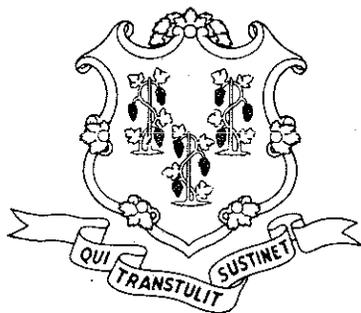


JUVENILE JUSTICE IN CONNECTICUT

Connecticut

General Assembly



LEGISLATIVE
PROGRAM REVIEW
AND
INVESTIGATIONS
COMMITTEE

January 1989

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 to evaluate the efficiency, effectiveness, and statutory compliance of selected state agencies and programs, recommending remedies where needed. In 1975, the General Assembly expanded the committee's function to include investigations, and during the 1977 session added responsibility for "Sunset" performance reviews. The committee was given bill raising and reporting authority in 1985.

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JANUARY 1989

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JUVENILE JUSTICE IN CONNECTICUT

SUMMARY

The Legislative Program Review and Investigations Committee has examined the juvenile justice system in Connecticut over the past few months. This system involves a myriad of both public and private agencies at all levels, from municipal to federal. Because the system is so dispersed, the committee necessarily limited the areas to which in-depth attention was given.

Further complicating any study of juvenile justice is the prevalence of societal factors contributing to juvenile delinquency. From observations of juvenile court and treatment facilities, case file examination, and data analysis, the program review committee believes that the problems that touch the juvenile justice system go much deeper than legislative or administrative recommendations can remedy. Poverty, single parent families, family violence and child neglect, substance abuse, housing shortages, and the materialism that exist in our society all play a part in fostering juvenile delinquency, and all strain at the system's resources and ability to cope.

With those limitations set forth, the program review committee believes that the findings and recommendations included in this package will help the system focus on what its purpose should be, on which juveniles may need greater attention, and assist in better use of the court's information systems by judges and other court personnel to determine what actually happens to juveniles in court, and which court actions work and which do not.

The report also finds that better compliance with the statutory requirements for longer rotation periods for judges assigned to juvenile court, and more diligent efforts to collect reimbursement for court-ordered attorneys are needed. The Legislative Program Review Committee also recommends greater discretion in dealing with serious juvenile offenders, and proposes changes in the Families with Service Needs statutes. The committee also concludes that additional personnel and stricter acceptance criteria are needed for detention, if the department's minimal staffing standards cannot be met. Further, better security, a staff reallocation, and more attention to treatment planning should be implemented at Long Lane.

At the local level, Legislative Program Review and Investigations Committee found variation in both arrest rates, and in the guidelines and procedures for dealing with juveniles and makes recommendations for greater consistency in those procedures, and for additional training for police

officers in the treatment of juveniles. Below is a listing of the specific recommendations that the Legislative Program Review and Investigations Committee adopted.

RECOMMENDATIONS

The Legislative Program Review and Investigations Committee recommends that the following action be taken to ensure that police departments know fully what their responsibilities are in handling juveniles and that juveniles are dealt with in a more consistent manner.

1. By July 1, 1990 all municipalities and the state police shall create or update written policies and procedures dealing with the arrest, referral, diversion, and detention of juveniles coming in contact with law enforcement personnel. By this date, all guidelines are to be communicated to each department's police officers.

2. By July 1, 1990 the Municipal Police Training Council and the State Police Training Academy shall provide a minimum of three percent of their total pre-service training requirements, and ten percent of their total in-service training requirements in the area of juvenile matters. Training shall deal with the handling and processing of juveniles as well as the major components and resources of the juvenile justice system.

3. The program review committee finds that there is some attempt being made to maintain a degree of continuity on the juvenile court, but recommends that more effort be made to achieve compliance with the statute concerning 18-month assignments of judges to Juvenile Matters.

4. Program review concludes that a clearer definition of the purpose and role of the juvenile court needs to be identified. Therefore, the program review committee recommends that a task force be established by the chief court administrator, made up of five judges serving on juvenile matters, five members of the Juvenile Justice Advisory Committee, and five at-large members, to develop a clear mission statement for the Superior Court, Juvenile Matters.

5. The Legislative Program Review and Investigations Committee recommends that Juvenile Matters of the Family Division, Superior Court examine probation officer case loads by court locations, and take necessary steps to equalize workloads, including assigning probation officers to more than one court location.

6. The program review committee concludes that courts are not making a diligent effort to order and collect reimbursement where families are deemed able to pay, and recommends

that courts strengthen their efforts to comply with the statutory obligation.

7. The Judicial Department's budget coding system should be revised to allow for clear categorization of all expenditures related to court-ordered services.

8. The program review committee recommends that C.G.S. Sec. 46b-134 be amended to authorize the court to order reimbursement for court-ordered medical or mental examinations.

9. The Judicial Department should establish a unique identifier for each juvenile that comes into the system.

10. All court locations should be on-line with the computerized juvenile information system by July 1, 1990.

11. The Judicial Department should produce quarterly reports, distributed to all judges serving in juvenile courts and other appropriate court personnel, that track specific categories of juveniles and examine their patterns of court involvement, the crimes being committed, and the disposition of their cases. This information should also be provided to the task force recommended earlier.

12. The Judicial Department should organize its database to facilitate analysis, both by unique juvenile as well as by overall case load.

13. The Legislative Program Review and Investigations Committee recommends that C.G.S. Section 46b-133 be amended by providing that once a detention reaches maximum capacity, according to departmental standards, the detention supervisor in charge of intake shall admit only juveniles who: 1) are charged with felony offenses; 2) have an outstanding "take into custody" order; 3) are remanded to detention by a judge; or 4) are being transferred to that center for a court appearance.

14. The program review committee recommends that the Judicial Department re-examine the standards for minimum full-time detention staff to determine if realistic levels have been set. If the department concludes that staffing should not fall below these current minimum standards, then the personnel necessary to maintain at least these minimum levels for each shift should be requested of the legislature.

15. The Legislative Program Review and Investigations Committee recommends that the statutory provision, allowing police officers to hold children for only six hours, be amended to increase the holding time to a maximum of 24 hours.

16. The program review committee recommends that any parent or guardian who violates a court order under C.G.S. Sec. 46b-121 may be found in contempt of the court and fined not more than \$100 or imprisoned for a period not to exceed six months.

17. The program review committee recommends that when a Family With Service Need (FWSN) truancy case is referred to court, and no educational evaluation has been conducted during the previous year, that the court be required to order such testing.

18. The Legislative Program Review and Investigations Committee recommends that the statutory provisions, contained in C.G.S. Sec. 46b-146, concerning erasure of police and court records in delinquency cases also apply to FWSN cases.

19. The Serious Juvenile Offender (SJO) law, codified in C.G.S. Secs. 46-120 and 46b-126 (a),(b), and any other statutory references to serious juvenile offenders should be repealed. Instead, judges should have discretion to proceed with any of the provisions now allowed under the statutes for SJOS for any case he or she deems appropriate. Under Sec. 46b-133(d) of the statutes, whereby a SJO may only be released from detention by a judge under a court order, this reference should be changed to any juvenile held in detention on a felony charge.

20. Judges, the court advocate's office, and probation officer supervisors should all receive quarterly summarized reports on the data on juvenile court referrals, including the offenses, the referral court, and court processing information such as time, referral and disposition charge, and actual disposition, so that these personnel involved in juvenile adjudication will have an overall view of what is occurring in the system.

21. The court advocate's office should be given authorization to hire two investigators as soon as possible. Juvenile Matters should begin including those position in the Judicial Department's next requested budget.

22. The program review committee recommends that all Department of Children and Youth Services treatment plans include the date they are developed, and the anticipated length of stay. Further, aftercare plans, especially ones developed for the child's return to the community, should contain a clear proposal for all aspects of the child's reentry into the community, including but not limited to the living situation, schooling, work, any aftercare services needed, and also include a plan for monitoring the child's progress.

23. Treatment plans developed by Long Lane staff should include any specific problems the child has and any specialized programs the juvenile will participate in to deal with those problems. Further, Long Lane staff should continually assess the type of population at the facility so that it can develop particular programs for the problems the population exhibits.

24. The Legislative Program Review and Investigations Committee recommends that Long Lane reallocate a number of its Correctional Rehabilitative Services positions to Aftercare Services.

25. The program review committee recommends that Long Lane be made more secure. One alternative is to make Long Lane a secure facility by erecting a fence around the entire grounds; or, the other option is to build a 20-bed medium security unit attached to the already existing secure unit.

26. The program review committee believes that DCYS should monitor the treatment and care of children under its commitment, but that the department should take great care that any automatic review policy it implements does not further constrict an already limited service area.



CHAPTER I INTRODUCTION

Scope and Definitions.

This examination of the juvenile justice system in Connecticut was authorized by the Legislative Program Review and Investigations Committee (LPR&IC) in February, 1988. The study identifies and discusses the role, impact, and effectiveness of the major programs which exist for responding to children who get into trouble with the law. It focuses on two groups of juveniles-- delinquents, and children from families with service needs (FWSN)-- from point of entry into the system to point of exit. The study does not examine the system as it relates to: abused, neglected, or dependent children, termination of parental rights, or matters of guardianship or adoption.

