (similar to Long Lane), only one person successfully escaped during the first six months of 1977. While Niantic serves an older, female population and is different in many respects from Long Lane, some of its security precautions would appear to be applicable to Long Lane. Therefore, the Legislative Program Review and Investigations Committee recommends that the Department of Correction be called in to provide technical assistance to Long Lane on security and custody matters. Although the Legislative Program Review and Investigations Committee agrees that a more effective treatment program would improve security, effective programming is partly dependent on the ability of the institution to securely and safely hold its population.

Program effectiveness. Because so little objective data on the effectiveness of Long Lane is available, a survey was designed to assess Long Lane staff opinion of the adequacy and effectiveness of the Long Lane treatment program. The survey was mailed to 222 care, custody, and teaching personnel, of whom eighty-five (38%) responded (see Appendix V-4). The survey results represent only the opinions of those who returned the survey and do not necessarily represent the opinions of all Long Lane employees.

As Table V-4 shows, only 15% of survey respondents said they believed students, in general, benefited much or very much from the program. Nearly three times as many respondents (44%) thought the program was of little or very little benefit.

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<sup>1</sup> At Long Lane, runaway attempts are reported to the security office and a search undertaken by available security personnel (sometimes as few as three people). Middletown police are also notified.

Table V-4. Effectiveness of Long Lane School: "In general, how much do you feel residents benefit from the program at Long Lane School?"

	YSOs <sup>1</sup> N=42	Caseworkers <sup>2</sup> N=8	Teachers <sup>3</sup> N=13	Others <sup>4</sup> N=20	Total N=83
Very much	7%	0%	0%	5%	5%
Much	7	13	31	0	10
Unsure	45	25	31	50	42
Little	12	50	31	25	22
Very little	29	13	8	20	22

<sup>1</sup> Youth Service Officers: Cottage and Secure Unit staff

<sup>2</sup> Prepare treatment plans and arrange for placement

<sup>3</sup> School staff, includes federally funded positions

<sup>4</sup> Recreation workers, Institutional security officers, etc.

Source: LPR&IC Survey of Long Lane Care, Custody, and Teaching staff

Group counseling. When asked to evaluate the adequacy of the group counseling program, 36% rated it adequate and 34% rated it inadequate (see Appendix V-4, Table 1). Group sessions observed by Legislative Program Review and Investigations Committee staff varied in quality. While some appeared well run, others were not. In one group meeting, disciplinary sanctions were imposed by group members on individuals accused of irresponsible behavior. In some cases, discussion of the problem behavior and participation by the accused was minimal. After disciplinary sanctions were meted out, discussion turned to weekend privileges and off campus trips. In other groups observed, discussion focused primarily on behavior and problems related to custody and security such as running away and drug use. Students interviewed about the group counseling program were mixed in their opinions. While some said they benefited from the sessions, others called them "a joke."

Training. Effective group counseling requires trained staff. According to the superintendent, however, the training of youth service officers is a major problem. Because staff are needed to supervise cottage activities, scheduling training sessions is difficult. Twenty-nine percent of youth service officers responding to the Committee survey reported they received no initial training at all, while even more (32%)

reported no in-service training. The lack of training of other direct service employees is also a major deficiency, according to survey results (see Appendix V-4, Tables 2 and 3).

DCYS has two full time training coordinators to service the entire Department. Although training sessions have been arranged at Long Lane by the training staff, the amount of training has been insufficient. As a result, the Long Lane administration has developed a grant proposal in recent months to bring in outside consultants to help meet the institution's training needs. This project will be funded by monies available through Title XX of the Social Security Act. Title XX money was used recently to support a few training sessions for cottage staff in reality therapy. Sessions were conducted by personnel from Southern Connecticut State College.

The academic program. The academic program is a critical component of Long Lane's treatment plan. A recent study showed the average student at Long Lane functioning at the sixth grade level (5.9)--about four grade levels behind. Although administrators consider education one of the stronger components at Long Lane, survey respondents thought this program was also inadequate. Of the teachers responding to the survey, 46% rated the educational program inadequate (see Appendix V-4, Table 4).

According to the school principal, the educational program is being improved. The program is moving toward an "individualized, nuclear approach," he said, although it is still hampered by inadequate resources. There is no bilingual teacher and only two persons in the guidance department are available to handle all school guidance matters as well as placement of students in their local schools upon release from Long Lane. An LEAA funded project currently in progress at Long Lane, however, is designed to significantly improve the continuity of educational programming between Long Lane and the schools to which students will return.

Work and vocational training. Also lacking at Long Lane, according to survey respondents, is adequate vocational training. (Wood shop is the only vocational course taught.) None of the teachers responding to the survey and only 11% of workers overall thought vocational training was adequate (see Appendix V-4, Table 5).

Work assignments can be a useful way to learn new skills. Students at Long Lane mow lawns, work in the greenhouse, clean up the grounds, work in the kitchen, and assist the maintenance crew in the institution's "work for pay" program. Only about 10 students, however, were involved in the program in November,

1977, earning money ranging from 50¢ to minimum wage (\$2.31). About 15-20 additional vocational positions are available at Long Lane, three of which are supported by federal manpower funds (Comprehensive Employment and Training Act).

Although some students take advantage of work opportunities, others prefer not to get involved. One student interviewed by Committee members and staff indicated that he would not work at Long Lane because the wages paid were too low. Working for \$1.00 per hour, he said, was a "rip off."

The work program at Long Lane is inadequate. There appears to be a lack of commitment by the administration to involving students in meaningful work opportunities. This is not the case in some other institutions. At Niantic Correctional Institution, for example, inmates are depended upon in the food service operation. "We couldn't get a meal out without them" said one Niantic official.

Long Lane staff claim that students are prevented from performing some tasks because of age, union contracts and difficulties involved in supervising activities.

Drug use. One administrator described drug use at Long Lane, as "substantial." Several cottage staff and students interviewed confirmed that drugs, primarily marijuana, were available on campus.

Drugs can be smuggled in by students or brought in by visitors. In an incident last spring, Valium (a tranquilizer) was brought in by a student's mother. In another incident in July, marijuana was distributed to students during a field trip by a Long Lane recreation worker.

Child abuse. Although some incidents of abuse were described by students and staff, child abuse and assaults on students (staff against students and students against students) does not appear to be a major problem at Long Lane. Some students did report intimidation by older and bigger residents of their cottages, however. Students are randomly assigned to cottages, and are not, therefore, grouped according to background, treatment or educational needs, age or size.

Cottage staff reported that some students may have been kept in isolation without proper authorization, although this is difficult to monitor and even more difficult to verify.

Future role of Long Lane. During its review of Long Lane, the Committee staff identified some students at Long Lane who did not appear to be appropriate to the program (for example, truants who had violated a Court order) or who could be treated more effectively (and less expensively in alternative programs.) Survey respondents agreed, only 15% indicating they thought all residents at Long Lane belonged there (see Appendix V-4).

#19  
The role of Long Lane needs to be re-evaluated by DCYS, and goal statements on the future of the institution should be developed as part of the Department's master plan. The Legislative Program Review and Investigations Committee recommends that Long Lane's primary role be limited to treatment for a small population requiring secure custody. Secondly, Long Lane could serve as a "holding" center for juveniles awaiting placement in other programs.

The future of Long Lane hinges, however, on the ability of DCYS to develop and effectively monitor programs and facilities throughout Connecticut of adequate quality and sufficient capacity to meet the state's treatment needs. Currently there are delinquents who will not be accepted by private programs in Connecticut and for which there is no available treatment alternative to Long Lane. The main reasons that more treatment capability has not developed in Connecticut to date seem to be (1) some ambivalence in DCYS policy as to the role of private sector programs, and (2) reimbursement rates too low to pay for adequate, intensive care required by the more difficult delinquents. These issues are discussed in more detail on pp. 54-58. Until the state is able to stimulate the development of alternative programs willing to accept the type of child now placed at Long Lane, little change can be made in the role of Long Lane School in delinquency treatment in Connecticut. Much could be done, however, to improve its functioning, as noted throughout this chapter.

#### Private Treatment Programs

Private agencies play a major role in juvenile delinquency treatment in Connecticut and are essential to the development of a continuum of needed services.

Current use. As of April 30, 1977, 322 delinquents committed to DCYS were in private treatment programs. As indicated on p. 44, about \$2.6 million in state and federal money will support private placements in FY 1978.

TYPO

Table V-5 shows that 196 of the private placements were in residential institutions, 115 were in group homes, and 9 were in foster homes. Fifty-five juveniles (6%) were placed out of state, most (44) at Elan One in Maine. Appendix V-5 contains a list of 37 frequently used private programs throughout Connecticut and in nearby states. As already noted, reimbursement rates for private services, including special education, range from about \$5,000-\$19,000 per child per year.

Table V-5. Delinquency cases in private facilities on April 30, 1977.

<u>Type of Placement</u>	<u>In State</u>	<u>Out of State</u>	<u>Total</u>	<u>Percent</u>
Institution	143	53	196	21%
Group Home	115	-	115	12
Foster Home	7	2	9	1
Independent Living	<u>2</u>	<u>-</u>	<u>2</u>	<u>-</u>
TOTAL	267	55	322	34% <sup>1</sup>

<sup>1</sup> The remaining 66% of the DCYS delinquency commitments (608 cases) were either at Long Lane School or on aftercare status in their homes.

Source: DCYS Research Office.

Variable quality and services. Several private facilities were visited by the Legislative Program Review and Investigations Committee staff, and program directors were surveyed (see Appendix V-4). The condition of the facilities and quality of programming appeared to vary considerably. Some programs (e.g., Connecticut Junior Republic and Gray Lodge) are housed in comfortable, modern facilities. Others (e.g., Aequus House, Clifford House) were dirty and poorly maintained.

Private program services range from basic custodial care (e.g., group homes) to sophisticated, intensive group therapy and educational programming (e.g., Vitam Center and Elan One). For a discussion of model treatment programs, see Appendix V-6.



Elan is the best private treatment program for delinquents currently available to the state, according to DCYS officials. Located in Poland Spring, Maine, its physical isolation and remoteness contribute to its success.

DCYS policy. DCYS officials feel that more effective and accessible private treatment programs are needed in Connecticut. Although DCYS has recently developed general

Departmental goals and objectives<sup>1</sup> which imply a growing use of private sector resources, specific intent has not been effectively communicated to private program officials in Connecticut. According to the Chairman of the Connecticut Association of Child Caring Agencies (representing 15 private non-profit agencies), DCYS has no clear policy on how it expects to use private treatment programs.<sup>2</sup> As a result, long range planning and development of new programs by private agencies are impeded.

Because private agencies need to know, for planning and budgeting purposes, how the state intends to use their services, the Legislative Program Review and Investigations Committee recommends that DCYS articulate, as part of its Master Plan, clear policy on the use of private resources including the development of programs equipped to handle "difficult" cases. #20

State policy must be clarified before funding decisions affecting some private programs can be made. For example, a decision will have to be made on the future of group homes when federal money now supporting them runs out. Likewise, when the Deinstitutionalization of Status Offenders (DSO) project ends in September, 1978, federal money supporting private programs serving status offenders will no longer be available.

Rate setting and reimbursement. Low state reimbursement rates for services, which adds to the confusion over state policy, is a chronic complaint of private program directors. According to the chairman of the Connecticut Association of Child Caring Agencies, low reimbursement rates are driving many private agencies out of business. Only agencies with heavy endowments or successful fund raising efforts can survive. Unlike other states such as Michigan, he complained, Connecticut lacks a firm commitment to purchase of services. An official of a group home in Hartford added that state policy

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<sup>1</sup> As indicated on p. 41, the Commission studying the transfer of children's psychiatric services to DCYS recommended in 1974 that DCYS provide direct services only when such services cannot be provided elsewhere.

<sup>2</sup> In December, 1977 a joint position paper was published by DCYS and the association emphasizing the heavy reliance of DCYS on private child caring agencies and urging a 12% increase in the Board and Care Grant for FY 1979 to provide rate increases.

toward the private sector does not recognize "the mutuality of our endeavor."

A major problem is that the Department of Social Services, not DCYS, currently sets reimbursement rates for private child caring agencies. Attempts to get a required federal waiver to transfer this function to DCYS have not been successful. Efforts by DSS, DCYS, and the Governor are continuing, however. If staff in DCYS were available, DCYS could get more involved in rate setting. Without the waiver, however, DSS would still retain ultimate responsibility for this important function.

#21 Because of the importance of rate setting to the development of comprehensive treatment programs, the LPR&IC supports the efforts to obtain a waiver of the single state agency requirements of HEW.

DSS reimbursements to child caring agencies are based on an accounting system developed three years ago. According to program directors, some legitimate costs (such as capital depreciation) are not included, and rates paid do not reflect the actual cost of providing services. In addition, rate increases in recent inflationary years have been minimal. Although one million dollars was appropriated for rate increases in FY 1978, according to the Office of Fiscal Analysis, this money was used to cover a \$1 million deficiency for FY 1977, when a rate increase was granted without consideration of money appropriated. As a result, no significant rate increases have been granted this year to the private agencies.

#22 According to testimony submitted by the Connecticut Child Welfare Association and virtually all public and expert officials interviewed, the state needs a "healthy mix" of public and private services. Because state financial support is essential to maintain an adequate mix of public and private resources, the Legislative Program Review and Investigations Committee recommends that the state provide more reasonable, cost-related payments for private delinquency treatment services. In addition, variable reimbursement rates could be offered to make treatment of more difficult types of delinquency cases (see below) financially feasible and attractive. Thus, reimbursement policy should reflect three important factors: cost of programs, effectiveness of programs, and the difficulty of cases being served.

Program development. Officials state that many private programs screen referrals and accept only "easy" cases. As a result, the most difficult and needy cases are often not accepted by private programs in Connecticut. One program director said his program preferred "four feet, eleven inch tall 11 year olds" or referrals who were "workable." Another said he looked for a child who "showed a little guilt." Other programs screen out difficult cases by requiring an acceptable score on an intelligence test.

Private officials counter that low reimbursement rates have hampered their ability to cope with difficult juveniles. They say they are not staffed to handle severely disruptive or homicidal cases.

If the problem of unreasonable screening of referrals (private programs prefer "easy" cases) can be overcome delinquency treatment services might be purchased which were substantially more cost effective than Long Lane School. Moreover, if the role of Long Lane changes toward a focus on secure custody for a smaller population, some of the money formerly used to run Long Lane could be "freed up" to help finance purchase of services in the private sector. As already noted, however, increased use of private sector resources must be accompanied by substantial improvement in DCYS capability to monitor and evaluate private facilities.

Placement decisions and rates are important means of providing incentives to the private sector to improve existing services and to increase its responsiveness to the service and program needs of the state. Because DCYS is the chief source of referrals for many private agencies in Connecticut, DCYS placement decisions can determine whether these agencies will stay in business.

Technical assistance. Consistent with its statutory mandate to develop and support services for children, DCYS should provide more technical assistance to private and community agencies. Many private agencies need help coping with licensing standards, reporting obligations, contract agreements, and other bureaucratic requirements. In addition, to improve the quality of private services, a wide range of program development aids (such as training packages) should be offered through the Department. ←

Gaps in services. During the course of this review, unmet service needs were noted by agency officials, attorneys, child advocates, and youth workers. More treatment programs for girls are needed. There is no permanently staffed secure treatment facility for girls in the state, yet many "chronic runaways" are female.<sup>1</sup> Long term psychiatric treatment for seriously disturbed young people was also mentioned as a major service "gap".

#23  
It is the responsibility of DCYS to identify and respond to the needs of children under its care. Therefore, the Legislative Program Review and Investigations Committee recommends that DCYS exercise aggressive leadership to stimulate development of needed programs in the private sector.

Family involvement. Although most juveniles eventually go home, most private programs do not require or actively seek involvement of parents and family in the treatment program. One notable exception is Vitam Center in Norwalk, a drug treatment program.

#24  
Because family participation in treatment is so important, the Legislative Program Review and Investigations Committee recommends that DCYS develop a policy to encourage private programs to involve families wherever possible.

#### Aftercare Services

Aftercare services, supervision, and counseling after release from a facility, are a critically important component of treatment provided by both DCYS and some private programs. The purpose of aftercare is to help juveniles successfully adjust to home, school and community life after release from an institution.

DCYS aftercare. According to the personnel report for June, 1977, 19 workers were available to "broker" for community services and to provide direct services to the Department's

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<sup>1</sup> When secure custody for females is required (or ordered by the Juvenile Court) at Long Lane, a cottage facility (Kimball-West) is opened temporarily until security is no longer needed.

aftercare caseload, currently estimated at over 800 cases. Figure V-2 shows the rapid growth of the aftercare caseload from 390 in July 1973 to 710 in 1976. Caseloads presently range from about 25-65 cases per worker depending on the number of children on aftercare status in each region.

The nineteen aftercare workers involved in direct services were surveyed to determine how well they felt they were able to do their job. Of the 8 workers (42%) who responded to the survey, most (63%) thought services were adequate (see Appendix V-4, Table 1). Several private program directors disagreed however. One director said his program (Connecticut Junior Republic) started doing its own aftercare because DCYS aftercare was so poor.

Several problems were noted by DCYS workers. Some workers considered their caseloads too high (42 is the average) and complained that they could not spend enough time on direct service to clients. While most workers reported spending about half of their time on direct service, one reported spending only 30% of his time on this function. Considerable time is spent by aftercare staff on paperwork and transporting clients from place to place.

Other problems cited by workers include the lack of adequate placement facilities, inadequate family involvement, unrealistic treatment planning at Long Lane, lack of vocational training or work programs, and poor coordination between Long Lane, the Juvenile Court, and the aftercare staff.

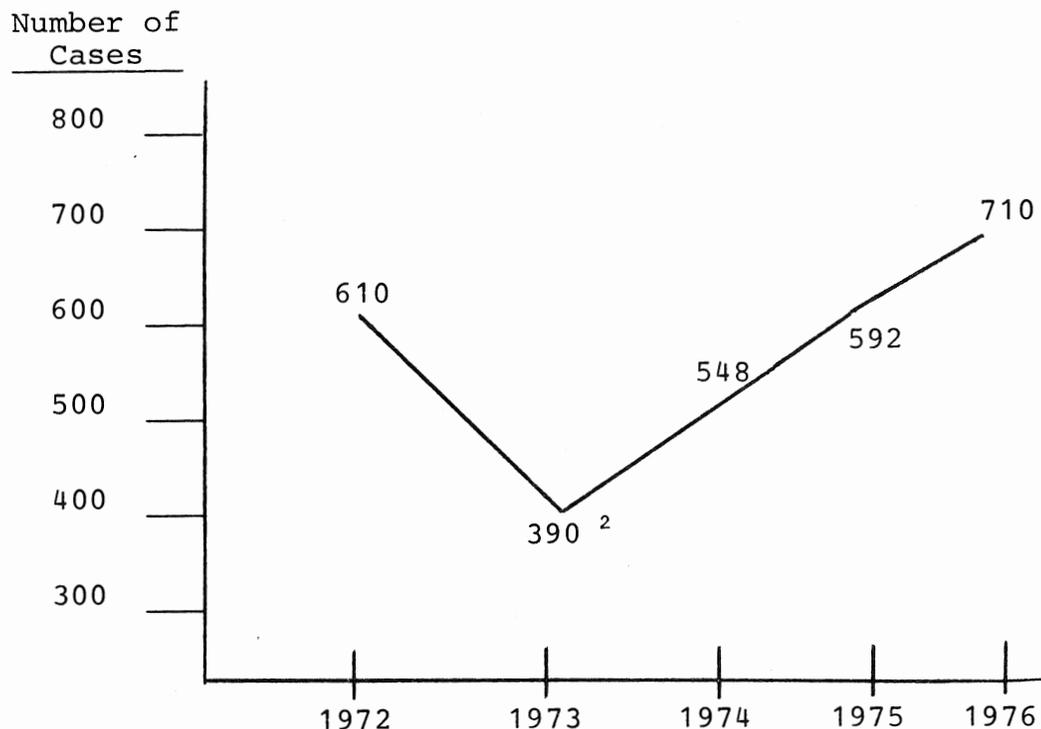
Private program aftercare. Although only 8% of private program directors responding to a Legislative Program Review and Investigations Committee survey rated DCYS aftercare services as adequate, most private programs do not themselves provide meaningful aftercare (nor are they reimbursed to do so). As a result, some programs lose track of their graduates and are not significantly involved in their transition to community living after release. One exception is Elan which provides follow up services for five years and is attempting to set up an aftercare program in Connecticut.

A DCYS official involved in the delinquency treatment program believes that private programs should make a greater commitment to their clients by providing aftercare services on release. DCYS aftercare workers, he argues, are unfamiliar with the clients at the time of release and, therefore, are not in a strong position to provide aftercare services.

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Figure V-2. DCYS aftercare caseload: 1973-76.<sup>1</sup>

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<sup>1</sup> Since 1972, the aftercare staffing level has remained relatively stable, although job functions have changed as more and more juveniles have been placed directly in private facilities.

<sup>2</sup> DCYS speculates that the caseload decrease in 1973 may be partly due to the Youthful Offender Act which kept many 16 and 17 year olds in the adult system.

Source: DCYS Research Office.

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#25  
The Legislative Program Review and Investigations Committee recommends that DCYS require private programs to provide transitional aftercare services following release from residential treatment and that reimbursement rates be adjusted to reflect

this additional requirement.

### Monitoring and Evaluation

DCYS is required by law to evaluate all programs which provide its services. To meet this mandate, an Office of Evaluation, Research, and Planning has been established, reporting directly to the Commissioner. Presently, the office is primarily involved in setting up a management information system (MIS) scheduled to become fully operational in fall, 1978. The MIS will provide client, caseworker, case management, vendor and other information useful to the Department. Officials of the Office of Evaluation indicate that the management information system will provide a useful information base for future program evaluation. In addition, the office expects to develop specific assessment criteria for each individual program.

DCYS monitoring and evaluation of private programs has been minimal. Department officials indicate that currently there is no required uniform reporting of information other than population counts. The only exceptions are the twelve LEAA supported group homes which must report financial and program information. Because of staffing shortages in the group home unit, however, no field audits have been conducted and site evaluations have been very limited.

Capability. The DCYS Office of Evaluation is new and has no demonstrated capability to effectively evaluate programs. The office is responsible for a significant number of major tasks. For example, in addition to evaluating all DCYS programs, it will prepare a master plan, provide regional planning input, inform the Commissioner on an ongoing basis, provide technical assistance to division directors on program planning and development, coordinate grant writing, and analyze financial data. Although currently staffed by about 12 employees, including a secretary, a total of 16-18 personnel are expected to be working in the office by July 1, 1978.

One DCYS official believes that the tasks of the office will be impossible to coordinate effectively. According to this official, there is no viable step by step plan to implement its objectives. Therefore, to expect all of the Evaluation Office's tasks to be adequately accomplished is unrealistic.

In addition, it is not clear how the efforts of the Office of Evaluation will be coordinated with related activities of

other DCYS divisions. For example, the Director of Treatment Services will monitor implementation of treatment plans for all children and youth in DCYS custody. The Director of Institutions and Facilities will also be involved in overseeing DCYS programs. There is no direct link between these divisions and the Office of Evaluation, yet some evaluative functions appear to overlap.

#26  
Because the Office of Evaluation, Research and Planning has no previous "track record" by which to judge its capability to evaluate programs, it is recommended that a written plan be developed establishing priorities and showing specifically how and when major tasks will be accomplished. This plan should also detail methods and procedures to coordinate evaluation efforts with other divisions in DCYS.

According to some DCYS officials and private program officials, one of the most useful tools to be developed under DCYS staff leadership is the product of a task force set up two years ago to encourage greater public involvement in community programs. The method developed by the task force, in which private program officials participated, involves on-site review of programs by trained teams of impartial evaluators. Objective goals and criteria for assessing each program (which are currently lacking) could be developed following the method outlined by the task force.

To adequately evaluate programs, DCYS should not depend solely on information reported by private program officials and social workers who visit facilities on limited occasions. Intensive on-site evaluations involving discussions with children and staff in the program are an essential supplement to "desk reviews" of programs. These on-site reviews could also serve, if properly implemented, to develop a cooperative spirit and mutual interest between DCYS and its private vendors.

#27  
Because the task force method offers a way to accomplish on-site evaluations without establishing a new bureaucracy in state government (evaluation team members need not be DCYS employees), the Legislative Program Review and Investigations Committee recommends that the DCYS Office of Evaluation adapt and use this method (or a modification of it) as part of its overall evaluation effort.

A similar system of community assessment was developed in Massachusetts to evaluate community based programs. According to the Massachusetts Department of Youth Services, the system has been successful.

Monitoring location. Much of the monitoring of private programs is done by DCYS aftercare workers while keeping track of their caseloads. For reimbursement purposes, aftercare workers verify whether or not individuals are actually sleeping in facilities or on "runaway" status. The system for verifying actual residence is not fool proof, however, since problems can arise when programs fail to report timely information or report faulty information.

The problem of monitoring the physical location of cases is illustrated by an incident which occurred last winter at a group home in Bridgeport. Girls living at the Aequus House group home were transported by a child care worker employed by the house (without the knowledge of the director), to the St. George Hotel in downtown Bridgeport. The St. George Hotel is described by Bridgeport police as a "flop house" frequented by pimps, prostitutes, and burglars.

One of the girls was visiting a sister living at the hotel, and according to an outside source, stayed overnight at the hotel. The director, who could neither confirm nor deny this account, indicated that DCYS had never been informed of the incident.

This incident is not unique. The Committee received other complaints about inadequate supervision in private facilities, especially group homes. Because the state is responsible for children and youth in its custody, systems for verifying physical location and behavior of juveniles in DCYS custody need to be improved. ←

#### Licensing and Regulation

Each private program which receives state referrals must be licensed by DCYS. Licensing standards (promulgated as regulations, Sec. 17-48-9 through 17-48-41) prescribe minimum levels of care which must be provided. The standards, however, primarily address physical plant characteristics (e.g., living quarters, sleeping accommodations, lavatory facilities, dining facilities, first aid and medical supplies and recreational facilities) rather than program requirements.

According to a DCYS official involved in the delinquency program, licensing standards for child caring agencies are out-

dated and need modernization.<sup>1</sup> In addition, the Legislative Program Review and Investigations Committee received public testimony calling for establishment of additional standards (beyond licensing) for private programs. In some facilities, for example, poorly trained workers compensated at low rates (less than \$6,000 per year), are the primary staff caring for children and youth.

→ 26  
#28  
The Legislative Program Review and Investigations Committee recommends that DCYS update licensing standards and promulgate other standards (e.g., staff qualifications and training) for private agencies. To accomplish this latter goal the format and content of the halfway house guidelines developed and used by the Department of Correction could serve as a model.

#### DCYS-DMR Jurisdictional Conflict

Each year, a small number of cases come before the Juvenile Court which create a jurisdictional conflict between the Department of Mental Retardation (DMR) and DCYS. These cases involve children who are refused services by DCYS (which claims they are too retarded, based on one of the many intelligence tests available, to benefit from its programs) and also by DMR (which claims they are not retarded enough, usually based on a different intelligence test, for DMR programs). Consequently, the probation officer must work out some alternative arrangement for the placement and treatment of the child.

In addition, both DMR and DCYS officials admit that no secure treatment programs are available for the borderline mentally retarded delinquent child. DMR programs are generally oriented to the more severely and profoundly retarded individuals and DCYS programs are aimed at the child of normal or dull normal intelligence with emotional or other behavioral problems.