Connecticut law describes a delinquent as one who, before his/her 16th birthday, has violated or attempted to violate any federal or state law, order of the Superior Court, or municipal or local ordinance, other than an ordinance regulating behavior of a child from a family with service needs.

A child from a family with service needs (FWSN) is one who: (a) has run away from home without good cause; (b) is beyond the control of his parents or custodian; (c) has participated in indecent or immoral conduct; (d) has been habitually truant, or who while in school has been continuously and overtly defiant of school rules and regulations. These offenses are sometimes called status offenses.

Methodology

Information for this briefing was collected using the following methods:

- a review of the juvenile justice statutes and regulations;
- interviews with juvenile court judges, probation officers, Department of Children and Youth Services (DCYS) and other state agency officials, youth service workers, and juveniles;
- review of documentation and data from relevant state and federal agencies, research groups, and professional organizations;

- a survey of local and state law enforcement agencies (Appendices B and C);
- site visits made to Long Lane School, Connecticut Junior Republic, the Wilderness School, Youth Shelter Inc. of Greenwich, youth service bureaus in East Hartford and Bristol, and the state's three detention centers;
- testimony from three public hearings held by the committee; two in Hartford, and one in Norwalk;
- review of a sample of probation case files at three court locations and examination of a second sample of case files at Long Lane School (Appendices D and E);
- review of state agency budgets;
- observation of juvenile court proceedings in three court locations; and
- analysis of statistical data collected from the various programs to determine the profile of delinquents, the cost of the various programs in the system, and supply of placements in the programs at each stage in the system.

In addition, computerized data on Connecticut's juvenile court cases from 1980 through 1986 were obtained from the National Center for Juvenile Justice (NCJJ), and juvenile court data as of May 1988 were obtained from the Connecticut Judicial Department.

Report Organization.

The report is divided into four chapters, which in turn are separated into sections, according to topic areas. Chapter I defines the scope and describes the methods used in the study. Chapter II provides an overview of juvenile justice, including a background of the system, and a brief examination of the juvenile population, juvenile crime, and crime trends nationally, as well as in Connecticut. In Chapter III a detailed description of Connecticut's juvenile justice system is provided, including local law enforcement and diversion programs, the state's juvenile court and processes, and the treatment of the committed delinquent.

In the final chapter, Chapter IV, analysis of the system is provided along with findings and recommendations approved by the committee in five separate areas: local law

enforcement; juvenile court and its proceedings; the state's juvenile detention program; categories of juvenile delinquents, including FWSN cases and serious juvenile offenders; and treatment for the committed delinquent.

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CHAPTER II OVERVIEW OF THE JUVENILE JUSTICE SYSTEM

SECTION I

HISTORICAL BACKGROUND

The idea of a separate justice system for juveniles began with the establishment in Chicago of the first juvenile court in 1899. By the middle of this century all states had established juvenile courts. A major assumption implicit in this action was that society should have fundamentally different responses to juvenile and adult criminality. The goal of the courts was to rehabilitate the juvenile offender whose behavior could either be explained in terms of his socio-economic circumstances, or the psychological disturbances characteristic of the adolescent developmental period.

The courts were non-adversarial in nature, viewing the juvenile offender as a delinquent rather than a criminal and the judge as "a benevolent substitute father, concerned with a child's welfare and with safeguarding his interests." The mission of the court was to provide care and treatment for the juvenile offender whose rehabilitation was considered far more important than concern for community protection, retribution, punishment and deterrence. This approach represented a major departure from the punishment orientation that had characterized previous responses to juvenile delinquency.

The rehabilitative approach to juvenile justice and the non-adversarial nature of the court proceedings influenced the creation of a system which was marked by a noticeable absence of uniform rules and due process safeguards and which allowed judges wide discretionary powers-- all procedures which in other circumstances would have been considered unconstitutional.

Beginning in the 1950s, public criticism of the principles and procedures underlying the juvenile justice system began to surface. Critics argued that abuses of due process, inequality in the treatment of offenders, and the similarities in the consequences of juvenile court proceedings and criminal adult trials had produced the need for procedural standards comparable to those of criminal courts. In 1967, the Supreme Court ruled (in Re Gault, 387 U.S. 1 (1967)) that juvenile offenders had a constitutional right to some of the due process protections enjoyed by adults, including notice of charges; representation by counsel; and confrontation and cross examination of witnesses.

Within the next two decades many states acting on their own initiative expanded juvenile due process beyond the

minimum standards required by the Supreme Court. For example, 26 states now grant juveniles the right to a verbatim transcript of proceedings, 36 specifically mention the right to appeal some decisions of juvenile courts, 17 provide bail in some circumstances, 13 permit jury trials and 17 allow public trials.

Another impetus for change in the juvenile justice system came from the movement for deinstitutionalization which emerged in the 1950s. Advocates of the movement criticized the extensive use of adult jails and detention centers to hold an inordinate number of children for offenses which would not have been considered criminal if committed by adults (status offenses). Additionally, some critics argued that court intervention in many juveniles' lives was not having the desired effect of rehabilitation but was perhaps serving to increase delinquent behavior. These criticisms of the juvenile justice system influenced Congress to pass the Juvenile Justice and Delinquency Prevention Act (JJDP) in 1974 (P.L. 93-415).

The general intent of the JJDP Act was to modify policies and practices governing the handling of status offenders. The specific intent was to reduce the extent of juvenile justice system involvement in non-criminal misbehavior, and thereby reduce the level of coercion inflicted upon juveniles charged with status offenses. A major suggestion implicit in the passage of this act was that there was a need for dealing with some juveniles in a less intrusive manner and for maintaining them in a less restrictive environment. A provision of the act directed states to cease placing status offenders in secure facilities such as detention centers or face the loss of eligibility for federal funding. The act gave substantial impetus to a nationwide movement to end the use of detention and incarceration in correctional institutions as ways of dealing with status offenders and advocated the use of community-based alternatives instead.

In the late 1970s, there was an increase in the number of juvenile crimes against property and person. This trend coupled with a highly publicized view that, for the most part, efforts at rehabilitation in the juvenile justice system had been largely unsuccessful, began to erode the public's confidence in the juvenile justice system. In recent years, the trend of many states' laws suggests an apparent disillusionment with the appropriateness and effectiveness of the rehabilitative model of juvenile justice. While not abandoning the rehabilitative approach to juvenile justice, there is more than a suggestion of a shift in the delinquency policies of many states to recognize punishment as having a comparable role to care and treatment in the juvenile court's response to juvenile crime.

This shift is evidenced by the legislation passed in several states. For example, some states have lowered the age of jurisdiction for adult court thereby increasing the number of juveniles who are transferred into the adult system. Some have increased the severity of sanctions in juvenile court in an effort to ensure that serious or violent offenders are handled in a manner that gives higher priority to community safety and victim rights. Others mandate the length and type of confinement for chronic and violent offenders. As a consequence of these and other changes, the juvenile court system is now in a flux between the concepts of the penal adult system and those of the rehabilitative juvenile model.

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SECTION II

NATIONAL PERSPECTIVE OF JUVENILE DELINQUENCY

The juvenile population nationwide has been declining in recent years. The number of children in the juvenile population -- basically 10- to 17-year-olds -- has declined steadily from 31.1 million in 1975 to 26.7 million in 1984, a decrease of slightly more than 14 percent. Table I-1 depicts the decline in the juvenile population over the 10-year period.

Table II-1. National Juvenile Population -- 1975 - 1984.

<u>Year</u>	<u>Population</u> (millions)	<u>% Incr/Decr</u>
1975	31.1	
1976	30.7	-1.28
1977	30.0	-2.28
1978	29.6	-1.33
1979	29.0	-2.02
1980	28.5	-1.72
1981	28.1	-1.40
1982	27.4	-2.49
1983	26.9	-1.82
1984	26.7	-0.74
	Total	14.14

Source: U.S. Dept. of Justice, Juvenile Court Statistics, 1984

These figures, which are reported by the U.S. Dept. of Justice, Office of Juvenile Justice and Delinquency Prevention in annual reports on juvenile court statistics assess populations at risk in each state from age 10 to the upper age of juvenile court jurisdiction in that state. Because of the time involved in collecting and compiling all the data from each state, the most recent national data are for 1984. The vast majority of states (38) have 17 as the upper age limit, while 8 states use 16, 3 states, including Connecticut, have 15 as the jurisdictional cutoff for juveniles, and one state uses 18.

As might be expected, there has also been a decline in the number of juvenile offenses during the same 1975 to 1984 period. Figure II-1 shows that the overall number of offenses declined from 1,406,100 to 1,304,000 during the 10-year period. The most substantial one-year drop in offenses occurred between 1981 and 1982, when they dropped by

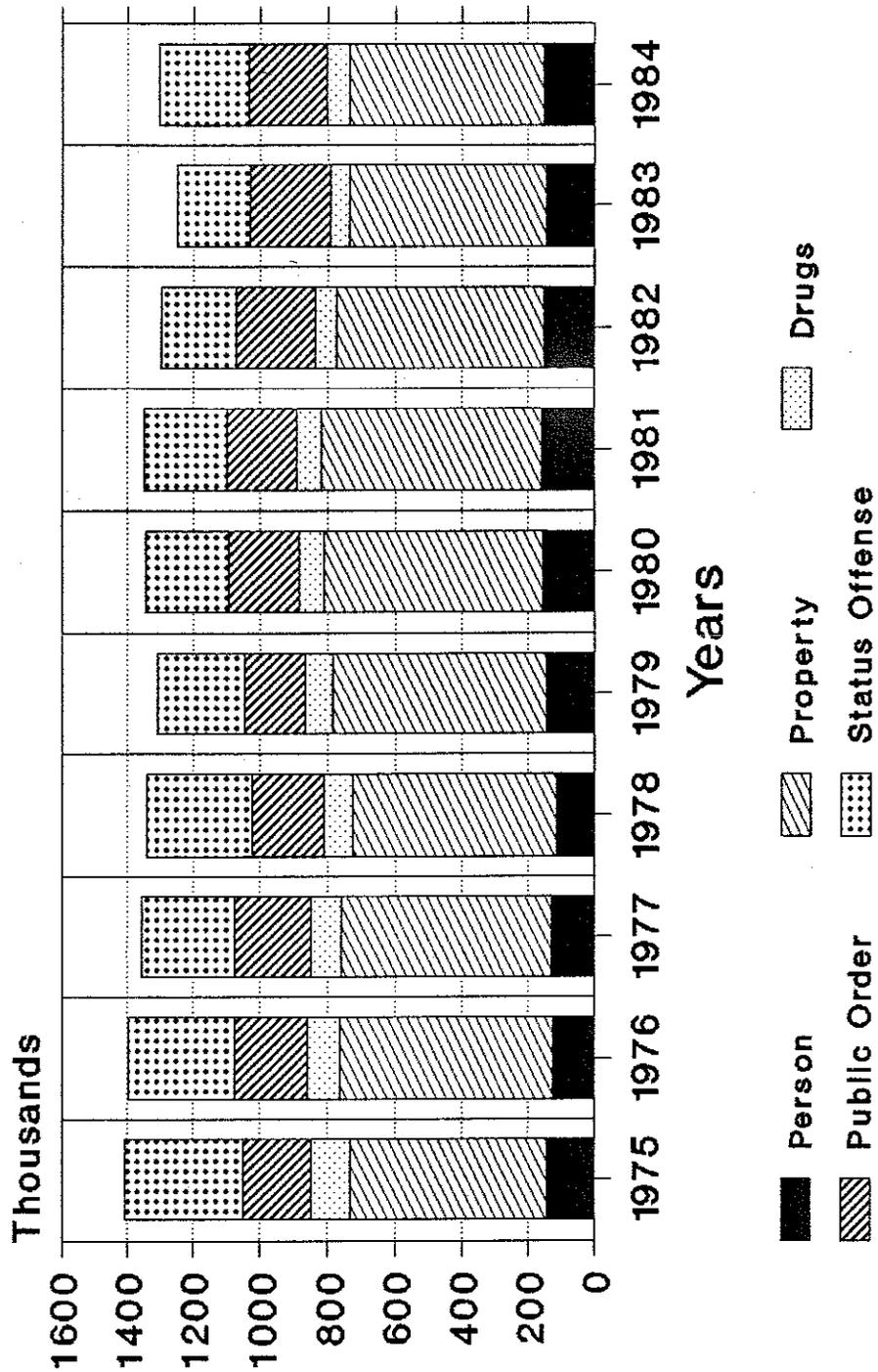
almost 4 percent. Significantly, this was also the year that experienced the greatest percentage decline in population (2.49%) as seen in Table II-1.

Figure II-1 does show that in 1984 there was an increase of 4.57 percent in the overall number of juvenile offenses, despite a continuing decline in population. Since 1984 is the most recent year for which nationwide data are available, it is yet to be determined if this trend continues.

Although juvenile crime has been declining overall, some types of offenses have increased over the 10-year period. For example, property offenses have grown by 21.6 percent, public order offenses, such as vandalism, trespassing, and disorderly conduct increased by about 15 percent, and crimes against person rose by approximately 3.5 percent. To offset these increases, the other two juvenile crime categories have experienced fairly substantial declines -- drug offenses have fallen by 43 percent, and status offenses have decreased by 24 percent.

Figure II-1: All Juvenile Cases

U. S. Juvenile Courts: 1975-84



Source: LPR&IC Analysis

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SECTION III

STATEWIDE LOOK AT JUVENILE DELINQUENCY

Juvenile Justice History in Connecticut

Until the beginning of the 19th century, children who broke the law were treated no differently than adult criminals. Penalties included incarceration in adult prisons, and physical punishment. In fact, during the Colonial period in Connecticut, children could be put to death for wilfully disobeying their parents. In 1816, the Connecticut legislature eliminated these punishments, and instituted fines and imprisonment instead. Connecticut opened the state's first juvenile reform school in Meriden in 1854, which later became the Connecticut School for Boys. In 1868, the Industrial School for Girls, now known as Long Lane School, was opened as a private facility in Middletown. Long Lane School became a coeducational facility in 1973, following the closing of the Meriden School for Boys.

Separate treatment. Following the lead of other states, Connecticut enacted laws in 1917 that differentiated the treatment of juveniles from adults and provided for partial confidentiality of juvenile records. In 1921, the legislature authorized local courts to hold separate noncriminal proceedings for juveniles and specified that children under 16 could not be found guilty of a crime.

In 1941, the legislature created a separate statewide Juvenile Court System, with three districts and a full-time judge presiding in each. Following a 1967 landmark U.S. Supreme Court Case, *Gault vs. State of Arizona*, Connecticut enacted Public Act 630, which explicitly affirmed due process rights for children. The law also expanded the number of juvenile court judges to six, with two in each district.

Superior court established. Legislation that passed in 1976 (P.A. 76-436) and took effect in 1978 made sweeping changes to Connecticut's judicial system. One of those changes abolished the previously separate juvenile court, and merged it into the new Superior Court system. Under the new system, however, juvenile matters were to receive the same procedural treatment that had been required under prior law. The act required that juvenile matters cases be heard separately from other Superior Court business, and, as far as practicable, in separate facilities. The new Chief Court Administrator was authorized under this act to assign and reassign any personnel necessary for efficient operations of the courts.

Serious juvenile offenders. In 1979, the legislature passed P.A. 79-581, the "Serious Juvenile Offender Act", which toughened the state's approach to juveniles charged with serious offenses. First, the act designated certain classes of offenses as serious, and those under 16 committing those acts were to be considered serious juvenile offenders.

Secondly, the law took a stiffer approach to the treatment of those serious juvenile offenders by:

- requiring the automatic transfer, without a hearing, to the adult court for certain cases involving 14- and 15-year-olds;
- expanding the categories of offenses for which a juvenile could be transferred to adult court with a hearing;
- requiring a diagnostic evaluation of those charged with serious juvenile offenses;
- allowing the court to mandate that a period of commitment to the Department of Children and Youth Services (DCYS) be spent away from the child's family and community;
- requiring DCYS to provide the court with a previously committed juvenile's amenability to treatment;
- requiring that only a judge be allowed to release a serious juvenile offender from detention; and
- extending the period of commitment to DCYS to four years for serious juvenile offenders.

Use of detention. At the same time as it toughened treatment of serious juvenile offenders, Public Act 79-581 imposed greater restrictions on the use of detention, requiring that one or more statutory criterion be met to keep a child in detention.

Other limitations on the use of detention have also been legislatively adopted. For example, even before the 1979 legislation was adopted, the juvenile court was authorized to divert a juvenile to a youth services program rather than have the juvenile remain in detention. In 1985, police officers were given greater discretionary powers to turn a juvenile over to a juvenile probation officer or other

juvenile court officer rather than taking the child to a juvenile detention center. Legislation also authorized the supervisor of the detention center to turn over a detained child to a youth services program.

By 1984, use of detention was further restricted, allowing police officers to release a child to the custody of his parents, guardians, or agency, instead of taking him to a detention center. The 1984 legislation also required that, before bringing a child to detention, police officers should: 1) make a reasonable attempt to notify the child's parents or guardian(s); and 2) set forth the alleged delinquent act.

Decriminalizing status offenses. Congress, in 1974 passed P.L. 93-415, the Juvenile Delinquency and Prevention Act, mentioned earlier in this chapter. Following the national lead -- to remove consideration of status offenses as delinquent acts, and to deinstitutionalize juveniles detained for those acts -- Connecticut adopted legislation in 1979 that incorporated the objectives of the federal law.

The Connecticut legislation (P.A. 79-567), known as Families with Service Needs (FWSN) did not become effective until 1981. The law defined the Family with Service Needs child as one who: has run away without good cause; is habitually truant from school or who repeatedly is defiant of school rules; is beyond parent's or guardian's control; or has engaged in indecent or immoral acts. The FWSN legislation established alternatives for police to use in dealing with runaways and placed limitations on the reasons and the length of time FWSN children could be kept in detention awaiting adjudication.