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<sup>1</sup> For example, Sec. 17-48.32 of the licensing regulations state: "Punishment, control and discipline of children shall be an adult responsibility and shall not be prescribed or administered by the children." Programs, such as Elan One (and even Long Lane School), which rely heavily on "positive peer culture" techniques in which children are involved in controlling behavior could be in violation of this regulation.

#29

Since DMR and DCYS both appear to have some responsibility in these cases, the Legislative Program Review and Investigations Committee recommends that a joint committee of DCYS and DMR representatives be constituted for the purpose of reviewing borderline referrals from the Juvenile Court and making recommendations to the Court as to the appropriate treatment of these cases. The Committee would also accumulate statistical data on such cases and within two years, develop recommendations regarding secure treatment for mentally retarded delinquents.

### Interagency Cooperation

Currently, interaction among agencies in the juvenile and criminal justice systems<sup>1</sup> is limited primarily to informal communication at the Commissioner and Director level and some line staff interaction in training at the Connecticut Justice Academy.

Several agencies perform many similar functions. The Department of Correction and DCYS, for example, provide both secure custody and rehabilitation programs for individuals committed to their custody. DCYS aftercare workers, Juvenile Court probation officers, and adult probation officers all provide supervision and direct services to their clients. Some programs are very similar. For example, Long Lane's group counseling program resembles a counseling program operated at Niantic Correctional Institution based on reality therapy.

Because more interaction between agencies should result in a sharing of ideas and ways to respond to mutual problems, the Legislative Program Review and Investigations Committee recommends that agency heads in the juvenile and adult justice systems encourage and promote more agency interaction and communication. This interaction could involve increased utilization

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<sup>1</sup> Sam Clark, Executive Director of the Connecticut Child Welfare Association views the phrase "juvenile justice system" as a "misconception" in that it implies a "harmonious orderly interaction." According to Mr. Clark, the "would be system" simply "does not exist in Connecticut nor frankly on a broad scale anywhere in the United States."

tion of training resources and facilities at the Connecticut Justice Academy in Haddam, or more direct, formal contact between agencies.

### The Juvenile Court and DCYS

Overlapping Authority. Both the Juvenile Court and DCYS provide treatment services to juveniles. The Court operates probation services (see Chapter IV), while most residential and aftercare treatment services are available only through DCYS. Even after commitment to DCYS, the Court retains jurisdiction over the child, however. State law established the following powers to the Court:

The Juvenile Court shall... have authority to make and enforce... such orders directed to parents...guardians, custodians or other adult persons...as it deems necessary or appropriate to secure the welfare, protection, proper care and suitable support of a child or youth subject to its jurisdiction or otherwise committed to or in the custody of the Commissioner of Children and Youth Services... (C.G.S. Sec. 17-59).

Based on different statutes, DCYS officials claim that placement and treatment decisions about delinquents placed in the custody of the Department are the responsibility of Department. C.G.S. Section 17-412 states in part:

The department shall...operate or arrange for, administer and evaluate a comprehensive and integrated statewide program of services...for children and youth...who are... delinquent...including all children...committed to it by the court...[T]he department shall...provide a flexible, innovative and effective program for the placement, care and treatment of children and youth committed by any court to the department...develop and implement after-care and follow-up services appropriate to the needs of any child or youth under his care.

Furthermore,

The commissioner of children and youth services or his designee may, when deemed in the best interests of a child or youth committed to the custody of the commissioner as delinquent by the juvenile court, place such child or youth on parole under such terms

or conditions as the commissioner or his designee deem to be in the best interests of such child or youth. When in the opinion of the commissioner or his designee it is no longer in the best interest of such child or youth to remain on parole such child or youth may be returned to any institution, resource or facility administered by or available to the department of children and youth services.

And, Sec. 17-421 (a) and (b) state:

The commissioner...shall prepare and maintain a written plan for care and treatment of every child and youth under his supervision, which shall include but not be limited to a diagnosis of the problems of each child or youth, together with the proposed plan of treatment and placement.

The commissioner...shall at least every six months, review the treatment plan and placement of each child and youth under his supervision for the purpose of determining whether the treatment plan is appropriate.

Although this statutory language nowhere appears to give the Commissioner sole authority to make all placement decisions regarding delinquents in his custody, he believes such authority is implied, and at the very least should be clarified in statute one way or the other. Appendix V-7 contains the statutory change proposed by DCYS.

DCYS officials claim that the ambiguity in the Commissioner's powers to make placement decisions causes two types of problems. The first kind of problem can occur when the Court orders that a child be placed in the Secure Treatment Unit at Long Lane School upon his or her commitment to the Department. If the Secure Treatment Unit (24 beds) is already fully occupied by individuals regarded by Department staff as more in need of secure custody than the new court referral, friction results. Similarly, if DCYS staff review the child's record and determine that placement in "the Unit" is inappropriate, they believe they should be able to make adjustments without being held in contempt of court.

The second type of problem has to do with jurisdiction over private sector placement decisions, and is well-stated in a 1977 memorandum from a DCYS supervisor to Commissioner

Maloney:

Although the statute places the authority with the Commissioner or his designee as to where the child is to be placed upon commitment, the situation has reached the point where the Court is making this determination with or without the consent of the Commissioner's designee (aftercare workers). Our workers feel intimidated by the Court whenever they oppose the Court's plan. It appears that our workers are now rubber stamping the Court's plan even in those cases where our workers might have many questions about the plan....

As mentioned in Chapter IV (p. 36), the court also has some complaints about DCYS. Court orders for placement in the Secure Treatment Unit, for example, often reflect judges' concern about poor security at Long Lane. In addition, probation officers complain that DCYS is slow to respond to direct (private residential) placement requests. Court staff, therefore, usually make all the arrangements for those children the court decides should be in private residential placement.

In testimony before the Committee, the Honorable Margaret Driscoll, Chief Judge of the Juvenile Court, stated "it's the Court's responsibility to decide...where the youngster ought to go and what kind of program [the youngster] ought to have."

Obviously, DCYS officials do not agree. In fact, the Department recently challenged a Court action by appealing a Juvenile Court order to place a child in the secure treatment unit at Long Lane. The case had to be dropped, however, when the child and the Court agreed to an alternative placement.

The Legislative Program Review and Investigations Committee spent considerable time reviewing the question of overlapping authority between DCYS and the Court. However, it was unable to agree as to what action, if any, should be taken by the legislature.

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Chapter Six

YOUTH OFFENDERS IN CONNECTICUT

Jurisdiction  
Adult Probation Services  
Department of Correction  
Legally Enforceable Parental Obligations

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## CHAPTER VI

### YOUTH OFFENDERS IN CONNECTICUT

While the adult criminal justice system is beyond the scope of this study, treatment of young offenders 16 and 17 years of age (who are now treated in the adult system) is reviewed in this chapter. Four major issues are covered: Adult criminal court jurisdiction over youths; Department of Adult Probation services provided to "youthful offenders;" Department of Correction incarceration of youths; and, legally enforceable parental obligations.

#### Jurisdiction

"Youths," persons between their 16th and 18th birthdays, fall under the jurisdiction of the adult courts and are treated the same as adults unless they are determined eligible for "youthful offender" status.

The Youthful Offender Act (P.A. 71-72) repealed the provision which had permitted 16 and 17 year olds to be transferred from the adult system to Juvenile Court for processing and services. Now, instead, a youth who is not charged with a Class A felony, has no other adult felony convictions and has not been previously adjudged a "youthful offender," may request youthful offender status. The most important aspect of youthful offender status is that youthful offender records and proceedings are confidential. However, Public Act 77-486 permits a judge or probation officer (under certain conditions) to review the delinquency and or youthful offender records of criminals under 21 years of age for purposes of sentencing such individuals. In addition, erasure of youthful offender records is automatic at age twenty-one, provided the youth has not been subsequently convicted of a felony. The dispositional alternatives available to the Court, upon approval of youthful offender status, are to imprison or commit the youth, impose a fine up to \$1,000, suspend sentence, or impose a sentence and suspend execution. Commitment may be "to any religious, charitable or other correctional institution authorized by law to receive persons over the age of sixteen years" for a period not to exceed three years. The Director of Adult Probation could recall only one instance in which a "youthful offender" was sentenced to the Department of Correction. As noted in the next section, commitment to private residential facilities is also a rarely used dispositional alternative. Any sentence imposed by the Court may include a period of probation (see

pp. 73-74). In the case of drug abusers, conditions of probation must include a requirement that the youth submit to periodic drug detection testing.

In considering whether to grant youthful offender status, a judge must weigh the severity of the charge, and the results of any physical or mental examinations ordered by the court. In addition, P.A. 77-486 permits the judge to review the youth's Juvenile Court record, if any. Furthermore, Public Act 77-362 requires a judge to consider whether the defendant took advantage of his victim because of the victim's advanced age or disability. Both of these laws became effective on October 1, 1977. If found ineligible for youthful offender status, the youth's record is unsealed and the defendant is prosecuted as an adult.

The American Bar Association Juvenile Justice Standards Project recommends that Juvenile Court jurisdiction include 16 and 17 year olds. However, the Project recognizes that the jurisdictional age barriers of the Juvenile Court are "arbitrary." Only six states, including Connecticut, terminate Juvenile Court jurisdiction at age 16 (see Table VI-1). Both the Chief Judge of the Juvenile Court and the Commissioner of Corrections favor retention of the present jurisdictional limits of the Juvenile Court.

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Table VI-1. Maximum age limits of jurisdiction.

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<u>Age</u>	<u>Number of ? Jurisdictions</u>	<u>Percent</u>
Through age 15	6	11.8
Through age 16	12	23.5
Through age 17	33	64.7

Source: Sourcebook of Criminal Justice Statistics; 1976, National Criminal Justice Information and Statistics Services, 1977 (based upon 1972 data).

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Connecticut's Juvenile Court jurisdiction acknowledges the differing categories of children and youth. Juvenile Court jurisdiction extends only to children under age sixteen. The age sixteen is significant for two reasons. First, school attendance is no longer mandatory at age sixteen. Secondly, it

is the age at which a youth may be gainfully employed full-time without release from a board of education. Age eighteen is most commonly used as a basis for terminating Juvenile Court jurisdiction because it is the age at which U.S. citizens are defined as "adults," with all the rights, privileges, and responsibilities accruing thereto.

The Committee does not wish to place too much emphasis on the question of the appropriate jurisdictional age limit of the Juvenile Court. On July 1, 1978, the Juvenile Court will become part of the Superior Court. The chief administrative judge of the Superior Court will then have authority to assign sessions and judges among the various court divisions authorized by the Superior Court rules. Secondly, a juvenile processing and adjudication system must be provided regardless of its jurisdictional age limits and regardless of its organizational placement in the Superior Court. What is actually involved is a transfer of costs from one "system" to another. For example, prior to the enactment of the Youthful Offender Act in 1971, approximately one-half of all criminal cases involving sixteen and seventeen year olds (over 1,100 cases) were being transferred to the Juvenile Court. The jurisdiction of these less serious cases was transferred back to the adult system and now takes the form of youthful offender status. Thus, a more important issue than jurisdiction is what services should be available to youthful offenders and who should provide them. The Committee believes that regardless of the jurisdictional age limits of the juvenile justice system, both the juvenile and adult Courts should have dispositional alternatives which give them access to appropriate facilities and programs.

Other states. Several states, while terminating juvenile court jurisdiction at age 18, have developed alternative dispositions for youthful offenders. These states define youthful offenders by a much higher age limit than does Connecticut. For example, Vermont terminates Juvenile Court jurisdiction at age 16; however, youthful offenders in Vermont range from age 16 to 26. The purpose of these statutes is to provide flexible treatment alternatives for less serious young adult offenders. Some states (Vermont and Indiana) require a comprehensive diagnosis to be performed to determine whether the youth can benefit from placement in a rehabilitative facility. Finally, divisions of correction or social service departments have been established to provide special services for youthful offenders in the states of California, Idaho, Indiana and Vermont. Appendix VI-1 contains a description of

youthful offender statutes in seven states and the District of Columbia. It should be noted that these alternative methods of commitment are subject to legal challenge and must meet constitutional due process and equal protection standards. Such legislation must establish a compelling state interest for distinguishing among adult offenders on the basis of age.

In Connecticut, the Juvenile Court already has authority (though it is rarely used) to transfer more serious juvenile cases to the Superior Court for adult prosecution (C.G.S. 17-60a,b) (see recommendation on p. 28). As previously described (see p. 70) the Superior Court has authority to dispose of less serious youthful offenders in a confidential and non-criminal manner similar to that utilized by the Juvenile Court (C.G.S. 54-76b to 54-76o). However, certain treatment services and dispositions available to the Juvenile Court are not available in the adult system for less serious 16 and 17 year old offenders.

#### Adult Probation Services

A judge in Connecticut has few dispositional alternatives available in sentencing a 16 or 17 year old granted youthful offender status. Since the adult court cannot commit or sentence offenders to DCYS, the choice is essentially between incarcerating the youth at Niantic Correction Institution (women) or Cheshire (men) or placing the youth under minimal probation supervision. Because those granted "youthful offender" status have committed less serious crimes and because they are generally first time offenders, virtually all are placed on probation by the Judicial Department.

The Department of Adult Probation is responsible for providing the Courts with special investigations concerning a youth's eligibility for Youthful Offender status (i.e., age, previous criminal arraignments, and youthful offender record). Approximately 6,300 such investigations were performed by Adult Probation during 1976. The Department has 153 Field Probation Officers, including 20 Chief Probation Officers who perform both administrative and line officer responsibilities. In addition, the Department has nine Deputy District Supervisors who perform administrative functions only. Adult Probation does not divide its staff between adult and youthful offenders nor between presentence reporting and field supervision functions. Table VI-2 lists recent caseload statistics for the Department of Adult Probation.

Table VI-2. Adult probation caseloads.

	<u>FY 1973</u>	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>Est. FY 1977</u>
Total caseload (adult and youthful offenders)	12,000	12,700	15,400	17,200	18,800
Number of Probation Officers	140	131	141	134	134
Average caseload (per officer)	86	97	109	128	140

Source: Connecticut Justice Commission, A Plan to Improve the Criminal Justice System, 1978.

Probation of youthful offenders has proven to be a successful dispositional tool of the courts. According to the Connecticut Justice Commission, the cost of probation supervision in Connecticut averages \$214 per offender per year, while the average annual cost of incarceration is \$7,697 per offender. In addition, 90 percent of all youthful offenders are satisfactorily discharged from probation (see Table VI-3). Approximately 4,500 youthful offenders were supervised in FY 1976 by Adult Probation. Finally, the number of youthful offenders placed on probation as a percentage of all probationers has remained at a relatively low and constant level (less than 15%) over the past three years.

The Department of Adult Probation provides only one special service program for youthful offenders.<sup>1</sup> This LEAA funded project enables Adult Probation to purchase services

<sup>1</sup> This is the Pilot Specialized Probation Services Project, funded for the past two years by the Connecticut Justice Commission. Current fiscal year funding totals \$177,778; however, approximately \$70,000 of these funds will support the Department's Probation Aide Program.

Table VI-3. Youthful offenders on probation, FY 1976.

On probation June 30, 1975		2,414
Placed on probation during FY 1976		2,045
Total probationers under supervision (445 more than last year)		<u>4,459</u>
Discharged from Probation		
Conduct satisfactory during probation	90.26%	1,743
Absconded--lost from oversight	2.49	48
Sentenced for violation of probation	3.26	63
Sentenced on new charge	3.73	72
Died	<u>.26</u>	<u>5</u>
Total discharged	100.00%	1,931
Total youthful offenders on probation on June 30, 1976		2,528

Source: Connecticut Justice Commission, A Plan to Improve the Criminal Justice System, 1978.

for certain young Hartford area probationers, 16-25 years old. Services purchased include food, housing, medical treatment, psychological evaluations, job testing, placement, and counseling when needed on a temporary basis. A total of seventy-two young probationers have participated in this program. The pilot program has achieved twenty job placements, which have resulted in earnings of nearly \$100,000 and welfare savings of approximately \$12,000. This program, however, reaches less than 2% of all youthful offenders placed on probation.

Youthful offenders may benefit from other adult probation programs (volunteer counselors, drug screening, pre-trial diversion, psychiatric consultant services), but none of these programs places special emphasis on the needs of the youthful offender.

Probation supervision for youthful offenders is limited to personal counseling and referrals to community programs, if available, for special assistance. The Department places most of its emphasis on family, employer, and school contacts.

Adult Probation receives no state funds to contract for community-based services, such as drug programs, and outpatient counseling or to provide group residential facilities for those youthful offenders who require family intervention or independent living. According to a report of the Eastern Connecticut Criminal Justice Planning Supervisory Board, "group home availability would enhance Adult Probation's effectiveness." The Department has requested an appropriation of \$100,000 to contract for such services, but has been unsuccessful.

The Department claims that this money is necessary, especially because of the drug related problems typically associated with youthful offenders. For example, 70% of drug offenders are placed on probation. In 1969, the average age of drug offenders was over 21; now it is 16.9 years. The typical drug abuser requires close probation supervision. According to Adult Probation, such youths require intensive counseling, family relations work, job placement and educational support. Because of high caseloads and lack of funding for contracted services, these treatment alternatives cannot be provided by the Department.

Adult Probation had previously operated Specialized Drug Probation units in Hartford, New Haven and Bridgeport. The program involved 15 probation officers with a maximum caseload of 40. The goal was to reduce recidivism in a cost-effective manner. Over four years of operation, the employment rate for probationers in these specialized caseloads increased from 14% to 60%. The number of self-supporting probationers nearly tripled. Welfare payments were reduced by 50%. The recidivism rate was 10%, compared with 30% for a regular probation officer's caseload. Finally, the felony rearrest rate stayed at approximately 3% for the entire period of the program. Because of increased caseloads, however, the program was terminated in February, 1976, and the units' officers were assigned regular field duties.

#31  
Because specialized services are lacking for youthful offenders, and because services designed for this age group must be closely monitored and coordinated with existing community programs, the Legislative Program Review and Investigations Committee recommends that the General Assembly fund a specialized probation caseload for youthful offenders on a trial basis in one district office. In addition, approximately \$25,000 should be appropriated for the contract of community services to implement this pilot program. If demon-

strated effective, the program should be considered for expansion statewide.

Department of Correction

The Department of Correction is responsible for the custody of 16 and 17 year old offenders not granted youthful offender status. (Youths that are granted youthful offender status normally are not sentenced to a term of imprisonment.) Approximately 120 youths are presently in the custody of the Department. Most male youths sentenced to a period of incarceration are placed at Cheshire Correctional Institution. Cheshire is a maximum security prison for offenders between 16 and 21 years of age who are "amenable to reformatory methods." Violent male offenders may be committed to Somers, an adult maximum security prison. Female offenders, regardless of age, are incarcerated at the Correctional Institution at Niantic. Actual length of confinement at Cheshire and Niantic is nine to ten months, which is below the average adult confinement of twelve to fourteen months. Cheshire has an inmate capacity of 444, while Niantic's population capacity is limited to 184. Table VI-4 compares the inmate populations at Cheshire and Niantic.

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Table VI-4. Department of Correction average daily inmate population, 1972-77.

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<u>Institution</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>to May 1977</u>
Cheshire	432	357	335	374	405	383
Niantic	163	144	128	140	139	129

Source: Connecticut Justice Commission, A Plan to Improve the Criminal Justice System, 1978.

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The current per capita cost of incarceration in all eleven of Connecticut's correctional facilities averages nearly \$7,700. The annual per capita cost at Niantic, however, is over \$12,000, largely because its staff to inmate ratio is about twice as high. Table VI-5 describes the staff to inmate ratios and per capita costs at Niantic and Cheshire.

Table VI-5. Department of Correction staff to inmate ratio and per capita costs, FY 1973-77.

<u>Staff to Inmate Ratio</u>	<u>FY 1973</u>	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>FY 1977 (Est.)</u>
Niantic	1:0.93	1:0.96	1:0.89	1:0.90	1:0.86
Cheshire	1:1.90	1:1.70	1:1.43	1:1.90	1:2.00
<u>Annual Per Capita Costs</u>					
Niantic	\$11,107	13,908	15,770	13,549	12,337
Cheshire	\$ 6,367	7,337	8,590	7,486	7,228

Source: Connecticut Justice Commission, A Plan to Improve the Criminal Justice System, 1978.

Programs. According to the Connecticut Justice Commission, more than 98 percent of all inmates will eventually be released to the community. Thus, to protect the community, "every effort is made to alter the post-release behavior of the inmates."<sup>1</sup>

Rehabilitation efforts at Cheshire include educational, vocational and prison industry training programs. Upon commitment to Cheshire a youth receives a complete educational, vocational and psychological evaluation. From this evaluation, a classification committee determines a program best suited for the inmate.

The Department of Correction has had its own school district since 1969. Cheshire presently has 16 teachers for an inmate population of 321. Vocational programs at Cheshire include auto mechanics, carpentry, and auto body repair. Inmates generally have a poor work record and are unskilled. Industrial training programs also exist in woodworking, printing,

<sup>1</sup> Connecticut Justice Commission, 1977 Comprehensive Plan, p. B-54.

and license plate production. The Connecticut Justice Commission recently reported that many inmates at Cheshire are "kept occupied doing very menial and non-skilled tasks and, in some instances, work is not available, even to those who desire it." The Deputy Commissioner of Institutional Services agrees that the license plate program, for example, is "not ideal training."

A large percentage of Cheshire inmates have drug-related problems. Cheshire has an on-going drug and alcohol addiction service program, and counseling services are used heavily. In addition, approximately two months before release, Cheshire inmates receive counseling from a staff of seven "follow through" counselors. The purpose of this program is to provide placement and facilitate reintegration into the community for the released inmate.

Niantic has educational and drug counseling programs similar to those provided at Cheshire. The vocational programs at Niantic, however, are limited to business education, home economics and keypunch operation. In addition, a special therapy program is operated at Niantic based on the "just community theory" developed by Dr. Lawrence Kohlberg of the Harvard Graduate School of Education. Kohlberg's theory is "that role-taking and social participation in institutional structures perceived as fair or just stimulates moral development." [Emphasis added.]

While Connecticut appears to have a variety of services available to young inmates during their period of incarceration, there is limited use of "outside" residential facilities. The Department presently contracts with 15-20 halfway houses to reintegrate the inmate into the community 3-4 months before release. However, because of shorter sentences and a high incidence of "runs" among this age group, no youths are currently participating in a halfway house program. Only two of the homes on contract with the Department specialize in the treatment of offenders under age 20.

#### Legally Enforceable Parental Obligations

A continuing area of concern in youth crime is parental liability for acts committed by a minor child. Generally, a parent cannot be held liable for the criminal conduct of a minor child. Similarly, in civil law, parents are not generally liable for the torts (civil wrongs) committed by a minor child (under age 18). In Connecticut a parent may be held civilly liable if a minor child wilfully or maliciously causes damage to property or injury to any person, or does damage with

a motor vehicle taken without permission. The limit of parental liability is \$1,500, provided it is shown that:

- the minor would be liable had he/she been an adult;
- the act was done wilfully and maliciously; and
- the minor is unemancipated from his/her parents (see C.G.S. 52-572).

These conditions make it difficult for a parent to be held liable for damages in the torts committed by a minor child. However, many parents remain apprehensive because they are afraid they will be held liable for their child's actions, even if they have no control over a runaway or incorrigible minor. If the minor is under age sixteen and has "without just cause run away from his parental home" or "is beyond control of his parents" he or she may be found delinquent by the Juvenile Court (C.G.S. 17-53; see p. 18). However, neither the Juvenile Court nor the adult courts (Common Pleas or Superior Court) have jurisdiction over a runaway or uncontrollable youth aged 16 or 17.<sup>1</sup> Therefore, parents remain liable for torts committed by a youth, unless they can demonstrate that the youth is emancipated. In addition, if the runaway or uncontrollable youth is not emancipated, the parents remain liable for the youth's "necessary support" (C.G.S. 17-320).

Emancipation is a judicial doctrine in which a child is declared released from the control and authority of his parents before attaining the age of majority. Emancipation usually occurs when a child under 18 enlists in the armed services, marries, or maintains independence, as demonstrated by employment and residence. Once emancipated, all parental obligations cease.

Few states (Michigan and South Dakota) have statutorily defined those actions which require complete termination of the

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<sup>1</sup> Running away from home is a "status offense" that can only be committed by a juvenile (under the age of 16). The adult courts have no jurisdiction over status offenses, and the Juvenile Court has no jurisdiction over 16 year olds.

child-parent relationship. Rather, the great majority of states, including Connecticut, continues to rely upon the judicial doctrine of emancipation which requires a case by case factual determination.

In 1959, the General Assembly increased the amount of parental liability from \$250 to \$750 (P.A. 59-244). C.G.S. Section 52-272 was again amended in 1969 to increase the amount of liability to \$1,500. In 1976, the Juvenile Justice Commission recommended increasing the amount of parental liability to \$3,000. The Commission also recommended that parents be held liable, up to \$5,000, for second and subsequent willful torts of a minor child. Both recommendations were introduced as part of Senate Bill 360 during the 1977 legislative session. The bill, which failed in the Judiciary Committee, also limited parental liability to acts committed by a child under age 16, and therefore would have removed parental liability for the tortious acts committed by a 16 or 17 year old. Because parents should be encouraged to control and restrain their children, the Legislative Program Review and Investigations Committee recommends the passage of SB 305, "An Act Concerning Civil Liability of Parents for Acts of Minor Children." This bill, before the 1978 General Assembly, incorporates the provisions of SB 360 which was not acted upon by the 1977 General Assembly.



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APPENDICES

Agency Response  
Glossary  
Court Reorganization  
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DCYS Draft Standards for Youth Service Systems  
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The Juvenile Court Budget  
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Organizational Structure of DCYS After July 1, 1977  
"Recidivism" in DCYS Treatment Programs for  
Delinquents  
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Private Delinquency Treatment Programs Utilized  
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An Act to Clarify the Powers of the Juvenile Court  
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Youthful Offender Laws in Other States

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Appendix I-1

Agency Response

It is the policy of the Legislative Program Review and Investigations Committee to submit a late draft of its reports (or sections thereof) to appropriate agencies for critical comment prior to final adoption of the report.

Written comments on an earlier draft of this report are presented here in this appendix. Page references correspond to the numbering in the earlier draft. As noted, by asterisks, some recommended changes were incorporated in the final report.

Agency responses from the following officials are presented in this appendix:

The Honorable Francis H. Maloney, Commissioner  
Department of Children and Youth Services

The Honorable Margaret C. Driscoll, Chief Justice  
Juvenile Court of the State of Connecticut

Mr. Terry S. Capshaw, Director  
Department of Adult Probation

Dr. Kenneth R. Roulx, Superintendent  
Long Lane School

The Honorable John R. Manson, Commissioner  
Department of Correction

Mr. John McKevitt, President  
Connecticut Youth Services Association

Mr. William H. Carbone, Executive Director  
Connecticut Justice Commission

The Honorable Gareth D. Thorne, Commissioner  
Department of Mental Retardation



STATE OF CONNECTICUT  
DEPARTMENT OF CHILDREN AND YOUTH SERVICES  
345 MAIN STREET HARTFORD, CONNECTICUT 06115

ELLA T. GRASSO  
GOVERNOR

FRANCIS H. MALONEY  
COMMISSIONER

January 12, 1978

The Honorable Lawrence J. DeNardis  
and  
The Honorable Joan R. Kemler  
Co-Chairmen, Legislative Program Review  
and Investigations Committee  
Room 404 - State Capitol  
Hartford, Connecticut 06115

Dear Chairmen:

Thank you for the opportunity to respond to the preliminary draft of the Committee report on Juvenile Justice in Connecticut.