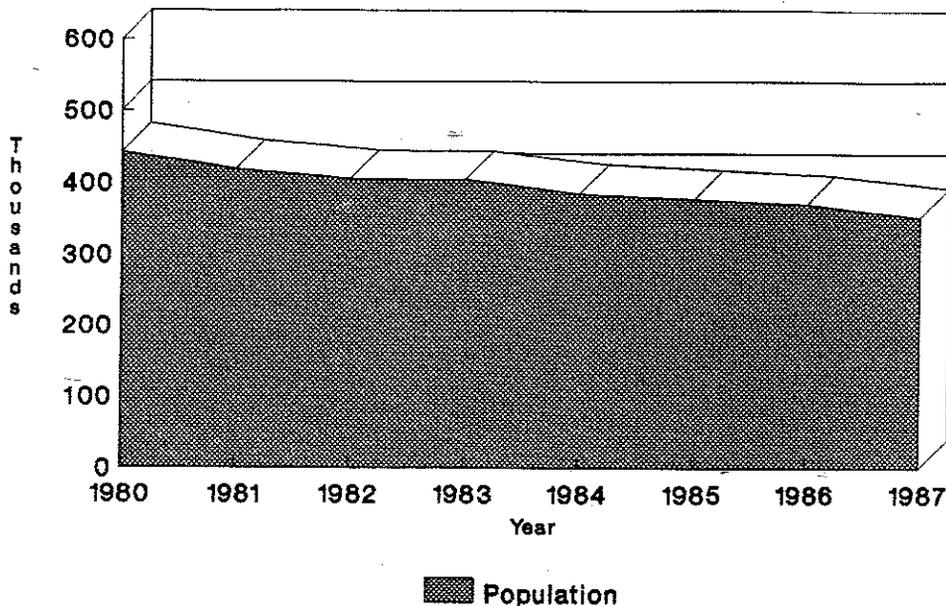
The initial act did set forth certain dispositions for FWSN cases, but prohibited the use of state-run detention as a disposition. However, the public act did not establish any enforcement mechanisms if the FWSN child violated the court-ordered disposition. This was rectified in 1982, when legislation was passed authorizing several measures to deal with violators, including 10 days in detention if probable cause of a violation existed. In 1985, the legislature further fine-tuned the FWSN law, changing the 10-day pre-adjudication detention period to only 72 hours. Significantly, the legislation also made a violation of a FWSN court order a delinquent act, and one for which the violator could be placed at Long Lane School.

Connecticut's Juveniles: Population and Crime Rates

Connecticut's juvenile population. Similar to national trends discussed in the first chapter, Connecticut has also experienced a decrease in juvenile population. Connecticut's juvenile population --ages 7 to 15-- went from 442,098 in 1980 to 347,010 in 1988, a decline of almost 27 percent. The

trends in the state's juvenile population are plotted in Figure II-2.

Figure II-2: Connecticut Juveniles
Seven to Fifteen Year-Old Population



The decline in juvenile population has been almost universal throughout Connecticut. Since 1983, only 22 of the state's 169 towns (or 13%) have experienced any increase in this population, none of the increases were over 5 percent. On the other hand, the declines in juvenile population in some towns have been significant. Meriden, for example, has experienced a 32 percent decline in 7- to 15-year-olds in only 5 years.

Trends in juvenile crime. The direction of juvenile crime in Connecticut has also paralleled the downward national juvenile crime trends. Table II-2 below shows the total number of juvenile arrests made in Connecticut from

1980 to 1987, as reported in Connecticut's Uniform Crime Reports. An arrest deals with a single incident and not the number of charges lodged at that time. The Connecticut Department of Public Safety, which maintains the Uniform Crime Statistics for the state indicate that an arrest is recorded for juveniles when the circumstances are such that if they were adults, an arrest would be recorded. However, as will be discussed in this section, not all arrests result in a referral to juvenile court.

Table II-2. Number of Juveniles Arrested in CT. -- 1980-87

<u>Year</u>	<u>Juveniles Arrested</u>	<u>%Inc.or Decr.</u>
1980	20,526	
1981	21,052	3%
1982	17,675	-16%
1983	16,202	-8%
1984	15,898	-2%
1985	16,848	6%
1986	15,892	-6%
1987	15,415	-3%

Source: Analysis of CT. Uniform Crime Reports, Dept of Public Safety, 1980-1987.

As the table shows, overall the arrests have declined by approximately 25 percent in the eight-year period. In 1985 arrests increased, but this increasing trend was short-lived; in 1986 and again in 1987, the arrests declined.

Program review also examined the number of offenses committed in light of the declining juvenile population. To assess whether the number of crimes per juvenile was increasing or decreasing, the number of offenses per 1,000 juveniles was reviewed and the results are shown in Table II-3 below. The table shows that the number of offenses per 1,000 juveniles has remained fairly constant. Connecticut's average number of offenses per 1,000 for this five-year period was 42.6, which was somewhat below the national average of 46.4.

In making the state-to-national comparison, however, two important factors should be noted. First, Connecticut's juvenile population ends at age 15, while most of the other states' juvenile population includes 16- and 17-year olds as well. Second, the national data accounts for those cases referred to juvenile court, while Connecticut's data are based on the number of arrests, not all of which would have been referred to court.

Table II-3. Offenses per 1,000 Connecticut Juveniles.

<u>Year</u>	<u>Population (000)</u>	<u>Offenses per 1,000</u>
1983	404	40.2
1984	385	41.0
1985	377	44.7
1986	370	42.9
1987	353	44.0
		Average 42.6

Source: LPR&IC Analysis

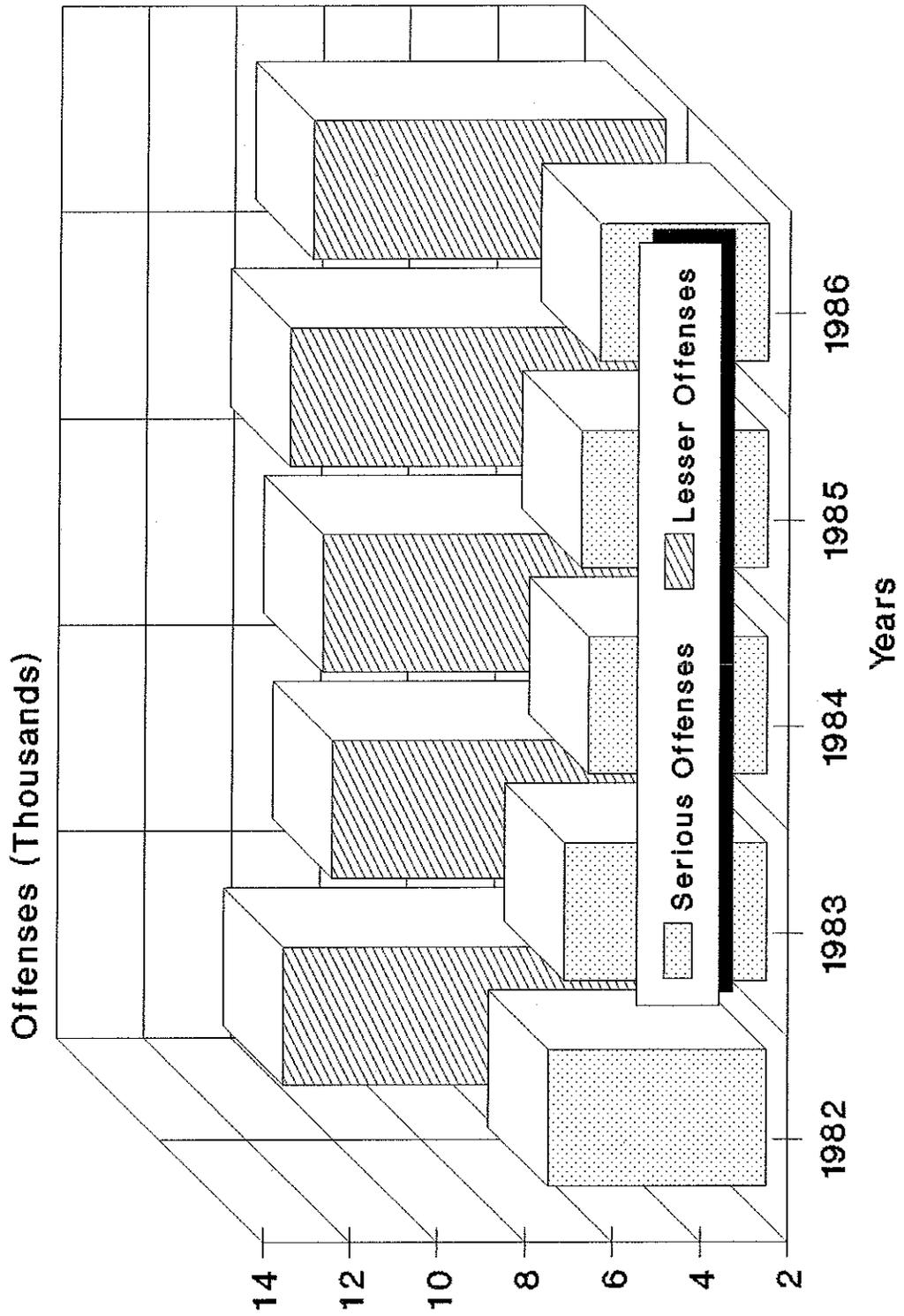
Trends in types of crime. The trend in most types of crimes has also been decreasing. In the March 1988 report, issued by the Office of Policy and Management on Connecticut's five-year trends in the Connecticut justice system, the data show that for the years 1982 through 1986 there have been declines in both more serious crimes, and less serious offenses. The trends in what Uniform Crime Statistics collected by state and federal law enforcement agencies report as part one crimes, which include murder, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft are depicted in Figure II-3, and show an overall 16 percent decline during the period. The trend in the part two offenses, which include all offenses not noted above, declined by six percent during the same period as which are also indicated in Figure II-3.

Table II-4. Juvenile Crimes Against Persons -- 1980 - 1986.

<u>Year</u>	<u>Crimes</u>	<u>% Inc. or Decr.</u>
1980	423	
1981	514	21%
1982	537	4%
1983	508	-5%
1984	477	-6%
1985	542	14%
1986	561	4%

Source: Analysis of Ct. Uniform Crime Reports, Dept. of Public Safety, 1980-1986.

**Figure II-3: Juveniles Arrested
Offenses: 1982-1986**



Source of Data: OPM Report

However, when the serious crimes against persons, including murder, manslaughter, forcible rape, robbery, and aggravated assault, are considered separately from the above part one offenses, the data show a marked increase over the same 7-year period. In 1980 there were 423 serious crimes against persons committed by juveniles in Connecticut, while in 1986 juveniles committed 561 such crimes, a 33 percent increase. See Table II-4 for a yearly analysis.

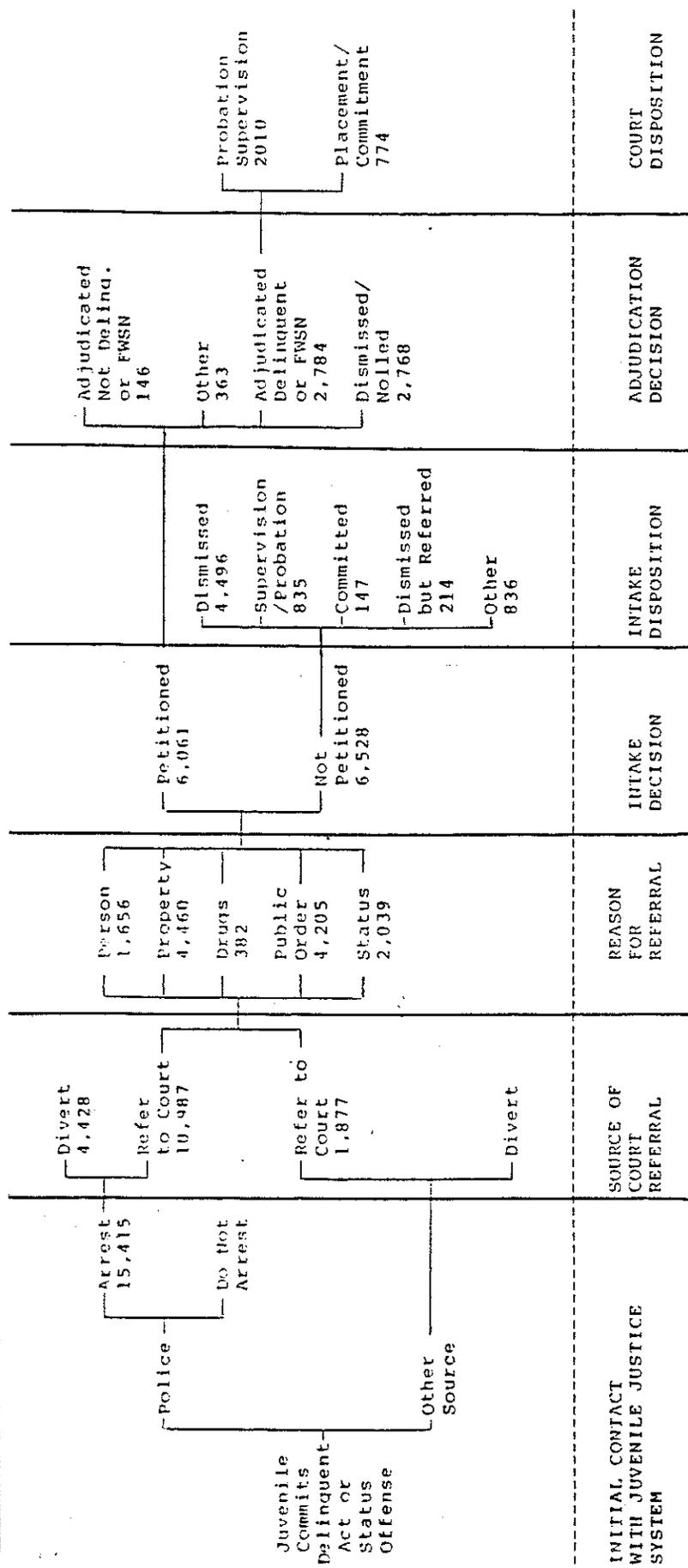
Overview of Processing Juvenile Delinquency Cases

Connecticut is similar to most other states in the way it processes juveniles through its judicial system. Figure II-4 diagrams the paths a case may take through the Connecticut system. The figure also includes the numbers of cases processed through Connecticut's juvenile justice system in 1987, the most recent year for which complete statistics are available.

As the diagram indicates, cases are referred to court by police or another source such as schools, and are screened by the court at intake before proceeding further through the system. If the case is not dismissed at intake, it could either be resolved informally, or petitioned to be heard formally by the courts. It should be noted that the decision on whether or not to petition a case is made at intake, and is subject to change. For example, a decision may be made not to petition a case (i.e. to handle it non judicially). However, after that initial decision is made circumstances surrounding the case may change, and the case may be petitioned, or handled judicially. It is difficult to quantify how often this happens, since the data on petitions are recorded based on the initial decision only. This change in the manner of processing does occur, and affects certain dispositions. For example, some dispositions are shown on Figure II-4 as resulting from non-petitioned cases (e.g. commitments) but in fact can only happen with a petitioned case.

Once the case is petitioned, it is scheduled for an adjudication (decision) hearing, and, depending whether the child is found delinquent or not, a dispositional hearing is held. There are several dispositions that the court can impose, as outlined in Figure II-4. Further description of the case processing, and procedures will be discussed in Section II of the next chapter.

Figure II-4. Processing of Juvenile Delinquency and Status Offenses in Connecticut, 1987.



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CHAPTER III CONNECTICUT'S JUVENILE JUSTICE SYSTEM:
DESCRIPTION AND RESOURCES

SECTION I

LOCAL EFFORTS

Efforts made at the local level are extremely important in the overall juvenile justice system. It is at this stage that the detection and prevention of delinquency and status offenses is most prevalent. As well, many of the services that exist for the prevention and treatment of such behavior are provided at this level. This section examines the role local law enforcement plays in the juvenile justice system and also describes services available at the local level dealing with juvenile offenders.

Local Law Enforcement

Local law enforcement has a considerable amount of discretion in handling juveniles once they come in contact with the law. To quantify this, the program review committee conducted a statewide survey of local law enforcement agencies and state police barracks and resident troopers to determine how juveniles are handled, and whether towns have policies and procedures guiding their handling. Analysis of the survey results is discussed later in Chapter IV.

Although there exists a good deal of discretion among the procedures police departments use in handling juveniles who commit delinquent offenses, the actual dispositions available to police officers are limited. Once a juvenile comes in contact with the law, an officer may: 1) issue a verbal warning and take no further action; 2) arrest the juvenile and subsequently turn the juvenile over to his or her parents; 3) arrest the juvenile and refer the case to a local youth-serving agency; or 4) arrest the juvenile and refer the case to Superior Court, Juvenile Matters.

In dealing with status offenders -- also known as children from families with service needs (FWSN) -- state law mandates how local law enforcement agencies can handle juveniles who are apprehended for these types of violations. Such offenses include: running away; being beyond parental control; indecent or immoral conduct; disobeying school rules; and habitual truancy.

According to C.G.S. Section 46b-149a, once a police officer comes in contact with an alleged FWSN child, the officer may respond by: 1) transporting the child home; 2)

holding the child in protective custody not exceeding six hours; 3) transporting or referring the child to any public or private agency serving children; or 4) referring the child to juvenile court in the district where the child is located. In all instances but the last, the child must agree to the police officer's action. If the child is located outside the court district where he resides, the police officer will usually direct the case to the nearest juvenile court which, in turn, will administratively forward the case to the court nearest to where the juvenile lives.

Diversion

Diversion is the process of handling delinquency and FWSN cases at the local level using community-based services rather than making a referral to juvenile court. The underlying concept of diversion is that alternative methods of handling juvenile offenders exist without having to involve the court system.

Decisions between diversion and referral to court are made by local authorities such as law enforcement and school officials and are primarily based on the following factors:

- seriousness of the offense;
- policy of the police department;
- availability of appropriate community service agencies; or
- an estimate of the impact a referral to court would have in a particular case.

The juvenile's history of prior police contact or court involvement, as well as the attitude of the child and his or her parents, are also considered important in deciding whether or not a case is diverted or referred to court. As well, some police departments have guidelines that stipulate in what instances a child is to be diverted.

If a juvenile is to be diverted from court, a community support system must exist for the diversion to work. In this state, entities making up this support system include juvenile review boards, youth service bureaus, school programs, emergency shelters, the Wilderness School, and other programs. Each diversion method is described below.