My response is directed toward 1) areas of overall perspective; 2) areas of agreement with staff findings; 3) areas of agreement, with conditions, with staff findings; and 4) areas of disagreement with staff findings.

I will respond only to those areas where DCYS is the principal agency or where DCYS is considered jointly with other agencies.

1) To place the report in perspective, I begin with comments on Page 1 concerning Purpose and Why oversight.

It was important for me as head of a State Agency in the Executive sector of government to read these words. So often, we in the Executive branch and, I believe also, the Judicial branch of government, tend to forget that it all begins in the Legislative branch. We may well have the feeling that we, the Executive or Judicial sectors, were there first, and that we are the principal entities. The report states it as it really is.

Having stated this agreement, I hasten to add that the state agencies that take over the operation of programs thus enacted by the legislature do tend to build an expertise and develop a depth of knowledge of the programs beyond that of the other branches. This is natural and expected. The overview of the Juvenile Justice System may seem to dispute this stated theory, since all of society is affected by juvenile crime and each of us has our own biased belief. The fact is that the system is not an exact science and, therefore, subject to unlimited speculation.



The Honorable Lawrence J. DeNardis  
and  
The Honorable Joan R. Kemler

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Nevertheless, those who have studied and worked in the system for many years do have the advantage of experience with numbers of cases, programs, theories, etc. While we may not have determined which programs will lead to total cure of juvenile delinquency, we certainly have learned what courses of action in programs and public attitude will assure continued juvenile delinquency.

Granted, this is more of a negative knowledge than a positive one, however, it is a most important kind of knowledge. Although I agree with the report that virtually no analysis exists anywhere in the "system" (and this is true throughout the world) to indicate what works, the "negative" knowledge is important that we at least not continue to assure failure. In addition, where no formal system of analysis exists, I believe that it is important that members of your Committee and the public in general be aware that systems employed by DCYS in the treatment of juvenile delinquents are not determined in a haphazard fashion, nor are they without considerable forethought and knowledge of what appears to be most effective in other areas of the United States.

In the seven and one half (7 1/2) years that I have been Commissioner of DCYS, and the previous twenty (20) years in Massachusetts Department of Youth Services, I have been very active in juvenile delinquency programming on a national level, serving in the following capacities:

President, National Association of State Juvenile Delinquency  
Program Administrators

Chairman, New England Correctional Coordinating Council

Advisory Committee to the Council of State Governments on Corrections

Executive Board, American Correctional Association

Such involvement on my part naturally keeps me well informed of the best and the worst programs in each of the states.

2) Areas in which I agree with staff findings are as follows:

Page 79 - Secure and humane custody - is present DCYS policy.

Page 80 - Department of Correction technical assistance - if both departments agree such aid can be meaningful.

Page 90 - Private programs to involve families.

Page 90 - Private treatment programs to handle difficult cases - present DCYS policy and practice.

Page 95 - Private aftercare services - DCYS explored this plan with previous years' federal funding and is presently planning such a system.

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Page 97 - Office of Evaluation, Research and Planning - develop plan - present DCYS policy and will be completed as Division adds sufficient staff.

Page 98 - Task force for evaluations - under DCYS leadership, a process was developed by a group of private professionals two years ago and will be employed by DCYS Regional Advisory Council members for such program evaluation.

Page 100 - Update licensing standards - present DCYS policy for licensing bureau and for Division of Treatment Services; will progress as additional staff is available.

\* Page 105 - Court authority be limited.

\*\* Page 108 - Minimize unnecessary program changes, etc. - present DCYS policy and is beginning to take shape.

Page 109 - Court and DCYS make better use of information.

Page 114 - Master plan on use of private resources - see enclosed copy of Joint Position Paper which begins a solid partnership.

3) Areas in which I agree, with conditions, with staff findings:

Page 87 - Long Lane's role be limited, etc. - this is a goal I stated in 1973 when I closed the Connecticut School for Boys. I believe this goal should be carried out, but only when Connecticut, through DCYS, has established and strengthened sufficient private programs to offer effective alternatives to Long Lane. This requires a full and honest commitment by elected officials of the State of Connecticut and by private agencies to move ahead with determination. Proper funding of programs is required; healthy competition in the private sector must assure effective programs; technical assistance to services deliverers together with critical program monitoring and evaluation by DCYS will be necessary; retraining and reassignment of present Long Lane staff must be considered for future employment or expansion of other DCYS programs; and most importantly, the people of Connecticut must be willing to support this concept.

\*\*\* Page 104 and 105 - Option #1 and #2. I agree, but if the Superior Court rules that present statutes vest the authority in the courts, then I believe that new legislation should be enacted which vests the authority in DCYS as per option #2.

4) Areas of disagreement with staff findings:

Page 86 - Quality and effectiveness of Long Lane - If the Committee is rating Long Lane on the basis of other training schools throughout the United States, then I disagree with the finding. Long Lane is every bit as effective as any of the so-called successful state juvenile training schools, and, in fact, more successful than most. Granted, the high incidence of runaways is distressing and hopefully can be drastically reduced.

The Honorable Lawrence J. DeNardis  
and  
The Honorable Joan R. Kemler

Page Four

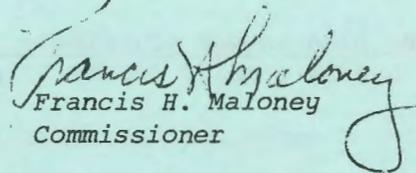
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Nevertheless, the state training school program for boys in Connecticut from at least 1965 to the present time (now Long Lane) under four entirely different administrations with totally different program concepts has always been plagued by high numbers of runaways, as have many other states' programs. It appears that the problem of running away may well be vested in collective attitudes of youngsters which may vary from state to state and may not fully express strengths and weaknesses of different states' programs. This may seem like a strange theory, but I wonder when I see similar programs in different states produce differing results.

On the other hand, if the Committee is stating that state-operated juvenile training schools throughout the United States present an inadequate approach to effective rehabilitation of juvenile delinquents, I agree wholeheartedly.

I have enjoyed working with the staff of your Committee, and I look forward to further discussions on Connecticut's system of juvenile justice.

Sincerely,

  
Francis H. Maloney  
Commissioner

FHM:l  
Enclosure

LPR&IC NOTE:

- \* In the final report, no recommendation is made.
- \*\* This recommendations was eliminated.
- \*\*\* No recommendation is made in the final report.

MARGARET C. DRISCOLL  
Chief Judge

ROBERT D. GLASS  
Judge

FRANCES L. EAGAN  
Director of Probation

LILLIAN D. MUCHERINO  
Clerk



JUVENILE COURT  
FOR THE  
STATE OF CONNECTICUT

FIRST DISTRICT

784 FAIRFIELD AVE.  
BRIDGEPORT  
CONNECTICUT 06604

TEL. 336-2191

January 12, 1978

Honorable Lawrence J. DeNardis  
Senate Chairman

and

Honorable Joan R. Kemler  
House Chairman  
Legislative Program Rev  
and Investigations Committee  
State Capitol - Room 404  
Hartford, Connecticut 06115

Dear Senator DeNardis and Representative Kemler:

The Juvenile Court Judges met on Friday, January 6th, and discussed the recommendations of your report. They were in total agreement that the detention staff should be upgraded. However, we must point out that all our requests for upgrading must go through the Supreme Court not through the Personnel Department of the Executive Branch, and, furthermore, now under collective bargaining, this probably could not be done unilaterally.

They are also, of course, in agreement that Youth Service Bureaus should be continued and that the Vocational Probation program should be expanded. On the question of uniformity of procedures, the judges in November voted for a set of guidelines to determine which cases must be heard judicially and they are all presently in effect. This still leaves the question of discretion for the individual case which may have other elements besides those included in the guidelines and, therefore, required in the judgement of the intake officer a judicial hearing.

We had, as your report pointed out, adopted rules and updated them once or twice since 1967, and they have served as the basis for the procedures in the court. There has been one major difference of interpretation among the judges with one district using the arraignment proceeding instead of the notice to appear as a way of handling those matters which were to require a court hearing under the guidelines established by that district. We have not been able to change that district's procedure, and I suggest to you that there is no authority in the Chief Judge to enforce any uniformity of rule on any of the judges.

The Committee should also be aware that the court on its own initiative has recently undertaken a project funded by the Connecticut Justice Commission to standardize our intake procedure. The project is known as a Specialized Probation Unit<sup>1</sup> Project, and it is an expansion of one funded in the First District for a period of two (2) years which the Commission and the court felt had operated successfully. The project provides for twenty-four (24) hour detention admissions through the Intake Unit and for speeding up procedures for handling intake so as to cut down the time between referral and first appearance before a probation officer and thereafter in court.

We have been concerned as the Committee indicated that our probation staff because of its high caseload has not been able to do more case supervision on a one to one basis. While we would like additional clerical and probation aide staff, we do not feel this would help significantly in reducing caseload and we do feel that what is needed is more probation officers -- a request we have made repeatedly in the last few years to the Legislature.

I think I was somewhat dismayed that the report did not mention the initiative taken by the court over the years in seeking funds outside of its budget from the Connecticut Justice Commission for a volunteer program, a court clinic program in one district, an intensive probation program in another, the intake project mentioned above in the third, a vocational probation program which you have recognized, a job prep program which extends the theories behind the vocational probation program to slightly older youngsters and as well as the establishment of the position of state director of probation in order to coordinate probation services of all three districts and that of a training and research director. The latter was within a year co-opted by the Judicial Department, but we did manage to put in operation a batch computer system which began collecting data on the court's operation for the first full year in 1975. It is, each year, expanding the areas of information to be collected but has not yet reached the point of being able to provide data on the effectiveness of particular programs. I point out that our previous attempts to get a state director of probation and a training director were turned down by the Supreme Court, and it was only through federal funding that we were able to obtain these positions with a view to providing uniform services throughout the districts.

I think the court should be given credit for its attempts to provide programs and services which were not being covered by the appropriations provided by the Legislature and through the Judicial Department. While it may seem inappropriate for the court to claim credit for itself for what it has attempted to do in improving its operations, it does seem to me to be unfair not to point out what the court has done positively in attempting to improve its procedures, policies and its operations. Furthermore, it should have been pointed out that the court has all the safeguards that are required by Connecticut law and the constitution protecting the rights of all the parties appearing before it. Counsel is provided as a matter of course in all the districts for youngsters appearing in court and for parents who wish to have counsel. This power was given the court and the exercise of its discretion, and it has been implemented to the point that some complaints have been made that we spend too much on providing counsel. However, this is a way of safeguarding not only the rights of the child and the legal operations for court but also of preventing abuse of discretion on the part of the judge. *CPM*

1. Recent report of the coordinator is enclosed.

It seemed to us too that before making drastic changes in the jurisdiction, it might be well to find out just what the consequences of such changes might be and develop legislation on the basis of that kind of information rather than assumptions.

On the question of uniform determination of adjudication, there was no general agreement. In fact, there was disagreement. I take the position that whether a youngster is adjudicated or not is a matter of judicial discretion and is not a matter of procedure or policy. One of the other judges takes the position that any child who admits a delinquent act must be adjudicated. If there is any legal ground for questioning the determination of the judge that a youngster who has admitted a delinquent act or has been found responsible for a delinquent act after a trial must be adjudicated, I would suggest that is a matter for appeal in an individual case for that determination.

A continuance without adjudication, however, does not mean, as the report indicates, that the child has no record in the Juvenile Court. He does have a record of a charge and a finding of delinquency, but he is not an "adjudicated" delinquent. Moreover, when the matter is dismissed, it is dismissed with a warning so that the requirements of a wait of two years before the records may be erased apply. It may be that the whole question was asked under a misapprehension of what the consequences of the continuance was. I should point out that counsel has never questioned neither the propriety nor the desirability of this method of dealing with youngsters who have admitted a charge of delinquency or have been found responsible for one after a trial.

On the question of authority of the court to determine what should happen to a youngster once he is committed to the Department of Children and Youth Services, it seems to me that unless the court retains that authority, it should not be saddled with the responsibility or the onus of being considered a failure when whatever happens to that youngster does not succeed. The right to treatment doctrine which has been given considerable judicial support throughout the country requires that judges determine what kind of program a youngster goes into and that the judges know what they are talking about when they make an assignment of that kind. I point out again as I did at the hearing that at the time of the commitment only the court knows enough about the youngster to make that kind of determination and that kind of determination is not made solely on the basis of the offense bringing the child into court but on the basis of a total record of his past appearances in court, of his family situation, and of his background, psychological and psychiatric evaluations, of the school performance or the lack of it. It is not an off the top of my head decision and should not be disregarded.

Moreover, I do not believe there have been that many instances of disagreement with the department. Even in the one or two situations where the department was concerned about my sending a youngster to the secure treatment unit, there was no disagreement as to the diagnosis or the need for security. The disagreement in one case was that there was no provision for a girl in the secure treatment unit and in the other, the initial question of my authority was raised but the diagnosis made by the psychiatrist in the secure treatment unit was exactly the same as that relied on by the court in ordering the placement.

Moreover, as far as the court making placements because the department representatives are too intimidated to voice their objections, I would question that. We have always observed the rules laid down by DCYS of consultation with Mr. Lovallo and the Department before we make a placement and obtaining their approval before we do. There is a problem of time and our experience has indicated that our staff is much faster in making the placement than either the present DCYS staff or the former Department of Welfare staff in most cases, not in all. I suggest that the situation might get better as the experience of the DCYS staff also improves and their caseload is lowered.

On the Committee's recommendation that all second A and B felonies of children 14 or over should be mandated to the Superior Court, the judges were in total agreement that this should not be so. The present provisions permitting transfers are among the most stringent in the country in the sense that they apply to youngsters 14 or over. Even the standards of the ABA-IJA Commission apply only to youngsters 16 or over.

Furthermore, the secure treatment unit which was designed to provide a resource for the youngster who might otherwise be considered appropriate for transfer has only been in existence a year and that is not, in the opinion of the Commissioner, as we all heard him say at the last meeting, long enough to determine just how effective that could be. The alternative for those youngsters who may need longer secure placement is to lengthen the commitment period, perhaps with an option to continue that commitment for a longer period of time as the present law requires only substituting four or more years for two years.

It does seem odd that the Committee while acknowledging that there are very few youngsters in this category should opt for the more drastic alternative without first giving time to see how effective the secure treatment unit would be. ~~I pointed out also that~~ under the federal Juvenile Justice and Delinquency Act, the mingling of adults and children is forbidden in correctional facilities. This would be a problem for the correctional department to try to seek federal funds or obtain federal funds since this would be against the direct prohibition of the statute.\*

Moreover, the assumption underlying the proposal of mandating transfers of second A and B felonies that this would result in more severe punishment than in the Juvenile Court is at least questionable. The one felony transfer that did occur resulted in a change of charge to breach of the peace and probation. In Massachusetts the experience, according to a research student at the Yale Law School last year, was that most of the youngsters who were transferred to the adult court were not incarcerated but wound up either being dismissed or put on probation. Moreover, if you add to that the fact that once the youngster is transferred to the adult court, he becomes entitled to bail which he is not entitled to in the Juvenile Court and with the time frame in the adult court much longer than that used to process cases in the Juvenile Court, by the time the youngster is finally brought to trial he may well be well over the age of 16. In fact, that is just what is happening now in a homicide case, recently transferred by Judge Brenneman. The matter has been pending for a year and a half with appeals of

one kind or another having been processed by defense counsel and the youngster is now 16 and has been transferred.

We totally agree that more data is necessary to determine what programs work. What the Committee, however, failed to acknowledge was that the court has been in the forefront of obtaining information about its total actions and took the leadership in obtaining the grant from the Criminal Justice Commission for the purpose of installing a computerized system primarily to obtain information in what it was doing right or wrong. Once we got into the computerized operation, however, we found out that the information we sought might be impossible to obtain because of the large number of variables. We, therefore, did try to obtain as much of the information which was available for computerization as we could, and I would suggest that we probably have more information on our court operation than any of the other courts in the state or any but one or two in the country who happen to on an on line computer system (Utah and some counties in California).

The problem of trying to determine what works and what does not work is not a new one and the study by Robert Martinson in 1969 which is supposed to be a definitive one on that subject actually considered two hundred programs but threw out all but six (6) as ineligible because they could not meet their requirements as to data reliability. What they finally determined was that there was no definitive data to prove that treatment worked.

It may be that we are not able to follow youngsters into the adult court -- not so much because of confidentiality but because of the erasure provisions. Confidentiality does permit researchers to use data so long as the youngster and the family are not identified. It would seem that this question of identification could be handled by some kind of coded number but probably the only way to do this would be to trace those presently in the adult court back to the Juvenile Court to see if they do have a Juvenile Court record. Again, the problem would be that they might have had a record which was erased. Given that kind of problem, the validity of data based on those whose records were not erased would be somewhat questionable.

There is no problem with permitting access to our computer tape for purposes of research once we have knowledge of the purpose and the use to which the data will be put. Most of that anyhow is contained in our Annual Report.

Our concern with some researchers has been their desire to use the files for information which was in the computer and for purposes about which we had some question. We, in fact, suggested to your Committee that you use the files in order to get a clear picture of what happened on disposition. Our concern with the Committee's proposal for research was that it did not contain enough elements to prevent a distorted result. It was not that we had any question about your having access to our files for the purposes of research

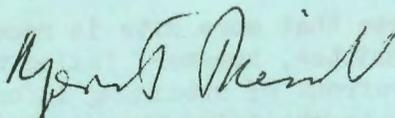
Consequently, I see no reason for a law to allow researchers to do appropriate research. That is permissible at the present time.

Hon. Lawrence J. DeNardis and  
Hon. Joan R. Kemler  
January 12, 1978

- Cont'd.

- 6 -

Sincerely,

  
Margaret C. Driscoll  
Judge

MCD/gec  
Enclosure

P.S. This is the best I could do in  
the limited time available.  
MCD

The Specialist's Initial Report  
will be sent under separate  
cover.

LPR&IC NOTE:

\* This problem is addressed in the final report (see p. 28).



# STATE OF CONNECTICUT

## DEPARTMENT OF ADULT PROBATION

643 Maple Avenue  
Hartford, Connecticut  
06114

TERRY S. CAPSHAW  
DIRECTOR

GEORGE C. GRIFFIN  
DEPUTY DIRECTOR

January 5, 1978

COMMISSION CHAIRMAN  
HON. CHARLES S. HOUSE

COMMISSION MEMBERS  
Hon. Joseph F. Dannehy  
~~HON. JOHN A. SPEZIALE~~

HON. WILLIAM D. GRAHAM  
FRANK DAVINO  
PAUL B. HEMMING  
MRS. FLORENCE GRIEB  
JEROME J. ROSENBLUM

Legislative Program Review and  
Investigations Committee  
State Capitol, Room 404  
Hartford, Connecticut 06115

Dear Committee Members:

I appreciate the opportunity to review the preliminary draft of the Committee report on Connecticut's juvenile justice system. Although I have not worked in the juvenile system since 1956, I did find that many of the things which existed then appear to exist now, and so I guess they are fair game for comment.

I would highly endorse the Juvenile Review Boards which I believe began in the Town of Enfield. I have been a close friend of Dr. Walter Borden for many years, and I know that he was the original consulting psychiatrist on that board. He is still a consultant with the Juvenile Court in Hartford, and I know that he considered the Enfield Review Board a real step forward in juvenile matters. He saw it as a great screening device, and an excellent communication tool in the community. I think that in these times when some government agencies are regarded as suspect by the citizenry, a review board such as the one described can play a very meaningful role in having the community deal with some of its own problems.

An analysis of the Report on Crime in the United States for 1976 by the Federal Bureau of Investigation shows that Connecticut suffered a total of 3,831 robberies in 1976. The profile of the average individual arrested for this crime was a Black male between the ages of 15 and 19. For the same year, Connecticut had 43,135 burglaries. The profile of the average defendant arrested was a male between the ages of 13 and 17. The same applied to larcenies of which we had 86,832, and thefts of motor vehicle of which we had 17,510.

As these age levels drop year by year, those of us who work in the system of criminal justice would be negligent in our duties if we did not begin to emphasize the need for specialized services for young offenders.

As to the comments concerning the poor compensation schedule for detention workers, there is no question that this is true. There is also no question that the standards have not been particularly high for these people, and many of them were filled by people who simply wanted part-time employment and who cared little about what detention meant in terms of the overall experience of the people involved.

Those of us who work in the adult system have always envied the Juvenile Court staff their wide discretionary powers. Combining the 59% which never got to court and the 19% eliminated by the court, it would appear that 78% of the total referrals were disposed of without actually entering the probation officer's casebook. I suppose the important question there is how many of that 78% eventually came back to either the juvenile or adult court and were handled in an official manner.

Again, to those of us in the adult system, it appears that we see quite a few of these individuals who come to us technically as first offenders, but in reality are not since they have been before the Juvenile Court on several occasions before attaining the age of 16. I have heard police officers state that one of the reasons for the poor attitude of authority of the 16 to 21 age group is because of the "coddling" which these individuals receive in the juvenile system. I am in no way implying that this is correct. It is simply a statement that I have heard from the police side of the picture.

Having worked two and one-half years at the Connecticut School for Boys as a parole officer, I am familiar with the runaway situation at the training school level. At that time, the average population of the school was approximately 125 boys; and if the runaway figure approached 50 per year, the Superintendent would make very sure that the staff heard about it, and he considered it their responsibility to tighten up the ship. The parole officers were responsible for chasing the runaways, and we apprehended many of them before they got more than two or three miles off the grounds. At that time, a boy who ran more than twice and could be termed a ringleader, if the runaway had involved a number of youths, could be transferred to the Reformatory at Cheshire, if he were over 14 years of age. In my opinion, this was the most effective therapy that the institution had, and the transfer was always done in full view of the population. We would then go two or three months consecutively without even an attempted runaway from the institution.

The remarks dealing with the problem of private agency involvement are as true today as they were 20 years ago. The only thing that has changed is that we now have at least some contractual monies, most of it Federal, with which to pay for services from some private agencies. There are many, however, who do not choose to dirty their hands with criminal justice clients, and only like to take the people who don't cause any trouble and who will not act as a disturbing influence on others.

Certainly the district system utilized by the Juvenile Court does not allow for centralization, standardization of procedures, or solid planning and research. Granted, there are different problems in different parts of the state based on types of population, etc., but using the Adult Probation System as an example, I believe we have a more efficient operation with a statewide agency than ever existed when Adult Probation was a municipal and county effort prior to 1956.

The Committee several times mentions the question of training. The Connecticut Justice Academy at Haddam, which has now been in operation for almost five years, originally included the Judicial Department as a charter member, and received active participation from the Family Relations Division of the Superior Court, the Domestic Relations Division of the Circuit Court and the Juvenile Court. As Federal funds began to dissipate and the question of state funding for the academy arose, only three agencies chose to participate. The academy is now funded entirely with state funds from the Department of Adult Probation, the Department of Children and Youth Services, and the Department of Corrections. It is, however, available to other agencies on a cost per diem basis, and could certainly play a viable role in responding to the training recommendations of the Committee.

I hope not too many Adult Probation Officers see page 64 which describes the Juvenile Court caseloads as about 47 cases, including 19 intake, 20 supervision cases and eight cases in process. The average caseload for an Adult Probation Officer in Connecticut at the present time is 110 statewide, and each officer completes about six presentence and Youthful Offender investigations per month.

I note on page 84 that staff at the institution complained about the length of stay of the population. When staff feel that the inmate population should stay longer, one thing can usually be derived from that -- they are looking to insure their jobs. I do not know what the employee population was at the Connecticut School for Boys when I worked there, but I thought they had a

very good system of evaluating the boys as they progressed during their stay at the school. First of all, it was mandatory that within 30 days of a boy's arrival, the parole officer/social worker would visit his home and explain the school program, visiting regulations, etc. to the parents. On visiting days, one of us was assigned to the office to meet with parents who had problems they wished to discuss about the boy and/or the school. At the end of 30 days, the "Progress Committee" made up of the Deputy Superintendent, Director of Cottage Life, School Principal, School Psychiatrist and a Social Worker, would meet to discuss the boy's progress thus far. Goals would be set and another meeting scheduled within 60 days for further evaluation of that particular boy. These meetings were used to determine whether a boy should be allowed home for week ends, whether he should be kept under strict supervision or could be allowed on his own, and whether or not his home was suitable for him to return to. Eventually, this same group decided when he would leave the institution and return to the community.

Again, it does not appear that the aftercare workers have very high caseloads. If there are 710 students assigned to 19 workers, this averages out to 37 per worker.

Referring to page 120, I believe the remark attributed to me was made in the context of a Youthful Offender being sent to the State Correctional Institution at Somers. There have been several instances of Youthful Offenders being committed to the Department of Corrections at the Cheshire Reformatory, although probation is by far the most common sentence, as well as small fines, etc.\*

On page 125, the figures at the top of the page applying to the staffing pattern of the Adult Probation Department should read: The department has 153 field probation officers, including 20 Chief Probation Officers who perform both administrative and line officer responsibilities. We do have nine Deputy District Supervisors, but they are strictly administrative and do not carry caseloads or conduct presentence investigations.<sup>1</sup>

Referring to page 128, it has been my firm opinion for several years that this agency needs to specialize in the provision of services to Youthful Offenders placed in our custody. This is almost the only place in the criminal justice system where a probation officer can do anything that even looks like prevention, and I believe that most people who come to work in this profession feel that this is where they would like to make a contribution. It is one thing to work on individual cases and to see progress made, and that is very rewarding, but if one

can feel that he has prevented something from happening and really rechanneled someone's life, that is probably the epitome of what one wants to do in this field.

This year we are stressing courses in family counseling at the Justice Academy, and a large percentage of our staff have enrolled because they see this as a primary need as the offender population gets younger, and we deal with more young people who are living at home and are caught up in the tumult of family disruption.

Probation officers, I am sure, could act as advocates for young people trying to get back into school. Many of them have been either turned off by school or turned out by the schools because of their behavior, but we do not need to look at that as a permanent state. The school can be convinced that now that the offender is on probation and someone will be monitoring his activities, he might be a better risk at this time than he was before.

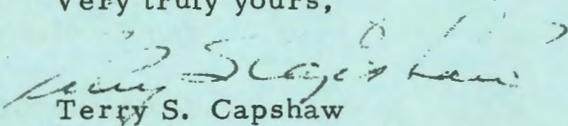
Those who find school intolerable need definite specialized services to find employment. There are simply too many young, undereducated, unemployed or underemployed people on our streets, and this is a primary factor in the crime rate. We now have a Job Development Specialist in Hartford and New Haven, and although the economy has made the task very difficult, they still continue to find some jobs for some of these young people. If we had officers who worked with small specialized caseloads of these offenders, I am sure the rate of jobs found would increase dramatically. This is a time-consuming task, and one cannot do it when he has all the other caseload responsibilities that go with the normal probation officer's job at this time.