Juvenile Review Boards

Purpose. Juvenile review boards, also referred to as judicial review boards, serve in an advisory capacity to local police departments and assist in dispositional decisions on juvenile cases. Final decisions are made by either

the police chief or the officer in charge of juveniles. Review boards also assist police in identifying juveniles who are most appropriate for community services or referral to juvenile court.

In many instances, juvenile review boards begin the diversion process at the local level. By utilizing review boards, a police department shares its decision-making responsibility with knowledgeable and interested community resource people. Boards meet regularly, review police referrals, and advise police departments on how to handle particular cases. They also promote early intervention and mobilize community resources to help the substantial number of children who come in contact with the law but are not referred to court. Lastly, review boards relieve police and juvenile court from having to handle less serious offenders and allow law enforcement officials to concentrate on more serious and chronic offenders.

Organization and decision-making. Juvenile review boards are most often administered by youth service bureaus and are comprised of a wide range of volunteers largely from local law enforcement, schools, and service agencies. Representation from juvenile matters and the Department of Children and Youth Services is also evident on some boards. The volunteers are responsible for reviewing each case on an individual basis and proposing a disposition to be forwarded to the police chief or Youth Officer/Unit who makes the final decision. Dispositional alternatives include: 1) referral back to the child's parents; 2) work or monetary restitution; 3) referral to community services; 4) referral to DCYS Protective Services; or 5) referral to juvenile court.

Youth Service Bureaus

Purpose. Youth service bureaus (YSBs) are community-based agencies, provided for by statute, that may be established by any one or more municipalities or private youth organizations. Their services are designed to: 1) aid local youth-serving agencies in identifying and providing for the needs of all youth in the community; 2) implement community-based delinquency and status offense prevention programs; 3) divert youngsters from the juvenile justice system when appropriate by providing and coordinating support services for them and their families; and 4) provide juveniles opportunities to function as responsible members of the community.

As previously mentioned, in order to successfully divert a child from juvenile court the proper support system must exist at the local level to ensure the child receives the necessary help. However, in the past many local youth-serving agencies such as schools, churches, and recreation agencies, were unable to meet the needs of all youth,

especially those in trouble with the law. Youth service bureaus are a direct result of this need.

Among the programs offered by YSBs are individual and group counseling, parent training and family therapy, work placement and employment, and recreational programs. Referral sources may include local schools, police, other youth-serving agencies, juvenile court, parents, and self-referrals.

Organization and Resources. Youth service bureaus were established in Connecticut during the early 1970s and were partly funded by the federal Law Enforcement Assistance Administration (LEAA). Although LEAA funding ceased during the late 1970s, YSBs continue to exist through a joint effort between state and local governments.

Presently, there are 70 youth service bureaus organized statewide serving 97 communities. The bureaus operate within standards promulgated by DCYS. These regulations also contain the eligibility criteria that each bureau must meet to be eligible for state cost-sharing grants. For its part, DCYS provides grant management services, program monitoring, program evaluation, and technical assistance.

Table III-1 gives a breakdown of the state and municipal funding levels for youth service bureaus for fiscal years 1983 through 1988 taken from YSB funding data supplied by DCYS. The figures shown combine funding for both administrative and direct service costs. According to state law, DCYS is to provide cost-sharing grants, up to 50 percent of the total cost of YSB services or the amount equal to the local share, whichever is less, for those bureaus meeting department regulations for such grants.

As the table shows, the financial commitment made by municipalities for youth service bureaus has grown over the last several years, whereas the percentage of funding from DCYS generally has been decreasing. It should be noted that the amounts in the table are based on the final award contracts between DCYS and the municipalities at the beginning of each fiscal year and do not reflect actual year-end expenditures, which may vary slightly.

Youth service bureau diversion reporting. The statutes stipulate that the DCYS commissioner must report annually to the legislature on the diversion of children from the juvenile justice system by youth service bureaus. Tables III-2 and III-3 provide YSB diversion information derived from individual client data reports submitted to DCYS by only those bureaus that actually diverted at least one child from the juvenile justice system.

Table III-1. Funding for Youth Service Bureaus -- FY 83 to FY 88.

<u>Year</u>	<u>No. of YSBs</u>	<u>DCYS</u>	<u>Municipal</u>	<u>Total</u>
FY 83	60	\$1,093,674 (38%)	\$1,772,098 (62%)	\$2,865,772
FY 84	61	1,117,567 (35%)	2,097,945 (65%)	3,215,512
FY 85	65	1,599,223 (41%)	2,338,810 (59%)	3,938,033
FY 86	65	1,529,449 (26%)	4,250,090 (74%)	5,780,349
FY 87	68	1,698,886 (26%)	4,795,238 (74%)	6,494,124
FY 88	70	1,989,863 (27%)	5,409,479 (73%)	7,399,342

Source: LPR&IC Analysis of DCYS Youth Service Bureau Funding Data.

Table III-2 shows the reasons for diversion and the number of juveniles diverted from juvenile court by YSBs between FY 82 and FY 88. The figures include those juveniles with multiple diversions. Status offenses consistently account for the highest number of YSB diversions in each of the years analyzed.

Table III-2. Reasons for Diversion -- FYs 82 to 88.

<u>Year</u>	<u>Status Offense</u>	<u>Delinquency</u>	<u>Both</u>	<u>Total Number of Diversions</u>
FY 82	1,483	752	195	2,430
FY 83	1,750	821	164	2,735
FY 84	1,439	622	122	2,183
FY 85	1,668	847	132	2,647
FY 86	1,392	637	109	2,137
FY 87	1,182	751	133	2,066
FY 88	1,212	800	133	2,145

Source: LPR&IC Analysis of DCYS Diversion Reports.

Table III-3 shows the number of reported diversions from juvenile court by youth service bureaus for unique juveniles between fiscal years 81 through 88. Juveniles with only one diversion by a YSB account for the largest number of reported diversions. The table also shows that the number of juve-

niles being diverted from court more than once has been decreasing in the last six years.

Table III-3. Number of Reported Diversions -- FYs 81 to 88.

<u>Year</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four or more</u>
FY 81	2,042	77	5	1
FY 82	1,862	172	52	17
FY 83	1,990	272	55	9
FY 84	1,702	178	27	11
FY 85	2,295	151	14	2
FY 86	1,895	111	12	5
FY 87	1,788	109	12	6
FY 88	1,875	98	14	5

Source: LPR&IC Analysis of DCYS Diversion Reports.

School Efforts

Purpose. Local school programs play a major role in identifying and servicing juveniles who either have problems adjusting educationally, staying in school, or are delinquent in their behavior. These programs are geared toward keeping youngsters in school instead of dropping out and possibly coming in contact with the law.

Organization and resources. School related programs such as attendance officers, alternative school programs, and Pupil Placement Teams are examples of efforts undertaken by school districts to confront attendance and behavioral problems of students.

Attendance officers are responsible for ensuring that students do not develop problems with truancy. However, if truancy problems do arise, attendance officers must be able to respond in a manner most suitable to the child's needs. In order to do so, a close working relationship with students, families, school faculty and officials, local police, community service agencies, and juvenile court must be established.

Attendance officers are alerted to truancy problems by a variety of sources including school personnel, parents, police, friends, and even truants themselves. Once alerted to a problem, attendance officers are responsible for speaking with the student if possible, insuring that the student's attendance and educational ability have been properly tracked

through the years, and, if possible, contacting family members as well as any other appropriate source who can provide information to any problems that may be causing the truancy.

The alternatives available to attendance officers in truancy cases include warnings, requesting curriculum changes, involving DCYS, or requesting a family with service needs referral to juvenile matters. If a case involves a court referral and possible residential placement, the attendance officer needs total commitment from the local board of education because the board is responsible for bearing a portion of the incurred costs of placement.

Another important educational tool that some Connecticut schools offer are alternative high school programs. Such programs allow students who have difficulty with attendance to remain in school, but under different circumstances. The alternative high school programs are specially designed to instill in the child his responsibility to attend school.

In addition to these efforts, each school district is required to formulate a Pupil Placement Team (PPT). PPTs are multi-disciplinary groups that students are referred to for evaluation of their problems and needs. The teams are responsible for exploring educational alternatives for students found to be in need of services. These students may be directed to either the school's own in-house services or outside service providers. If the child shows no progress and continues to display unacceptable behavior, PPTs have the authority to refer a case to juvenile court.

The above programs are operated and funded through individual school districts. It should be noted that not all school districts in the state have attendance officers or alternative programs.

Emergency Shelters

Purpose. Emergency (temporary) shelters provide room and board outside the home to juveniles in need of help on a short-term basis. In addition to room and board, these facilities provide counseling, psychological evaluation, recreation, entertainment, and transportation to and from school for their occupants.

Shelters are an integral part of diverting juveniles from court, especially in FWSN cases. They give juveniles the opportunity to work out their problems before their behavior warrants a referral to court. The facilities allow juveniles temporary sanctuary from the problems they encounter, usually at home.

Referral sources vary and can include local youth-serving agencies, youth service bureaus, law enforcement agencies, and DCYS. The children and youth services department places juveniles in shelters for several reasons. In some instances, when a child is being transferred to or from a group or foster home DCYS may use a shelter as an interim placement. In other instances, shelters may be utilized while DCYS is waiting for bed space to become available at a more permanent residential placement, as well as in extreme circumstances.

Organization and resources. The Department of Children and Youth Services currently licenses eight emergency shelters throughout the state. In addition to these facilities, DCYS utilizes three crisis intervention centers. These centers are not licensed as emergency shelters; rather they are licensed as child-placing agencies which put children in foster homes on an emergency basis. They are not considered emergency shelters but do care for children on an emergency basis if the need arises. Reimbursement for the foster homes used in emergencies is made through the crisis intervention centers using funds provided by the department.

Funding from federal, state, local, and private sources is also available for temporary shelters. The funding received from the state comes from DCYS through its reimbursement for children it places at these facilities. Reimbursement is primarily on a per-diem basis and in FY 87, DCYS spent \$3,204,273 on emergency shelter services.

The bed capacity for licensed shelters throughout the state is 90 and utilization of shelter beds during FY 88 was 69 percent. DCYS bed utilization was 61 percent while non-DCYS bed use accounted for 8 percent.

There was a total of 1,284 children admitted to shelters in FY 88, including children from other than FWSN and delinquency categories. Of that number, 1,064 were admitted to licensed shelters and 220 were admitted to crisis intervention centers. Excluding the other categories, DCYS placed 22 (2%) committed delinquents in shelters while placing 77 (7%) committed status offenders. DCYS non-committed temporary placements accounted for 200 (18%).

Wilderness School

Purpose. The Wilderness School is used as an alternative method of dealing with troubled juveniles and offers them an opportunity to develop and test their resources primarily through controlled experiences in the wilderness. The school's programs and staff are designed and trained to provide a strong impetus for change in each student's attitude and behavior over a one-year commitment.

Organization and resources. The Wilderness School, located in Litchfield, is actually a private, non-profit corporation called Wilderness Training Programs, Inc. It was created in 1974 in response to a need by service agencies for alternative programming for troubled youngsters. The school will be relocated to a new facility in Hartland in 1989.

The school's program is divided into three phases and incorporates a high impact experience that closely involves the juvenile, the referring agency, and school staff. The first phase involves orientation of the school designed to help referring agencies identify and prepare students for the program. Phase 2 is the actual wilderness challenge, while the final phase is follow-up contact designed to provide support for students after they complete the program.

For both 1986 and 1987, referring agencies, school systems, and youth service bureaus made up the program's largest referral base. In 1987, minority representation increased significantly from the previous year with a 33 percent rise in black enrollment and a 50 percent increase in hispanic enrollment. Overall, blacks make up 25 percent of the total students and hispanics account for 13 percent. Program statistics for 1987 also show that 62 percent of the students lived in situations that did not include both natural parents and that approximately 30 percent were involved in substance use or abuse.

The Wilderness School receives funding to operate its programs from several sources that include DCYS, private contributors, referring agencies, and students' families. The school charges tuition for each student, of which two-thirds is paid for by DCYS. Either the student's referring agency, school district, town, or family pays the balance. In addition, the school receives scholarship funds from various corporate sponsors throughout the state. These are dedicated funds that go toward the fee balance for youngsters from the towns where the businesses are located. In FY 87, the school had an operating budget totalling \$272,393 and received approximately 70 percent of its funding from the state.

Other Programs

Purpose. Other programs at the local level involved in diverting juveniles include community child psychiatric services, day treatment programs, and the FWSN-School Home Liaison Project consisting of programs in the community funded by DCYS. These programs cannot, however, be broken down to determine how many pre-delinquents, delinquents, or status offenders are served.

Community child psychiatric services include local child guidance clinics throughout the state, parent aide programs, and emergency psychiatric services operated by community agencies. These programs offer services to children who exhibit emotional disturbance, behavioral disorders, school phobia, or substance abuse, among other dysfunctions. In addition to the psychiatric services, 10 day treatment programs exist in both community and educational settings. These programs offer services for behavior disorders and psychiatric problems on an outpatient basis allowing youngsters to maintain their daily schedules.

The FWSN-School Home Liaison Project is actually made up of nine community-based projects and three school-based projects aimed at promoting positive youth development by increasing communication, coordination, and linkage between school and family environments. Each project uses the influence of family and school to prevent FWSN and delinquency related behaviors and to increase school success.

Organization and resources. Presently, DCYS provides partial support for children and their families through 27 child guidance clinics, 5 emergency psychiatric programs, and 20 parent aide programs at the local level. These programs provided services for approximately 13,000 youngsters and received funding from DCYS totalling \$6,297,232 in FY 87. This figure includes federal contributions but does not include private and local funding.

In addition, 10 day treatment programs served over 200 juveniles monthly for psychiatric, emotional, or behavioral problems during FY 87. The day programs are designed as an alternative to private residential placement and reduce the length of stay out-of-home when residential placement has been necessary. These programs received state and federal funding totalling \$1,139,763 during this period.

The 12 FWSN-school home liaison projects that exist throughout the state provide services for over 3,200 students and family members annually. According to the Department of Children and Youth Services, each project will receive approximately \$27,000 from DCYS during the 1989 fiscal year.

SECTION II

STATE'S ROLE - THE JUVENILE COURT

The Connecticut Juvenile Court

As indicated in the previous section, some juveniles who are apprehended are effectively diverted and treated in local programs. Still, many are processed by the juvenile court which uses its resources to reduce recidivism and promote the rehabilitation of those juveniles referred to it. In this section, the organization and resources of the court are described along with the manner in which cases are processed.

Organization. The Superior Court in Connecticut consists of four divisions -- Housing, Civil, Criminal, and Family. The court for Juvenile Matters is part of the Family Division (See Figure III-1). Juvenile Matters handles all proceedings involving juveniles who are delinquent, or from families with service needs. It also processes cases concerning neglect, dependency, emancipation, and termination of parental rights cases.

The Superior Court for Juvenile Matters provides services statewide through a central administrative office, 14 regional offices and court locations, and three juvenile detention centers. The Chief Court Administrator is responsible for all administrative matters statewide. He is assisted by a Deputy Chief Court Administrator and a Chief Administrative Judge for Juvenile Matters. The staff of the Central Office of Juvenile Matters include the Director of the Family Division, the Deputy Director of Juvenile Matters, the three managers of clerks, detention services, juvenile matters operations (which include probation services), and a chief court advocate.

All judges who preside over juvenile matters cases are Superior Court judges who rotate among the four superior court divisions, and various judicial districts at the direction of the Chief Court Administrator. All new judges receive 90 hours of training, 12 of which are devoted to delinquency and other juvenile matters. New judges also spend three days with a juvenile court judge as part of their orientation.

The Office of the Chief Public Defender is a separate state agency and operates outside the Judicial Department. Public defenders are assigned to cover juvenile matters in the 14 juvenile offices, and provide services to children whose families cannot afford the services of a private attorney.

For budgetary purposes, the work of the juvenile court is divided into three separate programs -- probation, detention and adjudication. The services provided by each program are summarized in Table III-4.

The major objective of the juvenile probation program is to secure treatment and rehabilitative services for children who are referred to court for violations of the law, and staff to this program are mainly probation officers and supervisors.

The goal of the detention program is to provide secure and safe custody in detention centers for children awaiting: (a) adjudication of offenses, (b) disposition of cases, or (c) placement following a dispositional order of court.

The adjudicatory program ensures that justice is provided for juveniles who are accused of delinquency and status offenses, by processing to disposition all juvenile matters brought to the attention of the court. This budgetary program includes judges, court advocates, clerks, and support personnel involved in the actual judicial processing of cases.

Resources

Budget. During FY 87, juvenile court operations cost \$8,537,733. The major area of spending was for probation, which accounted for \$4,450,104 (52%) of juvenile court's total funds. Detention services accounted for \$2,234,732 (26%) of the funds, while expenditures for adjudication were the smallest component of the budget, accounting for 22 percent or \$1,852,897. The federal government provided \$50,000 to the juvenile probation program and \$29,491 to the Detention Program. All other funds were provided through the state's General Fund.

Budget trends. Program review also examined the budget for juvenile matters from FY 82 through FY 87 and the results are presented in Table III-5. As can be seen from the table, the juvenile court's budget has grown steadily over the 6-year period examined. In FY 82, a total of \$6,647,683 was allocated to the three juvenile court programs. By FY 87, \$8,537,733 was allocated. This represents a 28% increase. The largest increase (33%) over the period went to probation, whose budget allocation rose from \$3,355,615 to \$4,450,104, and the smallest increase (17%) was in the adjudication program which received \$1,583,901 in FY 82 and \$1,852,897 in FY 87. Also worthy of note is the fact that between FY 82 and FY 87 federal contributions to the probation program decreased from \$439,940 to \$50,000, or 87 percent.

Table III-4. Programs and Functions of the Juvenile Court.