Specialized officers could also act to coordinate efforts of public and private agencies as they work toward the common goal of assisting these young people. We need to be able to respond positively to the emergency situation that occurs on a Friday afternoon at 4 p.m. We cannot get out of it by telling people to call us back on Monday morning. Our experience working with small caseloads when our specialized Drug Units were in operation taught us a great many things, and in my opinion one of the main things was that when you are available you can accomplish a great deal. These things not only help the client population, but they build a great number of bridges between the agency and the community, and in general help the agency operate in a better community climate in all aspects of its work.

January 5, 1978

I would heartily endorse the recommendation of the Committee, but would like very much to see it increased to three units - one in each of the major metropolitan areas. I am convinced that the findings would be overwhelmingly positive and would meet a need which is certainly being unmet today.

Very truly yours,

  
Terry S. Capshaw  
Director

TSC:t

LPR&IC NOTE:

\* Corrections indicated were made in the final report.



STATE OF CONNECTICUT  
DEPARTMENT OF CHILDREN & YOUTH SERVICES  
LONG LANE SCHOOL  
MIDDLETOWN, CONNECTICUT 06457

KENNETH R. ROULX, Ed.D  
SUPERINTENDENT

Telephone 347-8501

January 12, 1978

Senator Lawrence J. DeNardis, Co-chairman  
Representative Joan R. Kemler, Co-chairman  
Legislative Program Review and Investigations Committee  
Room 404, State Capitol  
Hartford, Connecticut 06115

Dear Senator DeNardis and Representative Kemler:

Thank you for supplying me with a copy of the "draft report" and affording me the opportunity to respond. Inasmuch as the report is extensive, I feel my response should be limited to the area of the report about which I am most knowledgeable, Long Lane School.

In order for you to make sense out of my comments, I will mark each response with the page number and paragraph number for easy reference.

Page 72, paragraph #1, Long Lane School:

I believe using an average population to draw cost comparisons is misleading, for the institution must naturally staff for the most heavy commitment periods and periods of highest population-- that of October through June. The paragraph makes no reference as to why the costs of public versus private placement are so different in amount. In my estimation, factual information is needed so the reader is not left with the impression that a solution to reducing high cost is simply to move to private placement, the problem is clearly much more complex than this simplistic position.

Page 72, paragraph #3, Page 73, paragraph #1:

This paragraph presents a misleading picture and I feel a table such as the one that I have prepared and included along with a statement and explanation that a resident returned to the institution on relocation status has not been returned because of further brushes with the law, but due to circumstances surrounding his/her placement which did not work as planned. These relocated students are very different from the violated status ones and should be identified as such.

ADMISSIONS AND RETURNS TO LONG LANE SCHOOL

<u>Fiscal Year 1975</u>				<u>Fiscal Year 1976</u>	
		<u>Percentage of total Admissions</u>			
				<u>Percentage of total Admissions</u>	
Total Admissions .....	604			.....	504
a.) New admissions	282	47%		212	42%
b.) Admitted from direct placement	89	15%		93	18%
c.) Returned for Violation of Aftercare status	125	21%		89	18%
d.) Returned for Relocation of Placement	108	18%		110	22%

RECIDIVISM COMPARISON

<u>Fiscal Year 1972</u>				<u>Fiscal Year 1976</u>	
		<u>Percentage of total Admissions</u>			
				<u>Percentage of total Admissions</u>	
Total Returned for Violation of Aftercare status .....	134	43%		.....	111
Total Admissions ...	313			.....	472

The data above shows comparisons of youngsters returned to the institution for further violations of law for years 1972 and 1976 and I believe clearly points out a significant decrease in return rate for violation--one factor which should be used to judge program effectiveness.

Page 76, paragraph 2:

My testimony has been in court that we "Long Lane" did not know what the psychological effects upon the resident would be if they were to be confined there for long, extended periods of time and further,

I feel that our type of youngster "if housed" in the security unit for extended periods of time should have vocational programming offered. My concern is not and was not that we lack therapeutic programs, for it is my feeling and that of the psychiatric professionals who work in the unit that our program offers as much and in cases more than psychiatric hospitalization can offer residents.

Section 17-415 does not mandate vocational programming. Vocational programming on one end of the continuum and college preparatory laboratories on the other, are not available because of the construction of the building. In those cases neither option can be offered and whether they should be is clearly a continuing subject for professional debate.

Page 78, paragraph 1, Drug Use:

Clearly the term "substantial" requires explanation--substantial as compared to what? Are drugs more available at Long Lane as compared to any secondary school in the state, are drugs more abundant than in the general neighborhood? Our facility is regularly visited by the State Police and the canine corp, and on each occasion no marijuana was found. I believe one should ask about the institution's position on drug use and what attempts are made to control its use, are these policies found lax or wanting?

The illustrations used seem to serve no useful purpose either in substantiating or illustrating "substantial" drug use. The staff member resigned over the incident as it was a summer worker; the distribution was in the amount of two cigarettes. Our position with the parent was to restrict visiting and the students were dealt with appropriately and with dispatch. No facility is without the problem and I would hasten to add that it is in no way a problem of major significance.

Page 78, paragraph 2, Child Abuse:

Groups on this campus are assembled according to Guided Group Interaction principles and our assignment practices are designed so that group members, large or small, will learn how to cope with one of life's realities. Clicking or bullying is a problem area for which the group is designed to deal. The real world is not grouped according to size and we feel it is very important for our residents to learn appropriate ways of dealing with this problem. An extremely important development occurs in a child's life when he/she can confront a bigger, stronger, or bullying youngster in the safety of the group process.

Page 79, paragraph 1:

Those youngsters who have been identified as "dangerous" because of their acts are currently being "incarcerated" in our security facility.

Unfortunately when one uses the term "dangerous" it has many definitions to many people. For example, is the car thief dangerous? Depending on whose automobile was stolen one gets several answers. Fortunately, or unfortunately, depending on how one sees the problem, we are legally prevented from incarcerating an individual for what one thinks he/she "might do" in the future.

Page 79, paragraph 2:

On a recent visit to Niantic, as suggested in the report, I attempted to ascertain what in fact does happen at Niantic which would be helpful to Long Lane. Clearly, Niantic nor Long Lane has fences; however, it seems to me that is where the similarity ends. The two facilities are dealing with two completely different populations. Long Lane is principally an adolescent male population and cannot be compared in any way to Niantic's adult female population.

Secondly, the physical locations are extremely different. Niantic is bordered by ocean on one side and Route 95 and in a rural setting in no way compares to Long Lane's proximity with a city. Escape attempts at Niantic can be sealed off by patrol of Route 95 and the ocean front. Escape attempts from Long Lane are aided because it is virtually impossible to seal off all routes.

Hourly headcounts and accounting procedures at Niantic help them to control escapes. It is our experience that if a youngster is missing for more than five minutes we have difficulty in capturing them. Currently we are designing a system to account for a youngster's whereabouts on 5-10 minute time periods.

The Superintendent at Niantic was at a loss to suggest solutions to Long Lane's problems, except to strengthen program components. Police notification is immediate when an escape occurs and Middletown Police aid Long Lane regularly in searching for runaways. The State Police could not supply the manpower that Middletown does. In the past State Police could offer little assistance other than to keep an eye out for youngsters along state highways.

Page 80, Program Effectiveness:

This section sharply focuses on what I believe to be the major topics of concern. Many of the conclusions are based on a questionnaire which deserves some comment.

First, I would caution the committee about using a questionnaire sample size of 83 out of 265 to draw generalizations on how effective anything is, let alone the question of program effectiveness. A question as ambiguous as "how much do you feel students benefit from Long Lane" has no reference point nor does it elicit from staff why they answered or felt as they did. Without benefit of explanatory comment, it seems as if little can be taken from the answer.

A second major fault lies in the statistical tables. It is a historical and statistical fact that on a five (5) point scale, a three (3) represents average, neither outstanding nor deficient, not good not bad, depending on the #1 and #5 discriminators. The questions which have discriminators such as:

very much				very little		or	very adequate				very inadequate
1	2	3	4	5			1	2	3	4	5

in no way provide for an "unsure" response or category, and yet the summary tables make an incorrect assumption that a (3) response represents an unsure answer. This mistaken assumption further leads to the conclusion that most of Long Lane's staff feel negatively about their work, for in this context an "unsure" labeling of data represents or shows the data in a negative direction.

It seems to me that loosely defined questions with no reference point, inappropriate sampling and incorrect interpretation of questionable data has led the committee to the conclusion that Long Lane's staff feel that the program is of little benefit to its residents, a very questionable conclusion given the paucity of evidence presented.

It would be remarkable to me if any staff member, including myself, felt we were very adequate and equally remarkable if any staff were equipped with the expertise to label any program very inadequate. No program is capable of meeting all the needs of its population nor the demands of the citizens who fund it. However, disgruntled or unhappy employees, state workers are not unique in this, seek every occasion to express their displeasure.

Page 81, Group Counseling:

My previous remarks hold for this section as well with some added concerns. Mention has been made of the quality of group sessions. The group process is designed to deal with matters which are pressing at that moment. It is quite common and expected to have groups dealing with different matters at any given moment in time. This section implies that some groups were not accomplishing its ends, without benefit of spelling out the criteria on which the decision was based and furthermore without benefit of on-going observation and discussion with group leaders or reference to program process as to how closely the group adheres to accepted group dynamics.

Weekend privileges and the granting of same are a natural function for group discussion and the granting of or denial of these privileges by the group is an inherent and natural consequence of responsible or irresponsible behavior of the group members.

Further, group participants, depending on their own development, would be expected to say that the sessions were of benefit or a joke.

Page 81 and 82, Training:

I believe this section deserves more attention by committee staff. Although I agree we need additional training and in fact, pointed out for committee staff members our training needs, this section ignores past training efforts for staff, specifically the amounts which have been offered, it does not spell out what is currently happening and the extent of planning for future training efforts. The entire section paints the institution as only mildly interested and concerned. This simply is not the case.

Page 82, Academic Program:

Once again as in the previous section, the report draws conclusions on a limited sample without benefit of established reference points nor with benefit of explanation as to why staff answered as they did.

Clearly all professional staff wish to strengthen their areas and do more for the youngsters. Were I to be fighting for more staff positions or additional funds to provide for more programming I too, might say that which we have is not adequate. One must ask however, "adequate or inadequate" as compared to what?

Management and administration:

This section is a puzzle to me and I am not sure of its intent. I know of no business, public or private institution, public or private agencies which do not have critics. It would seem before one levels a charge of intimidation or harassment, that the issue or issues should be discussed with both parties, for in most cases what an employee calls harassment by administration, the administration sees the issue as one of attempting to see to it that the employee does the job for which he/she is being paid. This list includes coming to work on time, working assigned shifts without booking off, treating the youngsters with respect and dignity, accounting for supervision of students to prevent runaways, etc.

No facility of this size, with the diversity of staff, both in quality and quantity of academic preparation and experience, is capable of meeting the personal needs of all of its staff. The very nature of the type of resident makes for at best, a very difficult setting in which to be completely satisfied. Differences of opinion always exist, but the superintendent must make the final decision, decisions for the most part which please no one person completely. The assembly worker in General Motors for example does not always understand or appreciate the circumstances which go into decisions he/she must abide by, nor should they be expected to do so or be unhappy because they do not.

In no way am I ignoring the problem, however, I would caution the committee in making too much of employee described factional splits

The State of Connecticut has placed administrators of state services in an adversary role with its employees by virtue of the collective bargaining agreement. Few changes of unfair treatment or union grievances have been leveled at Long Lane and still fewer have been won by the union. Some would see this as a type of management effectiveness. I again would caution the committee to consider the complexity of administering a facility such as Long Lane before taking comments from a few unhappy staff members as representative of the state of affairs.

It would seem more appropriate to suggest that the future of Long Lane is totally dependent not partially dependent on the private sector's willingness, capability, and the local resident's consent for local programs to handle the type of youngster that Long Lane is expected to cope with. No institution that I know of in the State of Connecticut is expected to cope with the vast varieties of problems presented by its residents as is Long Lane. The cost of this program is due to a multiplicity of factors; all of which have been discussed at length, but which do not appear in this report. It would seem as if some mention would be made of other state operated programs such as Whiting-Forensic Institute and other programs designed to cope with a very disturbed population for comparison purposes. Comparing Connecticut institutions with out of state facilities, such as Boonsville, Mo., without discussing salary levels, hours of work required in the standard work week, physical location, mandated programs and policies and the multiplicity of factors which make up costs seem to me a little unwise and not extremely productive.

Further, I would suggest a new question be asked; "Does this facility recognize its short comings and inadequacies, does it have reasonable plans and show a desire to work on problem solutions, are there rational and explainable reasons for the existance of problem areas and is the administration making a conscientious and reasonable attempt at upgrading the quality of programming the facility offers. The report makes no mention of any of these questions nor does it imply any action to resolve problems by the administration. This fact, I feel is a serious short-coming of the report. Criticism is easy to come by, problem resolution is not. Unfortunately, in our world of juvenile delinquency, quick and simplistic solutions to one of society's most difficult problems are in vogue and your task is an impossible one, for it is not easy to review programs which seem to have in the eyes of the public and institution employees the mandate to correct the problem of juvenile delinquency. Certainly my staff and I would like to do a great deal more to satisfy this mandate, however, each seems to have a different road map. Another state legislature, of which I am familiar, was alarmed at youngsters running away from their facility and erected a fifteen foot fence around the complex. Its purpose was to reduce the runaway rate. This was well intentioned, however, its effect was to increase not decrease the runaway rate. The arena of juvenile delinquency demands a "make haste slowly" approach, for no one has specific answers to its resolution.

Much of what has been said in the way of criticism deserves full attention of this superintendent and full attention to these problems

is being paid as it has been during my tenure. I have no magic solution nor does any professional in the country. If you have not already done so, please direct your attention to a Rand Corp. Study entitled "Interview with Convicted Serious Juvenile Offenders" by Dale Marin, prepared under a grant from the National Institute for Juvenile Justice and Delinquency Prevention, LEAA, U.S. Department of Justice, R-1930-D05, July, 1976. Elements of nearly all of the strategies for treatment reported upon exist at Long Lane. A serious discussion of each type of program offered nationally is contained in the report and I believe the committee will see that we are attempting to incorporate most of the elements which are considered appropriate from each type of program. The issue of effectiveness is a major problem on the national scene and therefore Long Lane should not be compared to some mythically effective program, for truly effective programs simply have not emerged. Perhaps a definition of effectiveness and methods to measure effectiveness is the first order of business.

At this point I wish to assure the committee that I am now and have been, well aware of the problems cited in this report. However, citing where we are at present without benefit of knowing where we have been, only represents half of the picture. No one is happy with where we are, however, one must temper this unhappiness with the knowledge of what positive accomplishments have been made towards a yet unfulfilled goal. Scapegoating only provides for temporary relief and does not lend itself towards goal achievement. All of us share in the dream of the end of adolescent upheaval and the problem of societal delinquency, each in our own way must make a contribution towards that end. I know of no industrial society which is without the problem and I pray that in our life time we may see solutions and perhaps an end to this unhappy situation. Please be assured that my staff and I are committed to doing what we can towards this end.

In any organization there are those who do not or cannot contribute to the goals of the organization. My responsibility is to build an environment where these numbers are as few as possible. Your concerns are my concerns, as I live with them as a profession 24 hours a day, seven days a week, and as a citizen of our state, please be assured that I will do all in my power to address this institution's efforts towards mutual resolution and accomplishment.

Your responsibilities and mine have at least one thing in common, we must temper the hysterical and encourage the silent to express themselves in order to make sense out of and develop rational approaches to our mutual problems.

Sincerely,



Kenneth R. Roulx, Ed.D.  
Superintendent

KRR/ljs

cc: Commissioner Maloney  
Dep. Comm. Dille  
M. Brereton

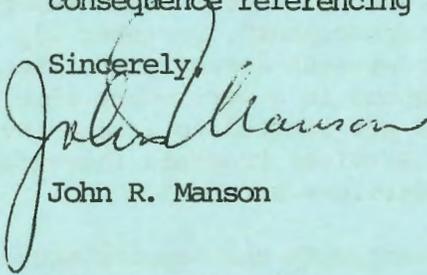
JOHN R. MANSON  
Commissioner

January 6, 1978

Dear Senator DeNardis:

I have reviewed your comprehensive report on the juvenile justice system and find no errors or misassessments of consequence referencing the Department of Correction.

Sincerely,



John R. Manson

The Honorable Lawrence J. DeNardis  
Senate Chairman  
Legislative Program Review &  
Investigations Committee  
Room 404, State Capitol  
Hartford, CT 06115

DEPARTMENT OF CORRECTION  
340 Capitol Ave., Hartford, Connecticut 06106

# CONNECTICUT YOUTH SERVICES ASSOCIATION

P. O. Box 290  
Bloomfield, Connecticut 06002

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January 19, 1978

Legislative Program Review  
and Investigations Committee  
Room 404, State Capitol  
Hartford, Connecticut 06115

Dear Senator DeNardis, Representative Kemler and  
Members of the Legislative Program Review and  
Investigations Committee:

Thank you for sending a copy of your draft report titled  
"Juvenile Justice in Connecticut", December 21, 1977 to  
the Connecticut Youth Services Association. Because we  
have been asked to respond in a very short time period,  
the following comments are limited to issues involving  
community based Youth Services Programs (hereafter to be  
referred to as Youth Services Bureaus).

We are in total agreement with the reports stated premise  
that communities must take responsibility for troublesome  
youngsters. The draft report states that:

Since most juveniles in trouble with the  
law stay in their local communities, and vir-  
tually all treated elsewhere eventually return  
home, the community is the most important arena  
for delinquency prevention, treatment, and af-  
tercare. Regardless of whether a young person  
experienced one minor "brush" with the law or  
commits repeated serious delinquent acts, the  
community takes first responsibility for the  
juvenile, and ultimately the last.\*

From our interaction at national meetings of Youth Services  
Associations, we have discovered that Connecticut is the  
leading state in providing Youth Programs that are truly  
community based. This fact is due in part to our small  
New England town structure and in part to the overwhelmingly  
positive response to our programs by the local community  
and municipal government officials. In 1970, very little  
money was spent by Connecticut communities to work with  
troubled youngsters. Today, almost two million dollars is  
being spent by municipal governments for Youth Services  
Bureaus. These funds represent a substantial commitment on  
the part of municipal governments to find local solutions  
to youth problems.

We are pleased that the Legislative Program Review and Investigations Committee has recommended that the legislature appropriate state funds to support Youth Services Bureaus. We believe that these funds will not only strengthen and expand local Youth Services Bureaus but also they can encourage the development of services in areas where services are lacking. State funding represents a commitment on the part of the state of Connecticut to foster linkages between state and local programs. For, it is true that some services to youth can only be successful when there is a cooperative effort of both the state and local agencies.

In other sections of the report, there are several statements which appear to conflict with one another. They are as follows (1) "Whether the state should appropriate funds for Youth Services Bureaus, probably depends on whether the existing bureaus can demonstrate their cost-effectiveness" (2) "Although the Legislative Program Review and Investigations Committee recognizes the difficulty of measuring the impact of diversion and prevention programs, the indicators presently documented are generally not adequate to assure that state funds would be used effectively." (Emphasis added) (3) "...it is recommended that prior to the appropriation of state funds for the support of Connecticut's Youth Service System, DCYS develop procedures for evaluating the effectiveness of programs supported by such funds." What exactly is the intent of the Committee? Is the Committee recommending a full scale evaluation of Youth Service Bureaus in Connecticut before any state funds are allotted. Or, does the Committee want DCYS to develop procedures for evaluating Youth Service Bureaus before funds are allotted. Let's examine the first recommendation. What data would be used to evaluate Youth Service Bureaus now. The report seems to imply that LEAA data could be used for this purpose. The trouble with this approach is that there are insufficient data generated by LEAA. The data obtained by LEAA about Youth Service Bureaus are information at the most basic level of evaluation, namely monitoring. The data can be classified into three components (1) Budget (2) Management (3) Workload. (1) Budget: What was the funding level and how were the funds used? Were there additional funding sources? (2) Management: What were the methods used to purchase equipment or to acquire services? Thus management includes a documentation of the procedures used in hiring, in procurement and in contracts. (3) Workload: Aggregate data are collected on services. The categories used are usually limited to the referral, diversion and delinquency rates. The Committee's report referred to publication by the American Bar Association titled "Juvenile Justice Standards Project". This publication is severely critical of the usefulness of the aggregate data that we have listed under the term (3) workload, i.e. referral, diversion and delinquency rates. Therefore, we do not see how Youth Services Bureaus in Connecticut could be evaluated by existing LEAA data.

However, it is possible for DCYS to develop procedures for evaluating the effectiveness of Youth Services Bureaus. The members of our Association think that we have a unique opportunity in this state to improve our performance through ongoing evaluations. Like needs assessments, evaluation is an essential component of program development. The state, too, has the right to determine whether it is spending its funds in a beneficial manner. Last year, our Association and DCYS developed the "Standards for Youth Service Systems". These standards insure that a Youth Services Bureau will meet the specific structural requirements before any state funding is granted. Furthermore, we

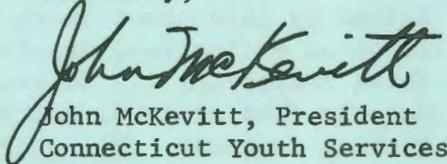
agree with the Commission that an outside evaluation is necessary. To facilitate such an undertaking we have met with the Commissioner and have agreed to work with his staff to develop procedures for evaluating Youth Services Bureaus.

Since most Youth Service Programs are parts of local governments, we already have regular assessment of our programs through our advisory boards, finance committees, town managers and town councils. Before the term was introduced at a national level, Youth Service Bureaus had zero based budgeting simply because we were the newest program in our communities. We have convinced our local communities of our effectiveness. They observe us work everyday. We would welcome an opportunity to evaluate our services on a statewide basis.

The combined staff of the 55 Youth Services Bureaus around the state represent one of the largest child care systems in the state of Connecticut. The local communities have responded to the challenge to take responsibility for troubled youngsters in their own communities. However, in many programs, services need to be strengthened and in outlying regions, services must be developed. Linkages between local and state agencies must be solidified. To improve our work and to satisfy the needs of the state, there is a need for an ongoing evaluation of our services. The Connecticut Youth Services Association is willing a committee the time and expertise of its members to meet these goals if the state is willing to commit some of its financial resources to this total program.

On behalf of the members of the Connecticut Youth Association, I would like to thank the members of the Legislative Program Review and Investigation Committee and its staff for seeking and considering our response to your draft report.

Sincerely,

  
John McKeivitt, President  
Connecticut Youth Services  
Association



# STATE OF CONNECTICUT

## CONNECTICUT JUSTICE COMMISSION

75 ELM STREET, HARTFORD, CONN. 06115

TELEPHONE (203) 566-3020

ELLA GRASSO  
GOVERNOR

January 19, 1978

WILLIAM H. CARBONE  
EXECUTIVE DIRECTOR

Ms. Linda A. Adams, Director  
Legislative Program Review and  
Investigations Committee  
Room 404, State Capitol  
Hartford, CT

Dear Ms. Adams:

Thank you for inviting our comment pursuant to the preliminary draft of the Legislative Program Review and Investigations Committee report on Connecticut's juvenile justice system. Please be advised that this review represents the observations of staff and not those of the Connecticut Justice Commission (CJC) members.

Generally, we concur with the vast majority of the recommendations; however, we feel that some progress has already been made toward the accomplishment of many (though this is not indicated in the report) and we would appreciate the opportunity to discuss this with you. Additionally, the CJC, as the State's planning agency for Juvenile Delinquency Prevention Act funds, has a great deal of information with respect to your recommendations which can be shared with you.

As a condition of receiving nearly one million dollars of JJDP Act funds, we are required to assure that juveniles and adults will not be co-mingled in the same institution. Accordingly, we have some reservations on the implications of implementing that recommendation which calls for the mandatory transfer to Adult Court of certain juvenile offenders who have committed selected crimes. We believe this recommendation mandates further research before it can be legislated.

We look forward to the opportunity to discuss with you in person our perceptions of this report.

Sincerely,

A handwritten signature in dark ink, appearing to read 'William H. Carbone', written in a cursive style.

William H. Carbone  
Executive Director

WHC/js



STATE OF CONNECTICUT  
DEPARTMENT OF MENTAL RETARDATION



79 ELM STREET

HARTFORD, CONNECTICUT 06115

OFFICE OF THE  
COMMISSIONER

TELEPHONE [203] 566-2617

January 23, 1978

Legislative Program Review  
and Investigations Committee  
State Capitol, Room 404  
Hartford, Connecticut 06115

Attention: Lawrence DeNardis  
Senate Chairman

Joan R. Kemler  
House Chairman

Dear Senator DeNardis and Representative Kemler:

Thank you for sending me a draft copy of the Legislative Program Review and Investigations Committee review of the Connecticut Juvenile Justice System. I have had members of the staff review the report and I personally have reviewed the section that pertains to the Department of Mental Retardation which is found on pages 116b and 117.

I would like to reinforce what the committee has already discovered that is that the number of cases in which jurisdictional conflict between the Department of Mental Retardation and the Department of Children and Youth Services as referred to on page 116b is a very small number. Most juvenile court cases involving mentally retarded persons are admitted to Southbury Training School or Mansfield Training School directly by the court with very infrequent interaction between DCYS and DMR.

On page 116b, two options are proposed. I would concur with Option 1 because it seems to be functional to developing an appropriate service for mentally retarded delinquents. Option 2, as indicated earlier, is currently operational by some juvenile courts. Because direct admissions from a juvenile court are limited, the number of problems presented to our operation have not been significant. However, I would like to point out that in my opinion, the admission of a mentally retarded delinquent person to any of our facilities is not in the best interests of the child, if in fact the principle reason for coming before the court was due to acts of delinquency. The resident population of our training schools and regional centers is comprised mainly at this time of severe and profoundly handicapped persons whose mental level are extremely low and in no case would represent a peer group to which a mentally retarded delinquent child could relate to with appropriate interactions, particularly when one understands that the treatment of delinquency is very much related to utilization of peer group influence and modeling.

It has been known for years that there is a high correlation between level of mental retardation and the awareness of acts of delinquency amongst the mentally retarded population. Generally speaking, it is only those of higher functioning who tend to become delinquent, and in many cases there is serious question as to whether they indeed are mentally retarded.

Our facilities are manned principally by female employees and the programs are of a developmental nature commensurate with the severe developmental lags of our present population. We have no locked doors, no means of securing of facilities for the housing of delinquent persons.

I do not think it is appropriate to discriminate between mentally retarded persons and the general population, when the basic problem leading to social intervention has to do with something other than mental retardation. In other words, the line of reasoning that the Department of Mental Retardation should respond to the totality of needs of mentally retarded persons is subject to question. If one were to follow this line of reasoning, then each of our facilities should be equipped to handle mentally retarded persons who have committed crimes and require a prison type environment and to provide treatment services for mentally retarded persons who have become mentally ill, as well as a vast array of medical services that would be needed to treat mentally retarded persons that require medical and surgical procedures, and so on. In other words, it seems entirely appropriate to me to consider mentally retarded persons in the same way that other citizens are considered and that those agencies that have been established to respond to specific problems should also be required to include mentally retarded persons as well.

To do otherwise would certainly be in conflict with recent federal court rulings in the State of Pennsylvania in which the constitutionality question concerning rights of mentally retarded persons was raised. In the Pennsylvania federal court findings, it became apparent that separation of the mentally retarded person from the mainstream of services offered to normal persons was discriminatory and unconstitutional. One of the main objectives of the Department of Mental Retardation has also been utilization of services offered by other state and community agencies by mentally retarded persons. Services offered by the Department, therefore, have moved steadily in the direction of serving in the main those mentally retarded persons who have such gross mental and physical handicaps as to require life long assistance and service. I strongly believe to establish a special service for mentally retarded delinquent persons within the Department of Mental Retardation would be an inappropriate action, inasmuch as we already have a department within the State of Connecticut which addresses itself to the problems of juvenile delinquency. We would be extremely happy to assist that department with our expertise in mental retardation in establishment of appropriate programs within their facilities as part of the total spectrum of rehabilitative services offered to delinquent children.

I would be happy to discuss this with you and members of the Legislative Program Review and Investigations Committee if further information is needed.

Sincerely,



Gareth D. Thorne  
Commissioner

Appendix I-2

GLOSSARY

ABA - American Bar Association.

adjudication - the legal process of the Juvenile Court for establishing innocence or delinquency.

aftercare - supervision and service provided to delinquents by DCYS after release from Long Lane School or during and after placement in a private facility.

BETA - Behavioral Evaluation and Treatment Analysis--a system to predict the likelihood of delinquent behavior.

child - a person under 16 years of age.

CJC - Connecticut Justice Commission.

commitment - placement of a juvenile by the Juvenile Court in the custody of the Commissioner of DCYS.

DCYS - Department of Children and Youth Services.

delinquent - a juvenile judged to have committed offenses by the Juvenile Court.

detention - temporary custody of a juvenile (in one of the Juvenile Court's four detention centers) awaiting adjudication and/or disposition.

disposition - the final official action taken after adjudication by a judge (judicial) or a probation officer (non judicial) on a juvenile offense or referral.

diversion - the process of referring a juvenile to a local service agency rather than to Juvenile Court.

DMR - Department of Mental Retardation.

DSO - Deinstitutionalization of Status Offenders--a federally funded project.

DSS - Department of Social Services.

extension of commitment - continuation of a juvenile's commitment to DCYS by the Juvenile Court for an additional period up to two years following petition by the Commissioner of DCYS.

felony - a crime which is punishable by imprisonment for more than one year, if committed by an adult (see Appendix III-4).

GGI - Guided Group Interaction--a group counseling technique.

group home - a community-based residential treatment facility for juveniles providing care in a family-like setting.

incapacitation - the temporary prevention of offensive behavior through physical restraint or isolation.

juvenile - a person under 16 years of age.

LEAA - the Law Enforcement Assistance Administration.

misdemeanor - a crime which is punishable by imprisonment for up to one year, if committed by an adult (see Appendix III-4).

non judicial supervision - informal or voluntary probation which may be imposed by a probation officer non judicially for a period of 3 months if the child and his parents agree.

PET - Parent Effectiveness Training is a commercially packaged training program for parents.

predelinquent - a child "at risk" of delinquency.

prevention - the deterrence of delinquent behavior or the elimination or reduction of the potential or opportunity for such behavior before it occurs.

probation - a sanction used by the Juvenile Court upon adjudication of delinquency which subjects the child to the continuing authority of the Court and usually requires the completion of certain conditions of probation (such as weekly reporting to the probation officer, regular school attendance, etc.) to be released from the Court's authority.

recidivism - the return of a juvenile offender to the juvenile justice system for offenses committed subsequent to treatment.

recommitment - a second commitment of a juvenile to DCYS by the Juvenile Court.

referral - the official process of sending a juvenile to Juvenile Court.

relocation - the status of a juvenile awaiting placement in a private or other treatment facility.

restitution - payment to the victim of a crime by the perpetrator for damages incurred as a result of the criminal act.

status offense - a delinquent act which if committed by a person over 16 years of age would not be a crime (see p. 17).

treatment - any monitored counseling, supervision, or custodial care by a recognized agency or person with the goal of rehabilitating or incapacitating juvenile offenders or deterring the commission of future offenses.

UCR - Uniform Crime Reports--national crime statistics maintained by the Federal Bureau of Investigation.

violation - failure by a delinquent in the custody of DCYS to comply with conditions of placement or aftercare.

youthful offender - status granted to a youth in the adult court who is not charged with a class A felony, has no other felony convictions and has not been previously adjudged a "youthful offender."

YSB - Youth Service Bureau.

YSO - Youth Service Officer.

## Appendix II-1

### Court Reorganization

#### Effect of Merger

Public Act 76-436, "An Act Transferring all Trial Jurisdiction to the Superior Court," eliminates the Juvenile Court as a separate court effective July 1, 1978. As of that date, all judges and employees of the Juvenile Court will become part of the Superior Court. The court merger act places "juvenile matters" within the broader category of Family Relations Matters (Section 89) but keeps the present provision that juvenile matters may not be heard in the same place as criminal matters.

The present Juvenile Court Districts will be eliminated and juvenile matters will be heard in the 12 districts of the Superior Court. Although no final plan has evolved as yet, it appears there will be a Family Division of Superior Court with a Juvenile Section with judges hearing both juvenile and family relations matters but with the juvenile probation staff remaining in tact and functioning essentially as they do now.

#### Family Court

In effect, a Family Court is being created within the new Superior Court. With the proper development of the administrative components of the Family Division, Connecticut could achieve what Chief Judge William C. Gordon of the Delaware Family Court has called an ideal family court. Writing in the November 1974 issue of Juvenile Justice, Judge Gordon, based on his experience with the three year old Delaware Family Court, calls for family court jurisdiction over: "(1) unlawful or uncontrolled acts by juveniles, (2) unlawful acts against juveniles, (3) relationship with juveniles, and (4) family problems (including misdemeanors by one family member against another)," which the Family Division will have. In addition, he states family courts should have equal status with trial courts both in terms of judicial salaries, staffs and access to resources. Other areas mentioned by Judge Gordon which have a potential for development in the Connecticut Family Division are: (1) the elimination of duplication and inefficiency by combining staff, records and other information of the present Family Relations and Juvenile Courts to work as a single unit in providing court services to families, (2) specialized training for judges hearing family matters (Connecticut already provides some training for juvenile court judges); and (3) the development of clear and comprehensive state-wide court rules for handling family matters.

Appendix II-1 (continued)

Although many of the Juvenile Court judges are not in favor of such an all encompassing approach to the Family Division of Superior Court and would prefer to have a separate juvenile section, the idea of a true "family court" has certain logical appeal. Judges and staff working on child neglect or delinquency matters would have the full benefit of information developed about other family problems which might influence dispositional decisions. Also, once a case is established in the Family Division less effort would be needed to develop social history information for subsequent cases thereby eliminating some duplicative work being done now by the Family Relations Division of Superior Court and the Juvenile Court.

A significant argument against such a family court, supported by the judges and staff of the Juvenile Court, is that the present relatively small size and close, frequent contact between staff and judges contributes to the effectiveness of the Juvenile Court and would be diluted by absorption into the Family Division.

## Appendix III-1

### Youth Officer Program-State Police Department

In 1973, training began for youth officers in the Connecticut State Police Department. The goals of the youth officer program are:

- to divert certain youths from the juvenile justice system;
- to encourage the establishment of necessary social services for juveniles; and
- to standardize State Police contact with juveniles in Connecticut.

To implement these goals, one full-time youth officer has been assigned to nine of the eleven field units. (The Hartford and Westport Barracks are excluded because they are primarily highway patrol barracks). These youth officers are not given patrol or general field work assignments, but are stationed at barracks to assist field officers in all juvenile matters.

All incidents of State Police contact with juveniles are reported by the contacting officers. The youth officer reviews each case and maintains a record of the incident and the action taken. If a referral to Juvenile Court is deemed appropriate, the youth officer usually completes the required forms. If further investigation is required to support the referral, the youth officer may either assist the trooper making the initial contact, or complete the investigation personally, depending on the nature of the case.

Prevention. During the school year, most of the State Police Youth Officers' time is devoted to prevention efforts--presentations and "rap" sessions within the schools. Presentation topics are tailored to meet the needs of students from primary grades (such as "Beware of Strangers") through high school (such as discussions of student rights and police responsibility to enforce the law). This important aspect of the State Police Youth Officer's job provides an opportunity to work in delinquency prevention as well as to develop some rapport with students in a neutral setting.

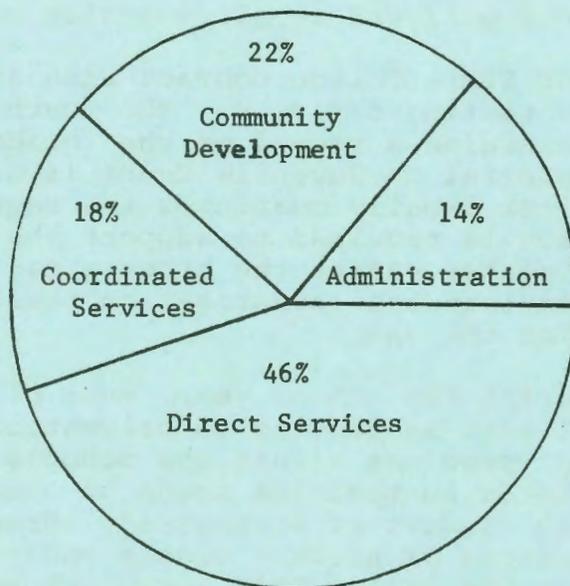
APPENDIX III-2

FEDERAL FUNDING OF YOUTH SERVICE BUREAUS

Connecticut's Youth Service Bureaus currently operate on about \$2 million per year, half of which came from municipalities in 1976. Figure 1 shows that nearly half of the funds were allocated to direct services in 1976.

Since 1970, federal (LEAA) funds have been available through the Connecticut Justice Commission to help communities establish, coordinate, and evaluate services to troubled youth.

Figure 1. Allocation of Youth Service Bureau funds, 1976.



Source: DCYS and Youth Service Association Survey

The general purposes of the LEAA "demonstration" funds were:

- to develop within local communities comprehensive integrated networks of services for the diversion of juvenile offenders; and
- to provide a mechanism for continuous training, data collection, and monitoring in order to improve the effectiveness of the youth service system.

In order to qualify for an LEAA grant, the community or region was required to:

- submit an application demonstrating its need and purpose for the funds (to be approved by the Connecticut Justice Commission);
- establish an advisory council composed of principal officials, representatives of youth serving agencies, and young people themselves;
- plan and develop delinquency prevention programs;
- develop formal, written agreements with police, schools, and the Juvenile Court regarding diversion practices; and
- be the lead agency in the municipality dealing with troubled youth.

LEAA grants are awarded for three or four years. During the first year, the agency is expected to define the community's needs and assess available resources--no funds are provided for direct services. During the second, third (and possibly fourth) years, grant funds are allocated in decreasing amounts. Youth Service Bureaus as a group still received over one-third of their funding from LEAA in 1976, as Table 2 shows, even though grants have already expired for more than half of them.

New federal money for communities trying to develop a bureau is no longer available and all direct LEAA support for youth service bureaus will end by 1979.

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Table 1. LEAA support of Connecticut's Youth Service System, 1970-79.

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<u>Year</u>	<u>Amount</u>	<u>Year</u>	<u>Amount</u>
1970	\$ 24,810	1975	\$706,692
1971	30,733	1976	779,000
1972	111,567	1977	460,220
1973	300,266	1978	215,000
1974	463,570	1979	0

Source: Connecticut Justice Commission.

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During this "weaning process," bureaus must acquire "new funds" to maintain existing services. While loss of funds forces careful scrutiny of programs and elimination of marginal services, curtailment of effective programs has also occurred, according to youth service officials.

## Appendix III-3

### DCYS Draft Standards for Youth Service Systems

The standards developed herein represent minimum requirements necessary for a youth service system to qualify for state funding in Connecticut under the provisions of Public Act 76-127. The standards will provide the basis for enabling the Department of Children and Youth to share in the cost of establishing and operating youth service systems within the state under the provisions of the Act.

The definition of a "Youth Service System" for the purpose of the Act is provided in these standards in structural and operational terms. Potentially it can include any community-based program designed to respond to the needs of children and youth aged 0 to 18 years. Examples of such program in Connecticut include, but are not limited to, those called by the name of Youth Service System, Youth Service Bureau, or Community Youth Coordinator or Counselor. These and other special community-based children and youth serving programs under different names would qualify for state funding as youth service systems under the Act providing their program structure and specific services satisfied the minimum requirements delineated in these standards.

The standards provide the basis for:

1. A definition of all services to be supported by state funds;
2. Development of funding and monitoring regulations to be adopted by the Department of Children and Youth Services;
3. Development of a comprehensive set of guidelines for the establishment and operation of a Youth Service System.

STANDARDS FOR YOUTH SERVICE SYSTEMS

RECEIVING STATE FUNDING

Standard I

To qualify for state funding, a Youth Service System shall have strictly defined linkages to the municipal government or governments involved in the system.

- A. The chief executive officer of each municipality, acting with duly obtained authorization as certified in writing by the municipal attorney, shall approve and authorize the establishment or operation of a Youth Service System.
- B. The chief executive officer of the municipality, when duly authorized, shall sign all applications for state funds and guarantee in writing the commitment of the funds and in-kind donations required to satisfy the amount of the municipal share as determined by the cost-sharing formula adopted by the Department of Children and Youth Services.
- C. A unit or combination of units of municipal government involved in a Youth Service System may contract with private youth service organizations to supply services outlined in these standards.

Standard II

To qualify for state funding, a Youth Service System shall have an Advisory Board.

- A. The Advisory Board shall be appointed by the chief executive officer of each municipality involved, with the approval or authorization required by the municipal charter. The Advisory Board shall be responsible to the chief executive officer of each municipality or his delegate.
- B. The Advisory Board shall be constituted minimally of seven members including: concerned citizens, consumers of services of the system and individuals under 26 years of age at the time of appointment. This board shall also include at least one advisory representative from the legislative body of a municipality, the school system, the police department and private youth serving organizations. The Advisory Board of a Youth Service System involving two or more municipalities shall have at least one representative from each municipality. The Department of Children and Youth Services may waive these requirements in regard to the composition of the Advisory Board when the above mentioned agencies do not exist, or when such requirements violate the municipal charter. If a Youth Service System has a commission, board of directors or other governing board, providing comparable citizen representation, the department may waive these requirements of an advisory board.
- C. The Advisory Board shall advise and make recommendations to the chief municipal executive officer or his delegate, about Youth Service System goals, objectives, policies, priorities, programs, budget and employment of qualified personnel. In doing so, the Advisory Board shall represent the concerns of citizens about youth needs and problems to the chief executive officer and the legislative body of the municipalities involved.

Standard III

To qualify for state funding, a Youth Service System shall develop and maintain a Core Staff Unit with responsibilities including, but not limited to, the objectives and functions listed in this Standard and Standard V. The Core Staff Unit must develop and maintain the administrative and service delivery capacities to perform these functions effectively, as determined by the Department of Children and Youth Services, in order for a Youth Service System to maintain its eligibility for continued state funding under Standard III or to qualify for additional state funding for the delivery of services under Standard IV.

- A. Action Research Program. The Core Staff Unit shall create an Active program of data collection, evaluation, planning and development which interacts with young people, the community, and public and private youth serving agencies in a continuing research effort, which shall include these responsibilities.
1. Insure that decisions regarding priorities among goals and selection of specific programs be based on a careful analysis of the community or area served, including a systematic analysis of youth needs and an inventory of existing services and resources capable of meeting these needs.
  2. Insure that service objectives and specific projects are measurable so that progress can be validated and evaluated in reports required by the Department of Children and Youth Services.
- B. Resource Development. The Core Staff Unit shall conduct a continuing Resource Development Program to improve services, fill service delivery gaps and create innovative approaches and programs to meet validated youth needs. To this end, the Core Staff Unit will perform these duties.
1. Encourage modifications of current services or advocate new approaches and new services where appropriate and needed within existing youth service agencies.
  2. Help integrate and coordinate public and private youth service agency programs to improve planning and delivery of services and make more effective use of existing resources and funds.
  3. Establish needed services on an experimental or demonstration basis.
  4. Facilitate the development and improvement of needed services through sharing research data, providing technical assistance and contracting for such services with existing youth serving agencies, providing the Youth Service System receives adequate funding for these functions.
- C. Community Involvement. The Core Staff Unit shall conduct a continuing Community Involvement program, which shall include these responsibilities.

1. Promote greater community awareness and knowledge of contemporary youth problems, issues and needs.
2. Promote greater participation by concerned citizens and young people in developing positive programs to remedy community situations fostering delinquency.
3. Help concerned citizens and young people develop their capacities to bring about needed changes involving children and youth.

D. Youth Advocacy,           The Core Staff Unit shall engage in a continuing effort of Youth Advocacy, which includes advocating in behalf of these concerns.

1. Individual children or youths who are without needed services.
2. Unmet youth needs in the community.
3. Policies, precedures, practices, attitudes and laws which contribute to the healthy growth and development of children and youth in the community.

Standard IV

To qualify for state funding for the delivery of services, a Youth Service System must have a Core Staff Unit performing its functions effectively, as determined by the Department of Children and Youth Services. Such a Youth Service System shall be eligible to receive state funding for the delivery of those services which comply with the following categories and meet the following standards of operation.

A. Service Categories.

Both Direct Services (categories 1 and 2 below) and Indirect Services (category 3) are eligible to receive state funding. For them to qualify for state funding under this Standard, 90% of those served must be children or youth up to 18 years of age whose circumstances fit the criteria of the service category under which state funding is sought. Services in categories 1 and 2 will have equal priority for the purposes of funding. Those in category 3 will have a second priority for funding.

1. Direct Services with children and youth aged 0 to 18 years who are or who potentially could be in contact with the justice system. This target group includes, but is not limited to, those children and youth whose circumstances fit these criteria.
  - a. referred from local law enforcement agencies;
  - b. referred from court or the probation officer of the Juvenile Court or the Department of Adult Probation;
  - c. referred from the Department of Children and Youth Services;
  - d. referred from the Department of Corrections;

- e. who have had prior contact with the justice system and are referred by parents, self, schools, social service agencies or any concerned person;
  - f. who otherwise would have been referred to the police or court;
  - g. whose life style or life situation puts them at risk of coming into contact with the justice system.
2. Direct Services that respond to potentially detrimental behavior among children and youth aged 0 to 18 years, including:
- a. Services with children and youth who are alienated from their families or other community institutions or elements critical to healthy child development and welfare.
  - b. Services with families and/or other community units and systems experiencing difficulty in responding to the needs of children and youth.
3. Indirect Services that respond to identified community conditions and needs which foster delinquent acts and detrimental behavior by young people. This category covers Community Involvement, Education or Development projects which develop the capacity of these target groups to more effectively meet their own needs and contribute to the solution of youth problems in the community.
- a. Children and Youth aged 0 to 18 years.
  - b. Parents.
  - c. Police Personnel.
  - d. School Personnel.
  - e. Youth Agency Personnel
  - f. Community Groups.

B. Operational Standards.

To qualify for state funding for the delivery of services, a Youth Service System must satisfy all of the following standards of operation,

1. Services will be non-coercive in nature and structure.
2. Services will be designed and operated for ready availability and rapid response to individual and community needs.
3. Services shall not be denied to any otherwise eligible person due to his or her economic status.
4. Services will provide an effective referral process which insures follow-up and individual advocacy for successfully securing needed services.
5. Confidentiality shall be strictly maintained in accordance with existing state and federal laws and guidelines.

6. Services will be developed or expanded only if otherwise unavailable at an effective delivery level to youth in need.

Standard V

The Core Staff Unit, in cooperation with the Department of Children and Youth Services, shall be responsible for producing and/or obtaining and/or causing to be obtained, data and information regarding funds and services as follows:

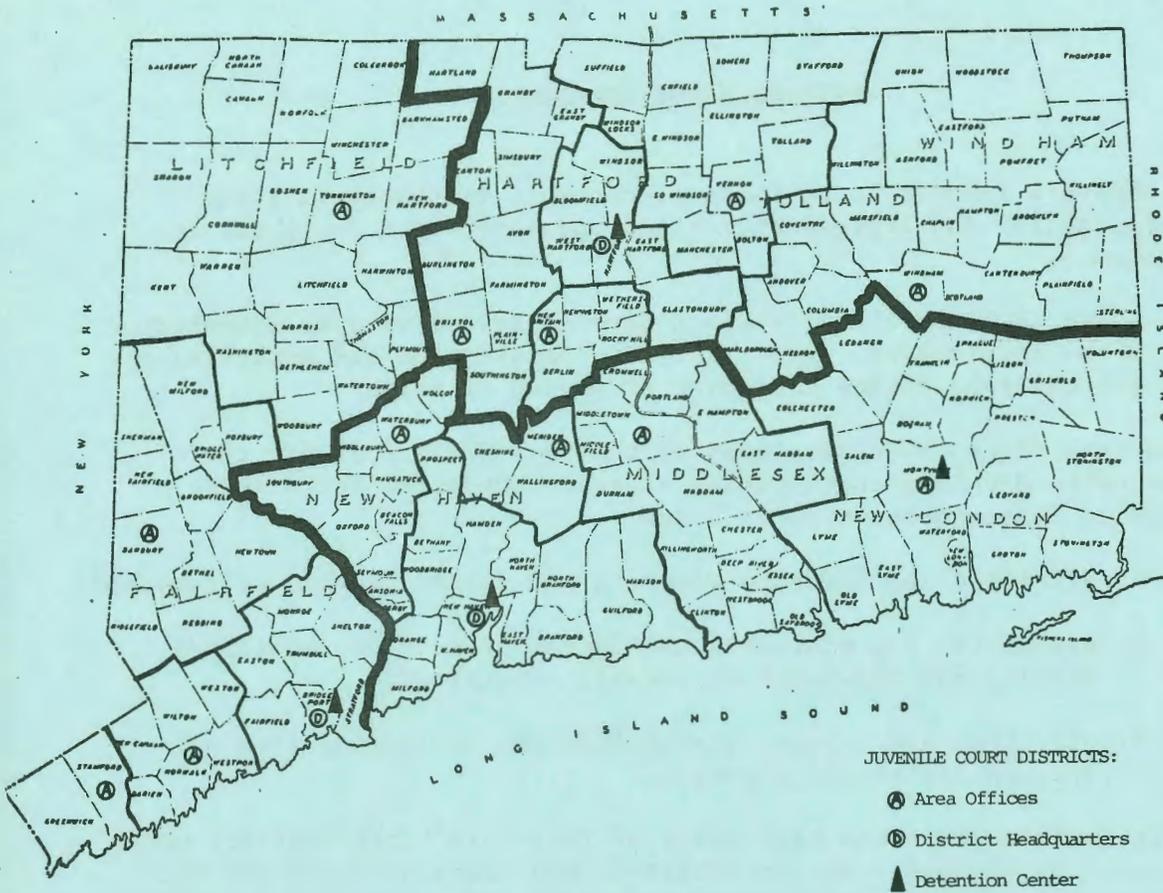
- A. The development of the objectives of the Core Staff Unit and any service projects receiving state funding shall lead to the development of specific services. This in turn shall lead to the development of evaluation objectives from which evaluation methods should be developed.
- B. The Core Staff Unit should develop an information system on children and youth served and services provided. This data collection system should have the capacity to enable the impact of any services provided to be determined and evaluated.
- C. Data should be gathered to reflect changes in the responses and services of institutions, systems and communities to youth problems and individual youth needs. This data should be evaluated so as to maintain an accurate, updated assessment of children and youth services provided, and children and youth services needed in the state.
- D. The Core Staff Unit shall perform other necessary functions as required for the responsible monitoring of state funds received and evaluation of state-funded services delivered by the Youth Service System in cooperation with the Department of Children and Youth Services.

RATIONALE FOR STANDARDS

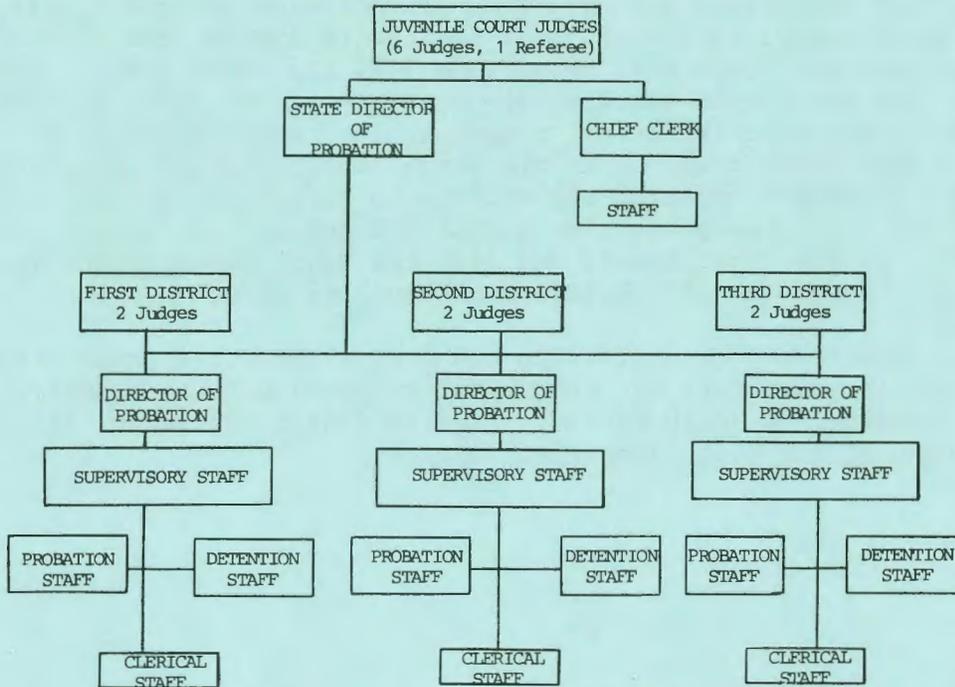
- I. Standard I insures local consent, control, responsibility and autonomy for the implementation and operation of a Youth Service System.
- II. Standard II insures that a Youth Service System will be operated with the involvement, input, advice, consultation and supervision of the citizens of the community or region it serves.
- III. The capacities to be developed by the Core Staff Unit are the essential elements constituting a solid foundation for a Youth Service System upon which is based:
  1. effective and informed planning and implementation of services;
  2. systematic and monitored evaluation of services to insure quality and relevance as locally determined;
  3. efficient and responsible utilization of funding from all sources for needed services.

Just how essential the capacities of this Core Staff Unit are considered by the Department of Children and Youth Services and the Connecticut Youth Services Association is reflected in the requirement that this Unit must be operative in order for other funds to be received.

- IV. These Service Categories and Standards of Operation provide a balance of state restrictions and local options to insure that difficult youth problems and needs will be addressed at the local level. State support, with the locals assuming the majority of the cost, provides the stimulus for municipalities to make serious commitments to delinquency prevention programs at the local level; provides the means for municipalities to develop the ability to respond to special children and youth needs, such as status offenders, i.e. truants, run-a-ways, at the local level; and aids the development of services at the local level for all children and youth in need.
- V. A serious requirement of evaluation and a systematic implementation of responsible monitoring and meaningful evaluation by the Department of Children and Youth Services insures fiscal accountability and quality control for state-supported services.



CONNECTICUT JUVENILE COURT ORGANIZATION



Source: Juvenile Court of the State of Connecticut.

Appendix IV-3

The Juvenile Court Budget

The Juvenile Court is not a separate budgeted agency but gets its operating funds through the Judicial Department appropriation. Juvenile Court direct operating expenditures appear as a Judicial Department line item in the Governor's Budget; however, this amount does not represent the total cost of operations. Certain administrative services such as accounting and personnel record keeping are provided through a central administration function for the entire Judicial Department.

During the fiscal year ended June 30, 1977, the Juvenile Court spent \$4,155,335 as follows:

Adjudication	\$ 440,298	10.6%
Prosecution	90,239	2.2
Defense	219,989	5.3
Detention	942,989	22.7
Probation	2,381,123	57.3
Court Reporter	37,068	0.9
Referees	43,629	1.0
	<u>\$4,155,335</u>	<u>100.0%</u>

The FY 1978 budget estimate is \$4,595,947 with most of the increase being attributable to normal salary increases, the addition of three vocational probation officers (one for each district) and \$81,000 in fees for professional services to continue the operation of Hartford's "Vocational Probation" and New Haven's "Court Clinic," formerly funded through LEAA grants.

In addition to the \$4.6 million in general funds, the Juvenile Court has a \$289,000 federal (LEAA) grant to expand the "Case Assessment Unit" program (separation of intake and probation supervision functions). Originally developed under an LEAA grant in the Bridgeport office, the case assessment approach is now being used in the Hartford and New Haven offices.

The FY 1979 budget request is \$5,515,984. The \$1,360,649 increase over the current budget includes a request for 59 new positions to be used as follows:

Probation Services:

Casework Supervisor	1
Sr. Probation Officer	5
Probation Officer	6
Probation Officer Trainee	1
Probation Aide I	<u>5</u>

Appendix IV-3 (continued)

Detention:

Assistant Detention Home Supervisor	4	
Boys' Supervisors	13	
Girls' Supervisors	<u>10</u>	27*

Other:

Court Officer I	1	
Clerical Assistant II	<u>13</u>	14
TOTAL		59

\* These positions are partially offset by a reduction of \$100,000 in the request for part-time positions used in detention centers.

Appendix IV-4

Juvenile Court Guidelines

JUVENILE COURT FOR THE STATE OF CONNECTICUT  
INTER-OFFICE CORRESPONDENCE

DATE: 11-16-77

FROM: Director, Juvenile Probation  
Services

TO: Directors of Probation &  
Casework Supervisors

SUBJECT: Uniform Guidelines for Judicial Cases.

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On October 28, 1977 the Judges of the Juvenile Court voted that the following classes and types of cases will require mandatory judicial processing unless explicitly approved for non-judicial processing by a Judge, on a case by case basis.

1. All Class A, B and C Felonies.
2. A third referral.
3. Any alleged delinquent act while under judicial supervision.
4. The unlawful use, operation, theft, or appropriation of a motor vehicle.
5. The unlawful use, sale or possession of any controlled drug, including marijuana.
6. Shoplifting, without reference to dollar amount, provided the child is 10 years of age or older.
7. Any offense involving physical violence or the threat thereof.
8. Three separate offenses within the same referral.
9. False alarms and/or bomb scares.
10. Vandalism.

This list does not preclude filing petitions for judicial processing in other delinquency cases.

Please advise your staffs.

## Appendix IV-5

### List of Criminal Offenses and Adult Sanctions

<u>Penal Code Offenses</u>	<u>Punishment</u>
	<u>Max Fine/Max Imprisonment</u>
Felony - Class A	\$10,000/Life (10-25 yr Min)
Class B	\$10,000/20 yr (1 yr Min)
Class C	\$ 5,000/10 yr (1 yr Min)
Class D	\$ 5,000/5 yr (1 yr Min)
Unclassified	(as specified by statute)
Misdemeanor	
Class A	\$ 1,000/1 yr
Class B	\$ 1,000/6 mos.
Class C	\$ 500/3 mos.
Unclassified	(as specified by statute)
Violation	\$ 500

(Note: asterick indicates crime committed with fire arm  
is subject to 1 year sentence that is not  
suspendable)

#### Felony - Class A:

Murder  
Kidnapping 1st\*

#### Felony - Class B:

Manslaughter 1st\*  
Assault 1st\*  
Sexual Assault 1st (Rape)\*  
Promoting Prostitution  
Kidnapping 2nd\*  
Burglary 1st\*  
Arson 1st  
Larceny 1st (2000) or extortion  
Robbery 1st  
Possession of weapon in prison  
Rioting in prison

#### Felony - Class C:

Manslaughter 2nd\*  
Sexual Assault 2nd (under 15, etc.)\*  
Promoting Prostitution 2nd  
Burglary 2nd\*  
Arson 2nd  
Robbery 2nd  
Forgery 1st  
Bribery of a juror  
Bribe received by a juror  
Assault on peace officer or fireman\*  
Escape 1st (prison or custody)  
Inciting injury to persons or property  
Inciting to riot in prison

#### Felony - Class D:

Misconduct (death) with motor vehicle  
Assault 2nd\*  
Sexual Assault 3rd (sex contact, forced)\*  
Promoting Prostitution 3rd  
Unlawful restraint 1st  
Custodial Interference 1st

Substitution of Children  
Burglary 3rd\*  
Arson 3rd  
Criminal Mischief 1st  
Larceny 2nd (\$500) or M.V.  
Credit Card Crimes  
Robbery 3rd  
Forgery 2nd  
Bribery  
Bribe receiving  
Bribery of Witness  
Bribe received by Witness  
Tampering of Witness  
Tampering with juror  
Tampering with Physical Evidence  
Perjury  
Rigging (sports)  
Hindering Prosecution 1st  
Escape 2nd (work)  
Failure to Appear 1st  
Criminal Advocacy  
Eavesdropping  
Bigamy  
Incest  
Coercion to Commit Felony  
Possession of Sawed Off Shotgun or Silencer

Misdemeanor - Class A:

Concealing a Will  
False Entry by Public Officer  
Criminal Simulation  
Forgery of Symbols  
False Statement  
Commercial Bribery  
Receive Commercial Bribe  
Soliciting or Accept Benefit for Rigging  
Participation in Rigged Contest  
Hindering Prosecution 2nd  
Interfering with Officer  
Failure to Assist Peace Officer or Fireman  
Aiding Escape  
Failure to Appear 2nd  
Conveying Unauthorized items into Prison  
Riot 1st  
Inciting to riot  
Tampering with Private Communications  
Coercion  
Obscenity as to Minors  
Disseminating Indecent Comic Books  
Criminally Negligent Homicide  
Assault 3rd\*  
Sex Assault 4th (contact under 15, etc)\*  
Threatening  
Reckless Endangerment  
Adultery  
Prostitution  
Patronizing Prostitute  
Neg. Homicide with Motor Vehicle  
Permitting Prostitution  
Unlawful Restraint 2nd  
Custodial Interference 2nd

Manufacture or Possession of Burglars Tools  
Criminal Trespass 1st  
Reckless Burning  
Criminal Mischief 2nd  
Diversion of State Employees Labor  
Entry into Coin Machine  
Issuing Bad Check  
Misapplication of Property

Misdemeanor - Class B:

Reckless Endangerment 2nd  
Criminal Trespass 2nd  
Criminal Mischief 2nd  
Using Motor Vehicle without Permission  
Larceny 3rd (50)  
Criminal Impersonation  
Forgery 3rd  
Using Slugs 1st  
Riot 2nd  
Unlawful Assembly  
Falsely Reporting an Incident  
Breach of Peace  
Public Indeceny  
Obsenity

Misdemeanor - Class C:

Criminal Trespass 3rd  
Larceny 4th (up to 50)  
Using Slugs 2nd  
Disorderly Conduct  
Harassment  
Loitering on Schoolgrounds

Other Crimes - "Violations" unless otherwise specified

Offenses against the person:

Cruelty to persons (children) \$500/1 year.  
Injury or risk of injury or impairing morals of children  
\$500/10 years.  
Abandonment of child under 6 years of age \$500/5 years.  
Unlawful exhibition or employment of child \$250/1 year.  
Deprivation of rights on account of alienage, color,  
race, sex Class A, Misdemeanor.  
Deprivation of rights of physically disabled and blind  
Class C, Misdemeanor.  
Discrimination in public accommodations/rental, housing,  
etc. \$100/30 days.  
Discrimination in professional associations  
Posting of Notices  
Ridicule on account of race, creed, color \$50/30 days.  
Malicious prosecution \$100/1 year.  
Tattooing restricted \$100/3 months.  
Ear Piercing \$100/90 days.

Offenses against private property:

Manufacture of bombs Class B, Felony.  
Defrauding secured party \$500/3 months.  
Concealment or conveyance of leased property \$500/6 months.  
Concealing or destroying attached property \$500/6 months.  
Removal of ID marks on electric devices \$500/6 months.  
Sale of equipment with defective ID marks \$100/3 months.  
Altering manufacturers serial number Class C, Misdemeanor.

Alteration or disposal of rental electric storage batteries.  
Possession of outboard motor having defaced factory or engine number \$200/6 months.  
Illegal sale or possession of master car key \$500/6 months.  
Sale or use of records or tapes without permission \$2,000/1 year.

Offenses against Public Justice:

Employment of salaried public officials as legislative agents \$1,000.  
Threats to hinder legislation \$1,000/5 years.  
Removal or alteration of records/counterfeiting seals 10 years.

Offenses against Public Peace and Safety:

Soliciting rides in motor vehicles.  
Use of highway by pedestrians.  
Power boats on certain lakes.  
Smoking in buses, railroad cars and school buses.  
Exceeding theater capacity \$50/30 days.  
Prize fighting (exclude events sanctioned by Commissioner of Consumer Protection) \$1,000/5 years.  
Witnessing or aiding prize fights \$500/2 years.  
Machine gun/used in crime of violence 20 years.  
Machine gun/possession 10 years.  
Unlawful discharge of firearms \$250/3 months.  
Hunting or discharging firearm from public highway.  
Shotguns, rifles and muzzel loaders in vehicles and snow-mobile \$100/30 days.  
Carrying or sale of dangerous weapon without permit.  
Use of white cane by other than blind persons.  
Use of x-rays without license \$500/30 days.  
Abandonment of refrigerator \$100/30 days.  
Manufacture or sale of defective recapped tires \$100/6 months.

Concealment of Delivery of Child Class A, Misdemeanor

Cruelty to Animals:

Cruelty to animals \$250/1 year.  
Sale or treatment of animals unable to work \$200/6 months.  
Cruelty to poultry \$100/30 days.  
Sale of dyed fowl or rabbits.  
Use of animals, reptiles and birds (exclude educational institutions, zoos) \$100/30 days.  
Docking horses tails \$300/1 year.  
Transportation of animals on railroads.

Offenses against Public Policy:

Misuse or mutilation of the flag Class A, Misdemeanor.  
Fortune telling \$100/6 months.  
Gambling Class A, Misdemeanor.  
Possession or sale of gambling devices Class B, Misdemeanor.  
Transmission of gambling information Class D, Felony.  
Gambling premises as nuisance Class A, Misdemeanor.  
Persistent offender (gambling) next higher class.  
Billiard or pool room without permit \$50/6 months.  
Sale of tickets of admission at advanced price \$100/30 days.  
Nonsupport 1 year.  
Distribution of unsolicited credit cards.  
Keeping bucket shop \$1,000/1 year.  
Fraudulent sale of kosher meat and meat products \$100/6 months.  
Sale or use of diseased flesh \$100/6 months.  
Distribution of noxious seeds or poison \$1,000/5 years.

Coercion in placing insurance.  
Articles purporting to be made of gold \$1,000/1 year..  
Sterling silver \$1,000/1 year.  
Coin silver \$1,000/1 year.  
Use of arsenic in embalming.  
Burials (350 ft. from house) \$50/30 days.  
Unlawful disinterment \$2,000/5 years.  
Use of title "doctor" \$100/60 days.  
Sale of tobacco to minors under 16.

Forgery and Counterfeiting \$100/6 months.

Frauds and False Pretenses:

Falsely certifying as to administration of oath \$1,000/3 years.  
False pretense as to pedigree of animal \$500/1 year.  
Fraudulent sale of liquid fuels \$200/30 days.  
Fraudulent use of badges or insignias.  
Use of uniform \$500/6 months.

Extortionate Credit Transactions Class B, Felony

Academic Crimes Class B, Misdemeanor

Dependency-Producing Drugs (C.G.S. ]9-480,481)

Illegal manufacture, distribution, sale, etc. 5-20 min./ life max.  
Illegal possession \$3000/7yrs, 2nd offense \$5000/]5yrs,  
subsequent offense \$10,000/25yrs  
Sentence for drug-dependent person at time of offense  
may be suspended for treatment (C.G.S. 19-484)

Source: LPR&IC analysis of Connecticut General Statutes.

PETITION OF ALLEGED DELINQUENCY

To the Honorable JUVENILE COURT FOR THE STATE OF CONNECTICUT District the petitioner respectfully represents:

- 1. That (male) (female) is years of age; the date of birth being and resides within County within the territorial limits over which jurisdiction is exercised by said Court.
2. Said child is alleged to be delinquent, by reason of the following:
3. The father of said child is and resides at No. Street in the of County of
4. The mother of said child is and resides at No. Street in the of County of
5. Said child is now living at No. Street in the of County of with (Relationship)
6. The petitioner is
7. The petitioner prays for appropriate action by the Court in conformity with the statutes in such case made and provided. Dated at Connecticut, this day of A. D. 19

SUBSCRIBED AND SWORN TO

this day of A. D. 19

Notary Public Clerk

Upon the foregoing petition, it is:

ORDER FOR HEARING

ORDERED, that said petition be heard and determined at on the day of A. D. 197 at o'clock in the noun

ORDER FOR SUMMONS

AND FURTHER ORDERED, that said child of and of his/her parents, guardian be and hereby are summoned to appear before said Court at the time and place first stated in this order, by having the sheriff of the County of or any of his deputies, a Probation Officer or Court Officer of this Court leave a true and attested copy of this order and summons with them or at their usual place of abode on or before the day of A. D. 197

BY ORDER OF THE COURT

Judge Clerk

ORDER FOR INVESTIGATION

ORDERED, that a probation officer of this Court is to investigate and submit a written report pertaining to said child at the time of said hearing in accordance with the provisions of the General Statutes.

BY ORDER OF THE COURT

Judge Clerk

ORDER FOR PHYSICAL, PSYCHOLOGICAL AND/OR PSYCHIATRIC EXAMINATIONS

ORDERED that a duly qualified physician, psychologist, and/or psychiatrist be and is are hereby appointed to examine said child and make written report to this Court on or before the time fixed for hearing said petition.

BY ORDER OF THE COURT

Judge Clerk

RIGHT TO COUNSEL

If you wish an attorney but are unable to pay for one, upon proof of your inability to pay, the Court will provide one for you. Any such request should be made immediately at the Court office where your hearing is to be held.

STATE OF CONNECTICUT COUNTY, Connecticut

On the day of 19, then and there I duly served the foregoing petition, order and summons on the person(s) named therein, by leaving with or at the usual place of abode of, the within named, a true and attested copy of the original petition, order and summons.

Attest: Deputy Sheriff Probation Officer Court Officer

STATE OF CONNECTICUT COUNTY, Connecticut

On the day of 19, then and there I duly served the foregoing petition, order and summons on the person(s) named therein, by leaving with or at the usual place of abode of, the within named, a true and attested copy of the original petition, order and summons.

Attest: Deputy Sheriff Probation Officer Court Officer

STATE OF CONNECTICUT COUNTY, Connecticut

On the day of 19, then and there I duly served the foregoing petition, order and summons on the person(s) named therein, by leaving with or at the usual place of abode of, the within named, a true and attested copy of the original petition, order and summons.

Attest: Deputy Sheriff Probation Officer Court Officer

FOR REGISTERED MAIL

STATE OF CONNECTICUT COUNTY, Connecticut

On the day of 19 by virtue hereof, I made service of the within petition, order and summons by depositing a true and attested copy at the United States Post Office at Connecticut postage prepaid and letter registered, addressed to of personal return receipt demanded. The within and foregoing is the original petition, order and summons with my doings thereon endorsed.

Attest:

Probation Officer Clerk

Source: Juvenile Court form.

Appendix IV-7

Probation Officers Survey

A survey questionnaire was mailed in July, 1977, to all 114 probation staff members of the Juvenile Court to obtain information about the court's operations. Seventy-five responses (66%) were received.

The survey responses were keypunched by the State's Central Data Processing Center and analysed using the Datatext computerize social analysis program.

Legislative Program Review and Investigations Committee

Juvenile Court Survey  
7/11/77

Please respond to each item on this questionnaire by filling in the appropriate information or circling the number which best reflects your opinion. It is not necessary to sign your name to this survey and individual confidentiality will be strictly maintained.

I. Background Information

Job Title: \_\_\_\_\_ Male: N=52 Female: N=23

Number of months in this position:  $\bar{x}$ =64.0 In Juvenile Court:  $\bar{x}$ =87.5

Number of years of education completed:  $\bar{x}$ =16.7 Highest Degree: Undergraduate=50 (67%)  
Major Field: Graduate=24 (32%)  
None=1 (1%)

II. Workload\*

1. Please estimate the percentage of your time usually spent working in each of the following general areas:

$\bar{x}$ =6 % Processing referrals (interviews and investigations)  
 $\bar{x}$ =47 % Preparation for and attendance at judicial hearings  
 $\bar{x}$ =24 % Post-dispositional supervision of juveniles  
 $\bar{x}$ =23 % Other (Please Specify) \_\_\_\_\_

\* Important. Those of you working in the Hartford, New Haven, and Bridgeport offices, who are on the new work assignment system, please respond according to the percent of time you expect to now be spending in each type of work. Also, please check Intake Only \_\_\_\_\_ or Field Only \_\_\_\_\_ if applicable.

2. About how many cases (juveniles) are you responsible for in a typical month?

Intake or referral \_\_\_\_\_ cases  $\bar{x}$ =19.0  
Probation supervision \_\_\_\_\_ cases  $\bar{x}$ =19.9  
Other: \_\_\_\_\_ cases  $\bar{x}$ = 8.2

TOTAL \_\_\_\_\_ cases  $\bar{x}$ =47.1

3. On the average, how many times per month do you see a child under your supervision?  $\bar{x}$ =2.3 (contacts/month) \_\_\_\_\_ check if does not apply.

4. On the average, how many contacts per month do you have with family or other individuals or agencies involved with a child under your supervision?  $\bar{x}$ =3.9 (contacts/month) \_\_\_\_\_ check if does not apply.

III. Adequacy of Service

1. How much do you feel juveniles benefit from probation services?

very much				very little
1	2	3	4	5
6%	30%	46%	13%	5%

Continued

Connecticut  
General Assembly



SENATOR  
LAWRENCE J. DENARDIS  
Co-Chairman

REPRESENTATIVE  
JOAN R. KEMLER  
Co-Chairman

LEGISLATIVE PROGRAM REVIEW  
AND INVESTIGATIONS COMMITTEE

ROOM 404, STATE CAPITOL, HARTFORD, CONN. 06115  
(203) 566-4843

July 11, 1977

Dear Probation Staff Member:

The Legislative Program Review and Investigations Committee, which evaluates state programs for the General Assembly, is currently studying juvenile justice and delinquency treatment in Connecticut. As part of this study, we are reviewing the operations of the Juvenile Court.

Enclosed is a questionnaire which has been mailed to all Juvenile Court probation staff. We are interested in obtaining your views on such key issues as the adequacy of probation service, working conditions, and staff training.

We would very much appreciate your taking a few minutes to complete the questionnaire and returning it in the enclosed postage-paid envelope before August 1, 1977. Your response is very important since it will enable us to better evaluate Juvenile Court services and to identify areas for follow up review.

Thank you for your cooperation and willingness to assist in this important study of juvenile justice.

Sincerely,

LEGISLATIVE PROGRAM REVIEW & INVESTIGATIONS COMMITTEE

*Linda A. Adams*  
Linda A. Adams  
Director

LAA:cb  
enclosure

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LINDA A. ADAMS  
Director



## Appendix IV-8

### The Beta System

The Behavior Evaluation and Treatment Analysis (BETA) System may be used for assessing a juvenile's potential for delinquent behavior. As outlined in the following "Sequential Steps in the Application of BETA to Youthful Behavior" the Environmental Deprivation Scale (EDS) and/or the Maladaptive Behavior Record (MBR) are used to identify problem areas in a referred juvenile's life and provides important information for the dispositional decision. Basically, the 16 items listed are scored either 0 (no problem) or 1 (problem) and the higher the child's score the greater the potential for delinquent behavior.

#### SEQUENTIAL STEPS IN THE APPLICATION OF BETA TO YOUTHFUL BEHAVIOR

1. Pattern of continuing environmental deprivation and maladaptive behavior. The youth has an immediate and/or long-range history of environmental deprivation from parents, peers and other significant stimulus sources. His behavior patterns are characterized by major maladaptation in such areas as school and spare-time activities.
2. Deviant behavior and law encounter. The combination of environmental deprivation and maladaptive behavior culminates in the occurrence of major deviant behavior that results in a law encounter. The more extreme the deprivation and maladaptation, the more severe the act involved in the law encounter.
3. Adjudication and initial diagnosis. The diagnostic component of BETA comes into play in providing information for judicial decision. Assessment by behavioral interview provides initial identification of specific areas of deficit and asset, suggesting both method of treatment and its setting.
4. Intensive assessment in the Diagnostic and Evaluation Center. Referral to the D and E Center sets the stage for intensive study of the youth pinpointing particulars of his assets and liabilities. A specific prescription for treatment follows from application of the behavioral interview and the assessment measures (EDS, MBR and other appropriate ones). In this process, the areas for and method of intervention are specified.
5. Treatment, intervention and retraining. The second major BETA component involves the application of established principles of behavioral change to the specific program areas identified by diagnostic assessment. These principles include stimulus input, cue change, generalization and generalization decrement, environmental support ("reinforcement") and counter-conditioning.
6. Assessment of ongoing and post-treatment effects. The third BETA component is evaluative. Behavioral changes in the course of treatment are systematically measured to assess immediate effectiveness. Follow-up evaluation of post-treatment transfer effects is systematically conducted by probation supervisors in the community employing the EDS and MBR. Data are thus provided for feedback into the diagnostic and treatment components for their improvement and refinement.

Source: W.O. Jenkins, E. K. DeValera, J. B. Muller, Analysis and Alteration of Juvenile Behavior; An Overview, Rehabilitation Research Project, Department of Psychology, Auburn University at Montgomery, May 1976.

ENVIRONMENTAL DEPRIVATION SCALE (EDS)  
FOR JUVENILES

Rehabilitation Research Foundation  
435 Bell Street  
Montgomery, Alabama 36104

Total score \_\_\_\_\_ Date \_\_\_\_\_

Interviewer \_\_\_\_\_

Juvenile's name \_\_\_\_\_ Age \_\_\_\_\_ Sex \_\_\_\_\_ Race \_\_\_\_\_

Address \_\_\_\_\_ Phone \_\_\_\_\_

School \_\_\_\_\_ Marital status \_\_\_\_\_ Completed grade \_\_\_\_\_

Part time job \_\_\_\_\_

Juvenile's parent(s) or guardian(s) \_\_\_\_\_

Juvenile's parent(s) or guardian(s) occupation(s) \_\_\_\_\_

Juvenile status (state whether in jail, industrial school, or other institution; probationed, released, or paroled; and any other status characteristics):  
\_\_\_\_\_

Reason for current status (charge, offense, or law violation):  
\_\_\_\_\_  
\_\_\_\_\_

Date of release/probation \_\_\_\_\_

Duration of release/probation \_\_\_\_\_

Current treatment/intervention/study \_\_\_\_\_  
\_\_\_\_\_

Overall judgment of physical well-being (state physical problems or special characteristics, if any):  
\_\_\_\_\_  
\_\_\_\_\_

Interview behavior (note any special behaviors, such as lack of eye contact, extremely slow response to questions, stammering, stuttering, fidgeting, blushing, nail-biting, rigid posture, etc.):  
\_\_\_\_\_  
\_\_\_\_\_

TO THE INTERVIEWER:

The EDS manual and the Behavioral Interview Guide should be carefully studied before interviewing the juvenile and using this scale. The EDS and interview are to be used to determine the juvenile's present status or his status prior to arrest or charge. As the interviewer, you should obtain sufficient behavioral information from the juvenile to score each item, collecting descriptions of specific instances of environmental input and support to provide a basis for judgment. The juvenile's opinion should not be allowed to confuse or interfere with obtaining and scoring the actual environmental events. Reported frequency of behavior toward him is essential to scoring.

The EDS score is two-point, forced choice. The juvenile's report of environmental action on each item is judged by the interviewer to be either "deprived" or "supported"; the corresponding scores are "1" and "0". As explained in the EDS manual, if the information is incomplete and judgment is uncertain as to scoring, score the item "1". Enter each item score in the space provided and present the behavioral basis for scoring. Enter the total score on the first page in the upper left-hand corner.

SCORE

\_\_\_\_ 1. SCHOOL ATTENDANCE. Give a rating of deprived (1) if the juvenile is not attending school at all, is not attending every day on a full-time basis, or is frequently truant or tardy.  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_ 2. INCOME. Give a rating of deprived (1) if the juvenile does not have enough money to participate in peer activities.  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_ 3. FINANCIAL DEMANDS. Give a rating of deprived (1) if the juvenile frequently complains about a number of financial demands that he is unable to meet. Also score deprived (1) if he is financially unable to meet demands even though he may not report this as being a problem.  
\_\_\_\_\_  
\_\_\_\_\_

4. ACADEMIC ACHIEVEMENT. Give a rating of deprived (1) if juvenile has less than C average in course work. Give a rating of deprived (1) if the juvenile shows little interest in school and demonstrates no involvement with academics other than minimal performance. If he is not attending school, rate this item deprived (1).

5. SCHOOL PARTICIPATION. If he participates in sports, clubs, or organized school activities, score supported (0). Give a rating of "1" if the juvenile shows no pride in his role as a student, intends to quit school as soon as possible, behaves as if education is unnecessary, or does not attend school.

6. HOBBIES. Give a rating of deprived (1) if the juvenile is not regularly and systematically engaged in any spare-time activities or expresses no pride and support in these activities beyond that of "something to kill time" or "just a way to earn some money."

7. EDUCATION. Give a rating of "1" if the juvenile's grade level is not up to his age level.

8. RESIDENCE. Give a rating of deprived (1) if the juvenile shows or expresses no pride in his house, internal and external, or his neighborhood, if he indicates he is living on the "wrong side of the tracks" relative to peers, and if he exhibits no voluntary participation in maintenance of house, room, etc.

9. CHURCH. Give a rating of deprived (1) if the juvenile attends church, Sunday school, or other religious activities, voluntarily and without coercion, less than once a month.

10. ORGANIZATIONS. Give a rating of deprived (1) if the juvenile does not belong to any extracurricular clubs, church, school, social, athletic, etc., groups and does not participate in organized activities.

11. FRIENDS. Give a rating of deprived (1) if juvenile's friends input to and support maladaptive behavior. Also give a rating of deprived (1) if the juvenile is essentially an isolate, if he has no friends (except girl or boy friend) outside of his family, if he has no one outside of the family whom the youth describes as supporting adaptive behavior.

12. RELATIVES. Give a rating of deprived (1) if the juvenile reports a strong negative relationship with his relatives, other than parents and sibs, and has no strong positive relationship as shown by interactive behavior and positive input and support.

13. PARENTS. Give a rating of deprived (1) if parents' (or parental surrogates') behavior toward the juvenile is such as to indicate a lack of affection or concern on the part of the mother or father. Give a rating of deprived (1) if both parents are dead or absent and there are no parental surrogates. Give "1" if one parent is dead or absent from the home and the juvenile describes a negative relationship with other parent. Give "1" if the only communication on the part of the parents is for punitive reasons or the expression of anger or disapproval.

14. OPPOSITE SEX PEER. Give a rating of "1" if peers of the opposite sex indicate a general disinterest and lack of response and affection for the juvenile. Give a rating of "1" if there is no opposite sex peer from whom the juvenile receives adaptive input and support. Ask about frequency of contact and activities engaged in. Give "0" if juvenile describes a continuing supportive relationship with at least one opposite sex peer.

15. SIBLINGS AND SIBLING SURROGATES. Give a rating of deprived (1) if the juvenile reports that children, sibs, or sib surrogates show little behavioral interest in him, such as displays of affection, time spent with the juvenile, etc. Score a "1" if the juvenile has no contact with children or sibs or sib surrogates.

16. FEAR. Give a rating of "1" if the juvenile expresses or shows in any way anxiety about his school situation, about probation or parole violation, or apprehension about the ability to meet the demands of his environment and to cope with everyday problems.

Appendix IV-9

Juvenile Court Information System

The Juvenile Court has had a computerized batch process Juvenile Justice Information System since 1975. Certain intake and dispositional information is recorded by the probation officer and sent to the Research and Planning Division of the Judicial Department monthly for keypunching (see Figure 1). This information is used to update the Juvenile Court master file at the University of Connecticut Data Center.

Regular monthly reports for use by the Court (such as number of referrals for each area office broken down by town of residence, age, probation officer, etc.) are generated from the master file. Specific data requests from the judges or other authorized individuals or groups are also honored.

This system has limited value as a management information system, however. The monthly reports, intended for use in caseload management are usually 2 to 3 months delayed in reaching the area offices. Case status information is not readily available and there is no capability for doing a statewide search to ascertain if record or pending charges exist in any other Juvenile Court office. These functions must be performed manually. (For discussion of tracking cases and evaluation, see p. 28.)

Judge Driscoll has expressed the desire to have a system in which each office would have a computer terminal for data input and information retrieval. Such a system, which the Judicial Department plans to incorporate into its Overall Information System, would allow for current updating of case records and immediate access to the statewide juvenile case information. The Legislative Program Review and Investigations Committee supports the concept of this information system and urges the Judicial Department to implement such a system on a priority basis.

# CONNECTICUT JUVENILE COURT DELINQUENCY CASE PROCESSING


JUVENILE NAME		ADDRESS				SCHOOL			
---------------	--	---------	--	--	--	--------	--	--	--

CASE NUMBER	JUVENILE NUMBER	DATE REF. REC'D			TOWN	CENSUS TRACT	SCHOOL
76		YEAR	MONTH	DAY			

IN	OUT	SOURCE	LOCATION OF OFFENSE
----	-----	--------	---------------------

AGE	SEX	RACE	DATE OF BIRTH			D.O.B. VER.	SOR.	P.O.	DET.	P. REF.	AGE-1	TOWN	CENSUS TRACT
			YEAR	MONTH	DAY	YES <input type="checkbox"/>	NO <input type="checkbox"/>						

OFFENSE-1	OFFENSE-2	1 OR 2?		DISMISSED AT INTAKE DELINQUENCY COMMITMENT? PROBATION?		1
1 →	2 →	OFF. CODE	COUNTS	S	SCORE	

OFFENSE-3	OFFENSE-4	OFFENSE-5									
3 →	4 →	5 →									
OFF. CODE	COUNTS	S	SCORE	OFF. CODE	COUNTS	S	SCORE	OFF. CODE	COUNTS	S	SCORE

OFFENSE-6	OFFENSE-7	OFFENSE-8									
6 →	7 →	8 →									
OFF. CODE	COUNTS	S	SCORE	OFF. CODE	COUNTS	S	SCORE	OFF. CODE	COUNTS	S	SCORE

1	2	3	INTERVIEW	ADMITTS	DETENTION HEARING	HOLD	PETITION DATE	DETENTION
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	YEAR MONTH DAY	<input type="checkbox"/>	YEAR MONTH DAY	<input type="checkbox"/>	YEAR MONTH DAY	IN OUT

PRE-DISPOSITION STATUS	PLEA HEARING DATE	ADMITTS	J	1ST ADJ. HEARING	CON	ADJ. DATE	J	1ST DISP. HEARING	J
<input type="checkbox"/> DEL. COMM. <input type="checkbox"/> PROBATION	YEAR MONTH DAY	<input type="checkbox"/>		YEAR MONTH DAY	<input type="checkbox"/>	YEAR MONTH DAY		YEAR MONTH DAY	

CODES FOR CONTINUANCES: INSERT LETTER CODE UNDER CONTINUANCE NUMBER →				CONTINUANCE NUMBER →	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
A-NO SHOW	D-CONT. FOR TREATMENT/EVAL.	G-CONT. UNDER COURT SUPERVISION		PRE-ADJ.																
B-BY REQUEST	E-CONT. FOR PLACEMENT	H-CONT. FOR CONTESTED DOCKET		POST ADJ.																
C-CONT. FOR S.I.	F-RESERVED DECISION	I-CONT. FOR RESCHEDULING																		

A-ADVOCATE	D-ATTORNEY	REPRESENTATION: A D	E - EVALUATION	T - TREATMENT	P - PLACEMENT	J - DISCONTINUED BY JUVENILE	A - DISCONTINUED BY AGENCY							
REVIEW REFERRAL	<input type="checkbox"/>	INITIAL INTERVIEW <input type="checkbox"/>	PRE-ADJUDICATORY SERVICE				POST-ADJUDICATORY SERVICE							
RECOMMENDATIONS:	DET. HEARING <input type="checkbox"/>	PLEA HEARING <input type="checkbox"/>	AGENCY/PROGRAM	E	T	P	J	A	AGENCY/PROGRAM	E	T	P	J	A
DISMISS	<input type="checkbox"/>	ADJUDICATION <input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>				
MODIFY PLEA	<input type="checkbox"/>	DISPOSITION <input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>				
TRIAL	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>				

AREA OFFICE	CASE NUMBER	JUVENILE NUMBER	DATE REF. REC'D			P.O.	DATE DISPOSED			J/N/JUDGE
			YEAR	MONTH	DAY		YEAR	MONTH	DAY	

OFFENSE 1 →	OFF. CODE	COUNTS	S	SCORE	DISP.	OFFENSE 2 →	OFF. CODE	COUNTS	S	SCORE	DISP.
-------------	-----------	--------	---	-------	-------	-------------	-----------	--------	---	-------	-------

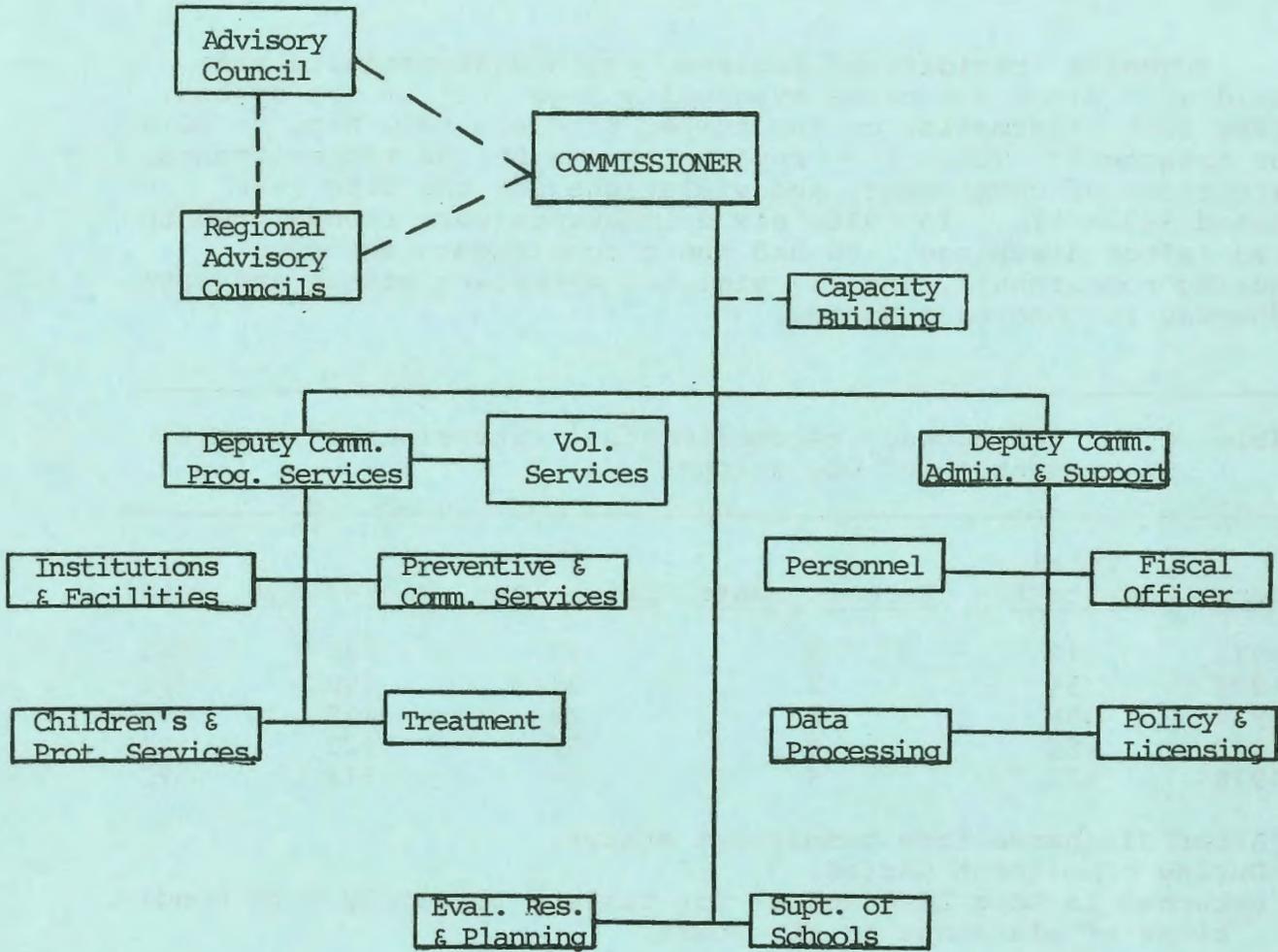
OFFENSE 3 →	OFF. CODE	COUNTS	S	SCORE	DISP.	OFFENSE 4 →	OFF. CODE	COUNTS	S	SCORE	DISP.	AGENCY	PLACEMENT
-------------	-----------	--------	---	-------	-------	-------------	-----------	--------	---	-------	-------	--------	-----------

4	OFFENSE 5 →	OFF. CODE	COUNTS	S	SCORE	DISP.	OFFENSE 6 →	OFF. CODE	COUNTS	S	SCORE	DISP.
---	-------------	-----------	--------	---	-------	-------	-------------	-----------	--------	---	-------	-------

OFFENSE 7 →	OFF. CODE	COUNTS	S	SCORE	DISP.	OFFENSE 8 →	OFF. CODE	COUNTS	S	SCORE	DISP.	5
-------------	-----------	--------	---	-------	-------	-------------	-----------	--------	---	-------	-------	---

Appendix V-1

Organizational Structure of DCYS after July 1, 1977



Source: Department of Children and Youth Services

Appendix V-2

"Recidivism" in DCYS Treatment Programs for Delinquents

Juvenile "recidivism" figures, which underestimate true recidivism since all cases eventually "age out" of the system, offer some information on the number of cases returning to DCYS for treatment. Table 1 reports the number of recommitments, extensions of commitment, and violations for the five year period 1972-1976. In 1976, six delinquents were recommitted to DCYS (after discharge), 80 had their commitments extended (during commitment), and 111 violated aftercare status and were returned to Long Lane School.

Table 1. Delinquency recommitments,<sup>1</sup> extensions of commitment,<sup>2</sup> and violations.<sup>3</sup>

<u>Year</u>	<u>Total Commitments</u>	<u>Recommitments</u>	<u>Extensions</u>	<u>Violations</u>	<u>Total</u>
1972	313	2	11	134	147
1973	351	2	24	140	166
1974	396	2	28	118	148
1975	460	0	58	123	181
1976	472	6	80	111	197

<sup>1</sup>After discharge from commitment status.

<sup>2</sup>During commitment period.

<sup>3</sup>Returned to Long Lane School for failure to comply with conditions of placement or aftercare.

Source: Department of Children and Youth Services' Research Office.

## Appendix V-3

### Long Lane School

History. Long Lane School opened in 1868 as the Industrial School for girls. It remained a training school for girls until 1972 when the Connecticut School for Boys in Meriden was closed and Long Lane became coeducational.

Facilities. Long Lane is a spacious 218 acre campus in Middletown with no restraining walls around its boundaries. Facilities include the open cottages (six in residential use), 1 new Secure Treatment Unit (which houses a swimming pool), an athletic field, a gymnasium (in the school building), a greenhouse, and a farm which used to be cultivated by the students.

At Long Lane, most students live in one of six "open" or minimum security cottages. Twenty-four additional beds are available (for boys only) in two wings of the Diagnostic and Secure Treatment Unit (DSTU), a new maximum security building on the Long Lane campus. The third wing of the Unit, opened in October, 1977, serves as an intake and diagnostic center with 12 additional beds.

Staffing. A surprising fact about Long Lane is that staff outnumber "students" by about two to one. The DCYS personnel status report for June, 1977 shows 274 employees working at Long Lane to care for about 140 students (see Table 1). About two-thirds of the staff, 181 employees, are categorized as "care and custody" staff. The remaining staff perform administrative functions (22), operate food services (10), repair and maintain the facility (30), or teach in the classroom (31).

Most (124) of the care and custody personnel at Long Lane are "youth service officers" (YSOs) who staff the cottages and the Secure Treatment Unit on a 24 hour basis (most are YSO I's).\* The position of YSO I is a classified, non-competitive position, requiring a high school diploma or equivalent experience beyond the 8th grade. The job pays

---

\* One reason cited by the Long Lane administration for its staff size is that three workshifts must be covered. Similar coverage, however, must be provided in other institutions and training schools, yet staffing levels are lower in many cases.

\$9,298 (Salary Grade 12) to start.

Treatment program. Long Lane offers a comprehensive program of services. Students go to school, work, attend group counseling sessions, and participate in recreational activities, including field trips to amusement parks, and other recreational sites.

The rehabilitation program is based on the concept of "positive peer culture" and utilizes "guided group interaction" techniques. According to the 1976 treatment program manual, students at Long Lane learn to accept responsibility for their behavior and that of others. By "owning" responsibility for positive and negative behavior, the group and individual members "have the power to change things." Each afternoon for at least one hour, students meet in groups to discuss their behavior, problems, and progress under the guidance of a staff leader (usually a Youth Service Officer I or II).

On admission to Long Lane, new students are classified (based on seriousness of offenses), oriented to the program, and assigned to a cottage. Students are not normally assigned to cottages according to age, size, academic achievement, seriousness of offense or any other criterion, except sex. (Although students committed to Long Lane for very serious offenses can be temporarily placed in the Secure Treatment Unit.)

After assignment to a cottage, students become members of a group and are eligible, through group decision, for promotion through the five levels of the program. Students usually stay at each of the first four levels (freshman-senior) for 1-2 months. Once a student reaches the fifth level (release eligible), he or she is allowed to go home or to a private treatment facility. Some students can be released, however, before they finish the program. Juveniles committed to Long Lane for less serious offenses (C classified) may be released at any level.

The Diagnostic and Secure Treatment Unit. As indicated previously, 24 beds are available in a new facility for boys requiring secure custody. Juveniles already at Long Lane may be placed in the Secure Unit for serious disruptive or assaultive behavior in the cottages, for possession of contraband, for serious property damage, for multiple runs from the institution, or for serious delinquencies committed off campus. Lengths of stay in the Unit are determined by an Administrative

Review Board after a hearing, and are generally short (due, in part, to limited space). Chronic runaways, for example, cannot be kept in the Unit longer than seven days without the approval of the Long Lane superintendent or his designee.

Group counseling sessions, similar to those held in the cottages, are also held in the Secure Treatment Unit. An educational program primarily remedial, is also offered. According to testimony offered in Juvenile Court by the superintendent of Long Lane School, the Diagnostic and Secure Treatment Unit is currently not equipped to provide long term custody. Reasons include a lack of special therapeutic programs (other than regular group meetings), and inadequate educational opportunities as required by Section 17-415(1).

Table 1. Long Lane School Staffing.

Total established positions= 297 (286-General Fund)  
 (11-Federally funded positions)  
 Vacant = 23  
 Total filled = 274

<u>Administration</u>	<u>Established # Positions</u>	<u>Vacant</u>	<u>Filled</u>
General	6		
Business	18	2	
	<u>24</u>	<u>2</u>	22
<u>Food Services</u>	10		
	<u>10</u>	<u>0</u>	10
<u>General Services</u>			
Plant operations	6		
Repairs and maintenance	15		
Housekeeping services	8		
State school vocational instructor	1		
	<u>30</u>	<u>0</u>	30
<u>Care and Custody of Students</u>			
Psychological services	5	3	
Nursing care	8		
Custody of Students			
Social workers	4		
Caseworkers	8	1	
Chaplains	2	1	
Security officers	18	1	
Youth service officers	126	2	
All others	29	11	
	<u>200</u>	<u>19</u>	181
<u>Education and Training</u>			
State School Department Head	1		
Education service specialist	1		
State school principal	1		
State school teacher	26	2	9*
Occupational supervisor	1		
Community relations specialist	1		1*
Stenographer	2		1*
	<u>33</u>	<u>2</u>	<u>11</u> 31

\* Federally funded

Source: DCYS Personnel Status Report: June 1, 1977

#### Appendix V-4

#### Surveys of DCYS Workers and Private Program Directors

To assess opinion and compile information on the Department of Children and Youth Services treatment programs, three survey instruments were developed and mailed out in early July. The first survey was sent to care, custody, and teaching staff at Long Lane School. Two hundred and twenty two surveys were individually addressed and delivered to the Superintendent of the institution for distribution. Eighty five employees (38%) completed and returned the survey.

The second survey was individually addressed to aftercare workers. Nineteen surveys were delivered to the aftercare supervisors for distribution. Eight surveys (42%) were filled out and returned.

A third survey was mailed to all directors of private programs servicing DCYS delinquency referrals. Of 40 surveys mailed out, seventeen (43%) were completed and returned.

Connecticut  
General Assembly



SENATOR  
LAWRENCE J. DeNARDIS  
Co-chairman

REPRESENTATIVE  
JOAN R. KEMLER  
Co-Chairman

SENATE MEMBERS

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HOUSE MEMBERS

ROBERT J. CARRAGHER  
ASTRID T. HANZALEK  
JOAN R. KEMLER  
TIMOTHY J. MOYNIHAN  
CLYDE O. SAYRE  
CHRISTOPHER SHAYS

LINDA A. ADAMS  
Director

LEGISLATIVE PROGRAM REVIEW  
AND INVESTIGATIONS COMMITTEE

ROOM 404, STATE CAPITOL, HARTFORD, CONN. 06115  
(203) 566-4843

July 11, 1977

Dear Long Lane Staff Member:

The Legislative Program Review and Investigations Committee, established by the Legislature in 1972 to evaluate state programs, is currently studying juvenile justice and delinquency treatment in Connecticut. As part of this study, we are reviewing the program operated by the Department of Children and Youth Services at Long Lane School.

Enclosed is a questionnaire which we are sending to all staff members at Long Lane who are involved in direct services. We are interested in obtaining your views on key issues in such areas as placement and treatment planning, adequacy of services, working conditions, and staff training.

We would very much appreciate your taking a few minutes to fill out this questionnaire and return it to us in the enclosed postage-paid envelope. Your prompt response is very important since it will enable us to better understand the program and identify areas for follow up review.

On behalf of the Committee and its staff, I would like to thank you for your cooperation and willingness to assist us in this important study of juvenile justice in Connecticut.

Sincerely,

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

*Linda A. Adams*  
Linda A. Adams  
Director

LAA:cb  
enclosure

Legislative Program Review and Investigations Committee

Long Lane School Survey  
7/11/77

Please respond to each item on this questionnaire by filling in the appropriate information, checking the appropriate line, or circling the number which best represents your opinion. It is not necessary to sign your name to this survey and you can be assured that individual confidentiality will be strictly maintained.

I. Background Information

Job Title: \_\_\_\_\_ Sex: Male N=53 Female N=31

Shift: Day N=45 Evening N=23 Night N=8

Age:  $\bar{x}$ = \_\_\_\_\_

How long have you worked at Long Lane (in months)?  $\bar{x}$ = \_\_\_\_\_

Do you work primarily with: Boys? N=41 Girls? N=14 Both? N=35

Are you currently assigned to the Secure Treatment Unit? Yes N=25 No N=54

II. Placement and Treatment Planning

- In general, how many of the current residents at Long Lane do you feel "belong" and have been properly placed at the school?
 

N=12	_____	virtually all
N=41	_____	most, but not all
N=15	_____	about half
N=13	_____	some, but not half
N=1	_____	virtually none
- How adequate are the treatment plans developed at Long Lane?
 

$\bar{x}$ =3.1	very adequate	1	2	3	4	5	very inadequate
----------------	---------------	---	---	---	---	---	-----------------
- How adequately are the treatment plans reviewed?
 

$\bar{x}$ =3.3	very adequately	1	2	3	4	5	very inadequately
----------------	-----------------	---	---	---	---	---	-------------------
- How adequately are treatment plans implemented?
 

$\bar{x}$ =3.1	very adequately	1	2	3	4	5	very inadequately
----------------	-----------------	---	---	---	---	---	-------------------
- Do you feel residents generally stay at Long Lane for too short a time, too long a time, or about long enough?
 

N=32	_____	too short a time
N=10	_____	too long a time
N=34	_____	about long enough

Continued

III. Program Services

1. How adequate do you feel the following services and programs offered at Long Lane School are in meeting residents needs?

		very adequate		very inadequate		
A. Intake evaluation	$\bar{x}=3.0$	1	2	3	4	5
B. Orientation	$\bar{x}=3.0$	1	2	3	4	5
C. Classification and placement	$\bar{x}=3.1$	1	2	3	4	5
D. Education (school)	$\bar{x}=3.1$	1	2	3	4	5
E. Professional counseling (clinical and casework)	$\bar{x}=3.5$	1	2	3	4	5
F. Group counseling (GGI)	$\bar{x}=3.0$	1	2	3	4	5
G. Social living experiences (cottage life)	$\bar{x}=3.1$	1	2	3	4	5
H. Recreation	$\bar{x}=3.1$	1	2	3	4	5
I. Medical services	$\bar{x}=2.9$	1	2	3	4	5
J. Work or vocational training	$\bar{x}=4.0$	1	2	3	4	5
K. Religious services	$\bar{x}=2.6$	1	2	3	4	5
L. Volunteers and interns	$\bar{x}=2.8$	1	2	3	4	5
M. Other (Please Specify)		1	2	3	4	5

2. With respect to residents who may be dangerous to themselves or others, is there too little control, too much control, or about the right amount of control?

N=37  too little control  
 N=1  too much control  
 N=33  about the right amount of control

3. What methods are used, and how frequently, to control residents who may be dangerous to themselves or others?

	Please check methods used	if used, how often					
			very frequently	very infrequently			
N=55	<input type="checkbox"/> physical restraints or isolation	$\bar{x}=4.0$	1	2	3	4	5
N=71	<input type="checkbox"/> mechanical restraint (e.g. hand cuffs)	$\bar{x}=3.7$	1	2	3	4	5
N=64	<input type="checkbox"/> medication	$\bar{x}=3.9$	1	2	3	4	5
N=75	<input type="checkbox"/> peer pressure	$\bar{x}=2.4$	1	2	3	4	5
N=53	<input type="checkbox"/> corporal punishment	$\bar{x}=4.4$	1	2	3	4	5
	<input type="checkbox"/> other (Please Specify)		1	2	3	4	5

Continued

4. In general, how much do you feel residents benefit from the program at Long Lane School?  $\bar{x}=3.5$

very much 1 2 3 4 5 very little

5. In general, how much do you feel residents benefit from aftercare services and placements?  $\bar{x}=3.8$

very much 1 2 3 4 5 very little

IV. Training and Working Conditions

1. How satisfied are you with your job?  $\bar{x}=2.4$

very satisfied 1 2 3 4 5 very unsatisfied

2. How satisfied are you with your salary?  $\bar{x}=3.8$

1 2 3 4 5

3. How satisfied are you with your hours and working conditions?  $\bar{x}=2.7$

1 2 3 4 5

4. How satisfied are you with your supervision?  $\bar{x}=2.7$

1 2 3 4 5

5. How adequate was your initial training?  $\bar{x}=2.6$

very adequate 1 2 3 4 5 very inadequate

If none, check here N=23

6. How adequate is your in-service training?  $\bar{x}=3.0$

1 2 3 4 5

If none, check here N=17

7. Approximately how many hours per week do you work?  $\bar{x}=39.0$

8. Are you compensated for overtime? Yes N=32 No N=21

V. Additional Comments

Please feel free to make additional comments about the quality and effectiveness of Long Lane School.

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Table 1. Staff evaluation of Group Counseling Program at Long Lane School.

	YSOs N=35	Caseworkers N=8	Teachers N=13	Others N=19	Total N=75
Very Adequate	14%	0%	8%	16%	12%
Adequate	29	13	23	21	24
Unsure	26	38	31	32	29
Inadequate	17	50	31	26	25
Very Inadequate	14	0	8	5	9

Source: LPR&amp;IC survey of Long Lane care and custody staff.

Table 2. How adequate was your initial training?

	YSOs N=41	Caseworkers N=8	Teachers N=13	Others N=20	Total N=82
Very Adequate	24%	0%	23%	10%	18%
Adequate	17	0	15	25	17
Unsure	12	13	8	40	18
Inadequate	7	50	23	5	13
Very Inadequate	10	0	0	0	5
Received No Training	29	38	31	20	28

Source: LPR&amp;IC survey of Long Lane care and custody staff.

Table 3. How adequate is your inservice training?

	YSOs N=41	Caseworkers N=8	Teachers N=13	Others N=19	Total N=81
Very Adequate	12%	0%	8%	0%	7%
Adequate	17	0	8	42	20
Unsure	12	38	46	37	26
Inadequate	17	38	38	0	19
Very Inadequate	10	0	0	11	7
Received No Inservice Training	10	25	0	11	21

Source: LPR&amp;IC survey of Long Lane care and custody staff.

Table 4. Staff evaluation of education at Long Lane School.

	YSOs N=39	Caseworkers N=8	Teachers N=13	Others N=18	Total N=78
Very Adequate	28%	0%	8%	6%	15%
Adequate	21	38	15	11	19
Unsure	18	38	31	33	26
Inadequate	10	25	38	33	22
Very Inadequate	23	0	8	17	17

Source: LPR&amp;IC survey of Long Lane care and custody staff.

Connecticut  
General Assembly



LEGISLATIVE PROGRAM REVIEW  
AND INVESTIGATIONS COMMITTEE

ROOM 404, STATE CAPITOL, HARTFORD, CONN. 06115  
(203) 566-4843

July 11, 1977

Table 5. Staff evaluation of work or vocational training at Long Lane School.

	YSOs N=38	Caseworkers N=87	Teachers N=12	Others N=18	Total N=75
Very Adequate	8 %	0 %	0 %	0 %	4 %
Adequate	11	0	0	6	7
Unsure	11	29	8	22	15
Inadequate	26	14	33	44	31
Very Inadequate	45	57	58	28	44

Source: LPR&IC survey of Long Lane care and custody staff.

SENATOR  
LAWRENCE J. DENARDIS  
*Co-chairman*

REPRESENTATIVE  
JOAN R. KEMLER  
*Co-Chairman*

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CHRISTOPHER SHAYS

LINDA A. ADAMS  
Director

Dear Aftercare Worker:

Our Committee, established by the Legislature in 1972 to evaluate state programs, is studying juvenile justice and delinquency treatment in Connecticut. As part of this study, we are reviewing aftercare services operated by the Department of Children and Youth Services.

Enclosed is a questionnaire which we are sending to all aftercare workers. We are interested in obtaining your views on key issues in such areas as placement and treatment planning, adequacy of services, working conditions, and staff training.

We would very much appreciate your taking a few minutes to fill out this questionnaire and return it to us in the postage-paid envelope. Your prompt response is very important since it will enable us to better evaluate aftercare services and identify areas for follow up review.

The Committee thanks you for your cooperation and willingness to assist us in our juvenile justice study.

Sincerely,

LEGISLATIVE PROGRAM REVIEW & INVESTIGATIONS COMMITTEE

*Linda Adams*

Linda A. Adams  
Director

LAA:cb  
enclosure

Aftercare Unit Survey  
7/11/77

Please respond to each item on this questionnaire by filling in the appropriate information, checking the appropriate line, or circling the number which best represents your opinion. It is not necessary to sign your name to this survey and individual confidentiality will be strictly maintained.

I. Background Information

Job Title: \_\_\_\_\_ Sex: Male N=7 Female N=1

District Assigned: \_\_\_\_\_ Age:  $\bar{x}$ =37.1

How long have you worked in the Aftercare Unit (in months)?  $\bar{x}$ =52

Do you work primarily with: Boys? N=7 Girls? N=1 Both? N=0

II. Placement and Treatment Planning

- |   |                                 |  |
|---|---------------------------------|--|
| 1. How many of the current cases under supervision of the Aftercare Unit do you feel have been properly placed?           | N=1<br>N=5<br>N=2<br>N=0<br>N=0 | _____ virtually all<br>_____ most, but not all<br>_____ about half<br>_____ some, but not half<br>_____ virtually none |
| 2. In your opinion, how adequate are the treatment plans developed at Long Lane?  | $\bar{x}$ =2.9                  | very adequate<br>1 2 3 4 5   |
| 3. In your opinion, how adequately are treatment plans reviewed?  | $\bar{x}$ =2.1                  | very adequately<br>1 2 3 4 5   |
| 4. How adequately are treatment plans implemented?  | $\bar{x}$ =2.5                  | very adequately<br>1 2 3 4 5   |
| 5. Do you feel client cases stay under aftercare supervision for too short a time, too long a time, or about long enough? | N=1<br>N=2<br>N=5               | _____ too little time<br>_____ too long a time<br>_____ about long enough  |

III. Program Services

1. What is your average active caseload?  $\bar{x}$ =47 cases

Continued

2. What percent of your time, in general, is spent performing the following duties and functions?

- $\bar{x}$ =9 \_\_\_\_\_ % arranging for placement  
 $\bar{x}$ =53 \_\_\_\_\_ % direct service to clients (e.g. counseling and follow up after release)  
 $\bar{x}$ =15 \_\_\_\_\_ % supervising, monitoring, and evaluating placements  
 $\bar{x}$ =16 \_\_\_\_\_ % administrative and clerical work  
 \_\_\_\_\_ % other (Please Specify) \_\_\_\_\_

- |  |                |                            |                        |
|--|----------------|----------------------------|------------------------|
| 3. How adequate do you feel the programs and facilities are which are currently available for placing clients?                               | $\bar{x}$ =3.0 | very adequate<br>1 2 3 4 5 | very inadequate<br>4 5 |
| 4. In your opinion, how adequate is the direct service provided to clients by the Aftercare Unit (e.g. counseling, follow up after release)? | $\bar{x}$ =2.1 | very adequate<br>1 2 3 4 5 | very inadequate<br>4 5 |
| 5. How adequate is the supervision, monitoring, and evaluation of placements by the Aftercare Unit?  | $\bar{x}$ =1.9 | very adequate<br>1 2 3 4 5 | very inadequate<br>4 5 |
| 6. In general, how much do you feel clients benefit from aftercare services and placements?  | $\bar{x}$ =2.0 | very much<br>1 2 3 4 5     | very little<br>4 5     |
| 7. In general, how much do you feel residents benefit from the program at Long Lane School?  | $\bar{x}$ =2.9 | very much<br>1 2 3 4 5     | very little<br>4 5     |

IV. Training and Working Conditions

- |  |                |                             |                         |
|--|----------------|-----------------------------|-------------------------|
| 1. How satisfied are you with your job?                          | $\bar{x}$ =1.8 | very satisfied<br>1 2 3 4 5 | very unsatisfied<br>4 5 |
| 2. How satisfied are you with your salary?                       | $\bar{x}$ =2.6 | 1 2 3 4 5                   |                         |
| 3. How satisfied are you with your hours and working conditions? | $\bar{x}$ =2.1 | 1 2 3 4 5                   |                         |
| 4. How satisfied are you with your supervision?                  | $\bar{x}$ =1.5 | 1 2 3 4 5                   |                         |

Continued



Facility Directors Survey  
7/11/77

Please respond to each item on this questionnaire by filling in the appropriate information, checking the appropriate line, or circling the number which best represents your opinion. Individual confidentiality will be strictly maintained.

Name of Facility: \_\_\_\_\_

Name of Director or contact person: \_\_\_\_\_

Address: \_\_\_\_\_  
Zip Code \_\_\_\_\_

Telephone: ( ) \_\_\_\_\_ Type of Facility: \_\_\_\_\_

Do you serve: Boys? \_\_\_ Girls? \_\_\_ Both? \_\_\_ Eligible age range: \_\_\_\_\_

Other criteria for eligibility (if any) \_\_\_\_\_

I. Support and Funding

1. Please indicate your sources and amounts (use estimates, if necessary) of financial support for fiscal year 1977 (July 1, 1976 - June 30, 1977).

<u>Source</u>	<u>Amount</u>
State of Connecticut	\$ _____
Local Government	\$ _____
Federal Government	\$ _____
Client Fees	\$ _____
Other (include private contributions, other State funds, etc.)	\$ _____
<b>TOTAL</b>	\$ _____

2. With respect to Connecticut State funding, please briefly describe any problems you experience with the current system of reimbursement.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Continued

II. Staffing

Please indicate staffing and salary levels for fiscal year 1977.

<u>Position</u>	<u>Number (full-time equivalent)</u>	<u>Individual Annual Salary Range</u>
Director/Administrator	_____	\$ _____
Psychiatrist	_____	\$ _____
M.D. (non Psychiatrist)	_____	\$ _____
Psychologist	_____	\$ _____
Registered	_____	\$ _____
Not Registered	_____	\$ _____
Counselor	_____	\$ _____
Trained	_____	\$ _____
Untrained	_____	\$ _____
Social Worker	_____	\$ _____
Clerical	_____	\$ _____
Research	_____	\$ _____
Other (Please Specify) _____	_____	\$ _____
_____	_____	\$ _____
_____	_____	\$ _____

III. Placement and Capacity

1. Please provide the following information: (Note - CDR's = Connecticut Delinquency Referrals)

A. Number of clients participating in program in fiscal year 1977:	CDRs _____ all others _____
B. Average daily population:	CDRs _____ all others _____
C. Average length of time in program:	CDRs _____ all others _____

2. Does the placement of Connecticut delinquency referrals in your program present any special service problems?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Continued

IV. Program Services

1. Which of the following services are offered at or available through your program?

<u>Check if offered or available</u>	<u>How adequate are these services?</u>				
	<u>very adequate</u>		<u>very inadequate</u>		
Intake evaluation	1	2	3	4	5
Orientation	1	2	3	4	5
Classification and placement	1	2	3	4	5
Education (school)	1	2	3	4	5
Professional counseling (clinical and/or casework)	1	2	3	4	5
Group counseling	1	2	3	4	5
Social living experiences	1	2	3	4	5
Recreation	1	2	3	4	5
Medical services	1	2	3	4	5
Work or vocational training	1	2	3	4	5
Religious services	1	2	3	4	5
Volunteers and interns	1	2	3	4	5
Other (Please Specify)	1	2	3	4	5
	1	2	3	4	5
	1	2	3	4	5

2. What methods are used, and how frequently, to control clients who may be dangerous to themselves or to others?

<u>Please check methods used</u>	<u>If used, how often</u>				
	<u>very frequently</u>		<u>very infrequently</u>		
physical restraint or isolation	1	2	3	4	5
mechanical restraint (e.g. hand cuffs)	1	2	3	4	5
medication	1	2	3	4	5
peer pressure	1	2	3	4	5
corporal punishment	1	2	3	4	5
other (Please specify)	1	2	3	4	5
	1	2	3	4	5
	1	2	3	4	5

V. Monitoring, Evaluation, and Follow Up

1. Please briefly describe how you monitor and evaluate the effectiveness of your program.

\_\_\_\_\_

\_\_\_\_\_

Continued

2. Please briefly describe any follow up services provided after release.

\_\_\_\_\_

\_\_\_\_\_

3. How adequately does the State of Connecticut monitor, supervise, and evaluate its placements in your program?

<u>very adequately</u>		<u>very inadequately</u>		
1	2	3	4	5

4. How adequately does the State of Connecticut provide follow up services to clients after release from your program?

1	2	3	4	5

VI. Additional Comments

Please feel free to comment on any questions raised in this survey. What coordination and other problems do you experience with the State of Connecticut? How can coordination and services be improved?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Appendix V-5

Private Delinquency Treatment Programs Utilized by DCYS

<u>Child Caring Agencies</u>	<u>Location</u>	<u>Reimbursement Rate<sup>1</sup></u>
Becket Academy	East Haddam	\$ 9,800
Children's Center	Hamden	\$18,909
Conn. Junior Republic	Litchfield	\$12,750
Domus Foundation	Stamford	\$ 6,151
Elmcrest Psychiatric Institute	Portland	\$ 8,343
Gray Lodge	Hartford	\$ 6,354
Klingberg Child and Family Center	New Britain	\$15,461
Mount St. John	Deep River	\$16,272
St. Agnes Home	Wethersfield	\$ 7,603
St. Thomas More School	Montville	\$ 3,467
Timberline Youth Lodge	Cornwall	\$ 6,037
Vitam Center, Inc.	Norwalk	\$ 8,700
Woods Lane School	Gilman	\$10,977
<u>Group Homes</u>		
Amistad House <sup>2</sup>	Hartford	\$ 9,541
Douglas House	New Haven	\$ 5,087
Forbes House <sup>2</sup>	New Haven	\$ 9,000
Barnard House <sup>2</sup>	Hartford	\$10,970
Clifford House <sup>2</sup>	Hartford	\$11,817
Amanda House <sup>2</sup>	Waterbury	\$ 8,153
Blackthorn House <sup>2</sup>	Waterbury	\$ 7,606
Aequus House <sup>2</sup>	Bridgeport	\$ 9,622
Lincoln House	Meriden	\$ 5,651
Main St. House	Noank	\$ 5,993
New Trend <sup>2</sup>	Groton	\$10,473
Sesscons Home	Plainville	\$ 6,481
Liberty House <sup>2</sup>	Danbury	\$11,361
Thames House	Norwich	\$ 5,237
UNO House <sup>2</sup>	New Haven	\$11,232
VIP House <sup>2</sup>	Hartford	\$ 9,839
Community Youth House	Hartford	\$ 5,476
Tori House <sup>2</sup>	Bridgeport	\$10,384
<u>Out of State Facilities</u>		
Casriel Institute	New York, New York	\$12,960
Devereaux Schools	Devon, Pa.	\$13,800
Elan One	Poland Spring, Maine	\$11,664
Downside, Inc.	Springfield, Mass.	\$ 7,800

<sup>1</sup> Includes cost of special education reimbursed by the local education agencies (1/3) and the State Department of Education (2/3).

<sup>2</sup> LEAA contract group homes.

Source: DCYS reimbursement schedule updated to July 1, 1977.

## Appendix V-6

### MODEL TREATMENT PROGRAMS

As noted in Chapter V, better delinquency treatment programs need to be developed in Connecticut. In this Appendix, some model programs in Connecticut and nearby states are described in greater detail. An attempt is made to identify major features which appear to contribute to their success. These programs are not the only excellent programs in the New England area. Rather, they represent a cross-section of types of programs currently in operation. The chapter begins with a discussion of four residential programs. Following this, three day treatment programs and an innovative detention service are discussed.

#### Residential Treatment

Elan. Elan--a residential treatment program in Poland Spring, Maine--is considered the finest and most exceptional facility currently utilized by the state. According to DCYS officials, Elan is virtually the only private facility which will take the toughest and most difficult cases--referrals who are seriously assaultive, homicidal, chronic runaways, and arsonists.

Elan's highly structured and intensive program is based on peer pressure and self-help. In each house, residents earn top positions in the hierarchy and more prestigious work assignments through responsible behavior. Those who fail to act responsibly can be "shot down" to the bottom of the house and required to perform menial tasks. Because residents, do much of the work at Elan, including controlling assaultive behavior and runaways, only about 76 staff are needed to serve a residential population of over 230. Training of Elan workers is extensive and their pay high.

Much of the success of Elan is attributed to its founders-- Joseph Ricci, a former New York drug addict and Daytop graduate, and Dr. Gerald Davidson, a Boston psychiatrist who, according to one account, could "no longer rationalize" bankrupting parents by keeping their children in ineffective, traditional treatment. Elan's physical isolation and remoteness is also considered a key factor contributing to its effectiveness.

According to staff, parent participation is one of the key factors contributing to the success of DuBois. Family sessions have been helpful in opening lines of communication and getting parents and children to better understand each other.

Good attendance and punctuality are also required at DuBois. Clients who fail to show minimum interest or motivation are dropped from the program.

Youth Opportunities Upheld. Youth Opportunities Upheld (YOU) serves boys and girls 13-16 years old who come before the Juvenile Court in Worcester, Massachusetts. YOU offers individual and group counseling, educational and vocational opportunities, medical and dental examinations, and physical education.

Although not required, parent participation is stressed at YOU and parent group meetings are held biweekly. Program staff serve as advocates and helpers for both the child and family.

According to staff, the program has been successful because trained professionals and paraprofessionals working together as a team have been able to coordinate a system of comprehensive services. The program boasts a successful record treating active, aggressive offenders who, in most other states, would be institutionalized.

Maverick Corporation. Maverick Corporation is a supported work training program serving the chronically unemployed. Its referrals include ex-offenders and out-of-school delinquents over 17 years old. Maverick is funded by the Hartford Comprehensive Manpower program and the Manpower Demonstration Research Corporation, a nonprofit agency sponsored by several federal offices and the Ford Foundation.

Maverick Corporation, although subsidized, is a business enterprise offering saleable goods and services. Under experienced supervision, men and women in the program learn marketable skills and good work habits while being paid. Work experience has been offered in furniture refinishing, tire recapping, construction of office furniture, pre-cast concrete work, service station operation, and printing. Maverick crews have totally rebuilt housing in some of Hartford's oldest neighborhoods.

Since the goal of the program is to prepare individuals to compete in the labor market, workers cannot stay with Maverick.

## Appendix V-6

### MODEL TREATMENT PROGRAMS

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Although Elan claims a high success rate, DCYS officials report that several Elan graduates have since been incarcerated. Elan is currently attempting to improve its program, however, by setting up an aftercare service in Connecticut.

Downeside, Inc. The goal of Downeside, founded 10 years ago in Springfield, Massachusetts, is to provide permanent families for homeless young people. A serious problem which temporary residential treatment programs cannot avoid is that many juveniles return after discharge to the conditions which nourished their delinquency--unstable community and family settings. Downeside attempts to address this problem by offering an alternative to temporary residential care.

Children referred to Downeside are placed in families established by the program. Participating families are required to make a permanent commitment to children in their custody. For two to three years, each Downeside family, consisting of no more than 6-8 boys and girls, is provided a home, financial support, and social services. After the family becomes financially and emotionally stable, it moves into the community as a private functioning family. During this time, the family continues to receive some financial support.

High Meadows. Although children's "mental health" services are not within the scope of this study, one such program operated by DCYS, High Meadows, is noteworthy. Located in Hamden, High Meadows is a residential facility with a capacity to treat about 90 children, 6-15 years old.

According to the Superintendent, one of the unusual features of High Meadows is its organization and staffing. The child care staff--line personnel working directly with the children--are a central part of the organization, not the bottom of a rigid bureaucratic structure. The child care worker (who receives 8 weeks of initial training) has the same status, authority, and opportunity to influence decisions in the organization as a psychiatrist, clinical psychologist, and social worker. A highly motivated, creative, and dedicated staff has developed at High Meadows as a result of this organizational system.

At High Meadows, children learn to produce goods and services and work for what they want, just as in the "adult world." The children apply for jobs, such as shining-shoes, washing cars, renewing old furniture, and waiting on tables. They operate their own theater, restaurant, and store. Applying basic skills learned in the High Meadows school, children earn money to buy food, clothing, entertainment, and trips.

One complaint of officials about High Meadows, however, is that its admissions standards and policies are too restrictive.

Wilderness School. In its fourth year of operation by DCYS, the Wilderness School, based in Goshen, attempts to help troubled youth through an intensive program of outdoor survival.

For 19 days, 10-12 boys and girls accompanied by two instructors, live in the wilderness --hiking, canoeing, and rock climbing through Connecticut forests. According to program officials, the stress and crisis created by the experience can lead to significant change and development of personality and behavior.

During the past four years, about 400 young people have participated in the program. Referrals come from the Juvenile Court, Long Lane, Youth Service bureaus, and other sources. Before starting the Wilderness experience, participants sign contracts describing what goals they hope to accomplish during and after the Wilderness experience. Refresher courses and follow up are also provided to all program graduates.

#### Day Treatment

DuBois Center. The DuBois Day Treatment Center is a non-residential facility in Stamford serving juveniles and adults. It has been used by the Juvenile Court as a condition of probation. In the full time program, juveniles attend their regular school for half a day (after an initial two week period) and go to DuBois for treatment in the afternoon. After completing the full time program (about 3 months), juveniles may become members of outpatient groups.

Treatment includes group sessions and organized group activities. Dance, art, and "movement" therapy are all utilized at DuBois. Movement therapy involves development of physical expression and body motion. For example, an "agressive" sport, such as basketball, might be prescribed for a timid, inward individual while an overly aggressive person might be encouraged to try a "delicate" sport such as ping pong.

Verbal therapy sessions focus on understanding problems and taking action to overcome them. These sessions enable a juvenile to realistically examine his or her situation.

Juveniles are not eligible for the program at DuBois unless their families agree to family therapy once a week.

According to staff, parent participation is one of the key factors contributing to the success of DuBois. Family sessions have been helpful in opening lines of communication and getting parents and children to better understand each other.

Good attendance and punctuality are also required at DuBois. Clients who fail to show minimum interest or motivation are dropped from the program.

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According to staff, the program has been successful because trained professionals and paraprofessionals working together as a team have been able to coordinate a system of comprehensive services. The program boasts a successful record treating active, aggressive offenders who, in most other states, would be institutionalized.

Maverick Corporation. Maverick Corporation is a supported work training program serving the chronically unemployed. Its referrals include ex-offenders and out-of-school delinquents over 17 years old. Maverick is funded by the Hartford Comprehensive Manpower program and the Manpower Demonstration Research Corporation, a nonprofit agency sponsored by several federal offices and the Ford Foundation.

Maverick Corporation, although subsidized, is a business enterprise offering saleable goods and services. Under experienced supervision, men and women in the program learn marketable skills and good work habits while being paid. Work experience has been offered in furniture refinishing, tire recapping, construction of office furniture, pre-cast concrete work, service station operation, and printing. Maverick crews have totally rebuilt housing in some of Hartford's oldest neighborhoods.

Since the goal of the program is to prepare individuals to compete in the labor market, workers cannot stay with Maverick.

Although Maverick provides help, each trainee is responsible for finding a job after working for the corporation for a year.

### Detention

Center for Human Development. An innovative community detention program for juveniles is operated by the Center for Human Development located in Springfield, Massachusetts. The Center services juveniles awaiting trial in four western Massachusetts counties, detaining them for 5-30 days.

The unusual feature of this program is that no locked facilities are used. Instead, juveniles are placed in either private homes (volunteer families) or group homes staffed by the Center. The few offenders considered uncontrollable or dangerous are referred to a secure treatment program. According to Center officials, only 4% of the detainees have run from the program during its first five years of operation.

This program offers juveniles a comfortable and concerned setting while waiting to go to Court. In some instances, children have returned to their temporary home after being released by the Courts.

### Conclusion

As part of its program development responsibility, DCYS should review these and other model programs in the country. Although some programs may not be adaptable, each can demonstrate features likely to improve the effectiveness of existing programs and the potential for success of new programs.

For example, the model programs reviewed in this Appendix show the key role and importance of such factors as family involvement, charismatic leadership, dedicated line staff, and good training.

Appendix V-7

AN ACT TO CLARIFY THE POWERS OF THE JUVENILE COURT  
WITH RESPECT TO THE DEPARTMENT OF CHILDREN AND YOUTH SERVICES  
(Prepared by DCYS)

Be it enacted by the Senate and House of Representatives and General Assembly convened:

Section 1: Section 17-59 of the General Statutes is repealed and the following is substituted in lieu thereof:

The Juvenile Court shall exercise exclusive original jurisdiction over all proceedings concerning uncared-for, neglected or dependent children and youth and delinquent children within this state, except in matters of guardianship and adoption and all other matters affecting property rights of any child or youth over which the probate court has jurisdiction. Said court shall also have authority to make and enforce, within its territorial limits, such orders directed to parents, including any person who acknowledges before said juvenile court paternity of a child born out of wedlock, guardians, custodians or other adult persons, owing some legal duty to a child or youth therein, as it deems necessary or appropriate to secure the welfare, protection, proper care and suitable support of a child or youth subject to its jurisdiction [or otherwise committed to or in the custody of the Commissioner of Children and Youth Services] PROVIDED, HOWEVER, THAT THE COURT SHALL MAKE NO ORDER CONCERNING THE CARE, TREATMENT OR PLACEMENT OF ANY CHILD COMMITTED TO OR OTHERWISE UNDER THE SUPERVISION OF THE DEPARTMENT OF CHILDREN AND YOUTH SERVICES. Said court shall also have authority to grant and enforce injunctive relief, temporary or permanent in all proceedings under this section. If any order for the payment of money is issued by the juvenile court, the collection of such money shall be made by said court, except orders for support of children committed to any state agency or department, which orders shall be made payable to and collected by the central collections division of the department of finance and control. The juvenile court shall have authority to make and enforce orders directed to persons liable hereunder on petition of said division made to said court in the same manner as is provided in section 17-324, and all of the provisions of said section shall be applicable to such proceedings. NOTHING IN THIS SECTION SHALL GIVE THE COURT ANY POWER TO IMPAIR THE POWERS OR CHANGE THE DUTIES OF THE COMMISSIONER AND DEPARTMENT OF CHILDREN AND YOUTH SERVICES AS SET FORTH IN THE GENERAL STATUTES.

Section 1: This act shall be effective upon passage.

STATEMENT OF PURPOSE

To clarify the relationship between the Juvenile Court and the Department of Children and Youth Services and to reaffirm the authority and responsibility of the Department with respect to the care, placement and treatment of children and youth under its supervision.

[Proposed deletions are enclosed in brackets. Proposed additions are all capitalized or underlined where appropriate, except that when the entire text of a bill or section of a bill is new, it is not capitalized or underlined.]

Appendix VI-1

Youthful Offender Laws in Other States

These states have auxiliary systems for handling juvenile delinquents or youthful offenders.

California: The Youth Authority. The courts may, at their discretion, commit to the Youth Authority for special rehabilitative treatment persons convicted of a public offense who:

1. are less than 21 at the time of apprehension,
2. are not sentenced to death, life imprisonment, imprisonment for 90 days or less, or only the payment of a fine,
3. are not granted probation. Calif. Welf. & Institutions Code sec. 1700-1827.

District of Columbia: The court has the discretion to commit any convicted person under the age of 22 to rehabilitative treatment in lieu of sentence. 18 U.S.C.A. sec. 5025.

Idaho: The district courts may commit to the Youth Rehabilitation Board a person under 21 years of age who is convicted of a felony. Idaho Ann. Stats. sec. 16-1801 to 16-1845. (1969' supp).

Indiana: Any person between the ages of 15 and 25 sentenced to the Department of Corrections by the court will be diagnosed by the Youth Authority Division of the Department which will decide whether he should be placed in a special rehabilitative institution. But, his parole and discharge shall be governed by the laws applicable to the sentence imposed by the sentencing court. Ind. Ann. Stat. sec. 11-1-29.

Minnesota: Minors convicted in Criminal courts of any crime which carries less than death or life imprisonment, and more than 90 days or a fine must be committed to the Youth Conservation Commission. Persons under the age of 25 may be similarly committed if the Board of Pardons commutes their sentence. Minn. Stats. Ann. sec. 242.01 - 242.386.

South Carolina: No child under the age of 17 may be committed to any penal or correctional institution other than the Board of Juvenile Corrections. Persons between the ages of 17 and 25 convicted of an offense may be placed in the custody of the Division of Youthful offenders for an indeterminate time less than six years. If the youthful offender is older than 20, then he must consent to this commitment. Both of the institutions mentioned above have broad powers to prescribe rehabilitative treatment and grant discharge. South Carolina Laws Ann. sec. 24-19-10.

Appendix VI-1 (continued)

Vermont: Persons 16 to 26 convicted of a crime may be placed under temporary custody of the Commissioner of Corrections for study and recommendations as to whether the person should be committed to (among others) the youthful offenders facility. Vermont Laws Ann. sec. 28-301.

Wisconsin: Persons under 21 convicted of a crime:

1. with punishment of more than 6 months and less than life imprisonment must be committed to the State Department of Public Welfare,
2. with punishment of less than 6 months or more than life imprisonment may not be committed to the Department,
3. with sentence which may at the discretion of the Court be life imprisonment or less, the court may commit to the Department. The Department of Public Welfare has broad powers of rehabilitation treatment and discharge. Wisc. Stat. Ann. sec. 54.01 to 54.38.

Source: Yale Legislative Services, Courts, Corrections and the Young Offender in Connecticut, 1970. (Updated by Legislative Program Review and Investigations Committee staff through 1976.)

1870  
The first of the year was a very successful one for the  
company. The sales were up to the mark and the  
profits were also very good. The management was  
very efficient and the employees were very hard  
working.

The second of the year was also a very successful one  
for the company. The sales were up to the mark and  
the profits were also very good. The management was  
very efficient and the employees were very hard  
working.

The third of the year was also a very successful one  
for the company. The sales were up to the mark and  
the profits were also very good. The management was  
very efficient and the employees were very hard  
working.

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