Program	Program Functions
Probation	<ul style="list-style-type: none"> ● reviews and classifies FWSN and delinquency cases referred to court for judicial processing and non-judicial intervention; ● conducts initial interviews with children referred to court (except SJOs); ● prepares, revises, and updates predispositional studies; ● assists the court in making residential placements; ● recommends placement in post-dispositional programs; ● supervises children placed on probation; and ● schedules payments in cases where restitution is required.
Detention	<ul style="list-style-type: none"> ● provides for safe and secure custody of detainees, including shelter, meals, clothing, recreation, and necessary medical attention; ● upon referral of child, attempts to contact parent or guardian, when police have been unsuccessful; ● assists teachers with educational instruction; and ● transports detainees to court for hearings.
Adjudication	<ul style="list-style-type: none"> ● processes petitions and documents filed with the court and maintains official records of all court proceedings; ● conducts all daily court activities including all hearings on matters of delinquency and FWSN; ● appoints counsel for indigent parties as ordered by the court; ● ensures that reviews for children committed to DCYS are conducted and schedules the necessary hearings; and ● processes requests for release of information from states attorneys, judges, victims, etc.

Figure III-2 shows the allocation of funds to the three programs from 1982 to 1987. As can be seen, the probation program consistently accounted for approximately 50 percent of the budget. Also of significance is the fact that the percentage of the budget appropriated for the detention and probation programs has increased marginally while adjudication's share has declined.

Staffing. Figure III-3 shows the distribution of employees in the juvenile court programs in FY 87. The figure shows that the the largest concentration of employees is in the probation program which accounted for 151 (62%) of the 244 employees in the system. Thirty percent (74) of the workers were employed in the detention program, and 8 percent (19) provided adjudication services.

Table III-5. Juvenile Court Costs for FY 82 - FY 87

Program	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
ADJUDICATION						
Gen. Fund	\$ 1,583,901	\$ 1,718,071	\$ 1,974,159	\$ 2,048,772	\$ 1,854,135	\$ 1,852,897
Fed. Contrib.	0	0	0	0	0	0
TOTAL	1,583,901	1,718,071	1,974,159	2,048,772	1,854,135	1,852,897
DETENTION						
Gen. Fund	1,708,167	2,034,309	2,170,439	2,145,153	2,057,852	2,205,241
Fed. Contrib.	0	0	0	0	13,673	29,421
TOTAL	1,708,167	2,034,309	2,170,439	2,145,153	2,071,525	2,234,732
PROBATION						
Gen. Fund	2,915,675	3,255,151	3,765,963	3,958,789	4,137,259	4,400,104
Fed. Contrib.	439,940	569,655	151,415	17,400	37,612	50,000
TOTAL	3,355,615	3,824,806	3,917,378	3,976,189	4,174,871	4,450,104
TOTAL ALL PROGRAMS	6,647,683	7,577,186	8,061,976	8,170,114	8,100,531	8,537,733

Source: The Governor's Budgets, 1984 - 1989

Staffing trends. From FY 82 to FY 87, the number of filled full-time positions in the juvenile justice system has decreased. In FY 82, there were 244 such positions, 22 of which were federally funded. This number rose to 269 in FY 83. By FY 87, the total number of filled full-time positions was 245, an increase of one position over FY 82, but a decline of 24 positions from FY 83, when juvenile matters had 269 full-time staff. Only one program, adjudication, had more employees in FY 87 than in FY 82. Federally funded positions in probation (the only program with any) declined from 22 positions in FY 82 to only 2 in FY 87.

Figure III-4 shows the trend in the number of full-time positions in the three programs, as well as for juvenile matters overall, from FY 82 through FY 87. Probation consistently accounts for the largest number of workers in the system while the fewest workers are employed in the adjudication program.

Allocation of Staff

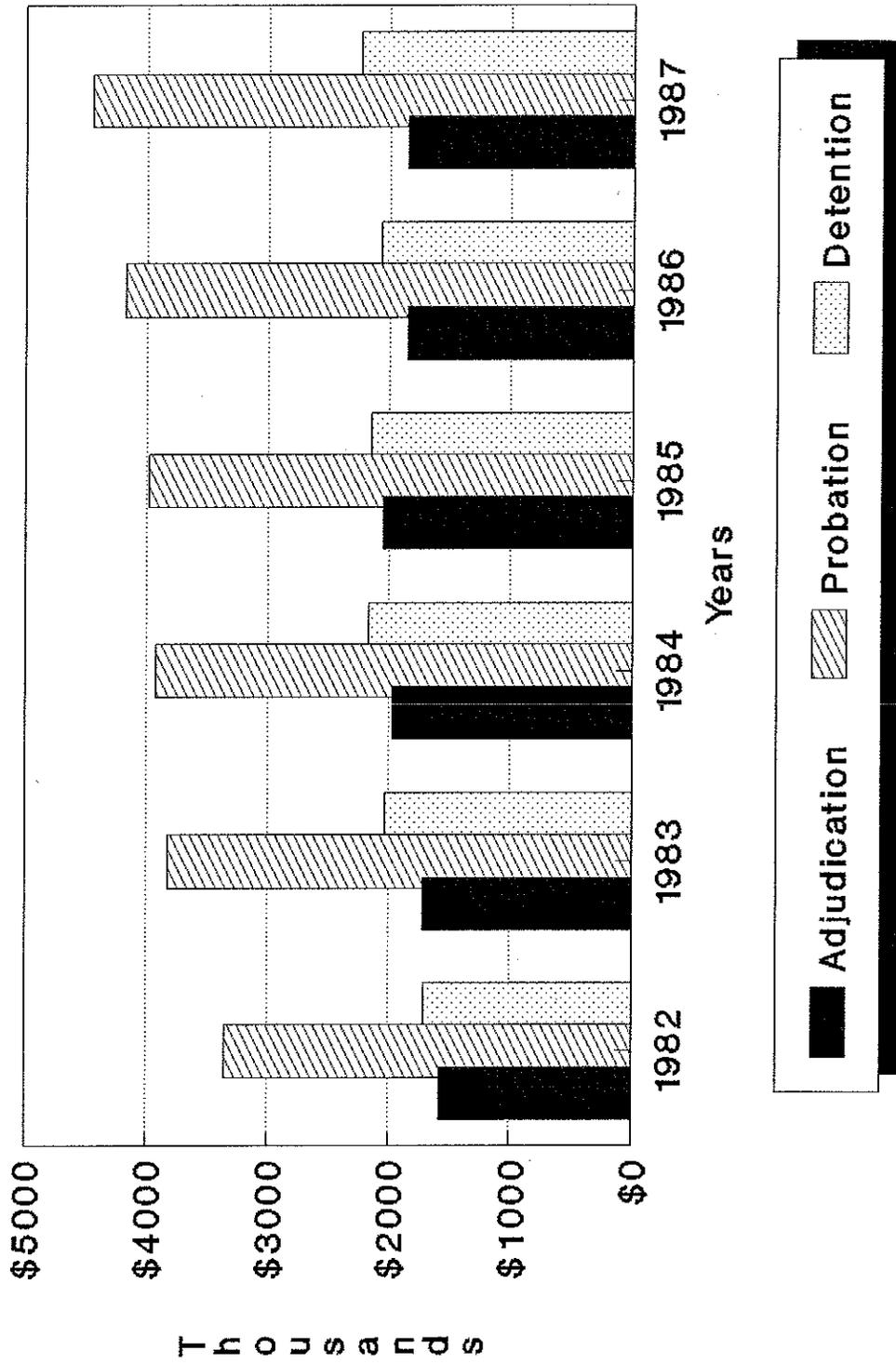
As mentioned previously, juvenile matters are processed and adjudicated at 14 court locations statewide. Below is a brief description of how resources are allocated among those various courts.

Judges. All the judges involved in juvenile matters are Superior Court judges who are rotated through both the adult and juvenile courts. Some judges hear juvenile cases full time while others hear cases one or two days per week, while also being assigned to other matters on the Superior Court. Analysis of these rotations and assignments is provided in Chapter IV, Section II.

States advocates. The state's advocate is an attorney who presents the state's case against the juvenile. State's Advocates, also known as court advocates, are judicial department employees. At present, there are eight state's advocates and one chief advocate who provide services full time in the state. In some cases, these state's advocates serve in several locations. Additionally, the state contracts with attorneys in private practice to serve as court advocates in the smaller court locations.

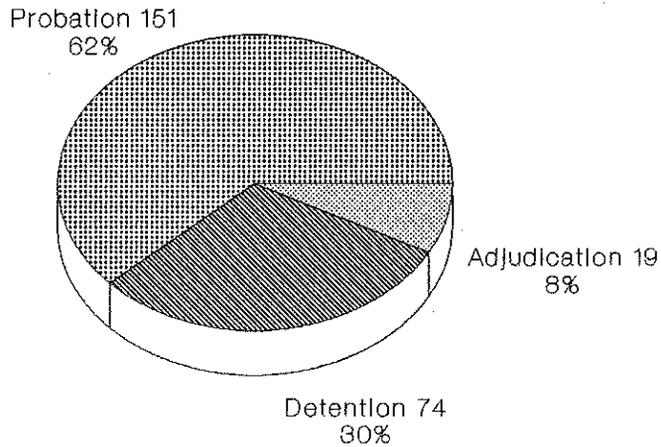
Public defenders. Public defenders are attorneys appointed by the court to represent juveniles at court hearings, where the juveniles' families are considered unable to afford a private attorney. They are either state employees who are assigned out of the Office of the Public Defender's Services Commission, or attorneys in private practice who are hired on a per-case basis. In three locations, -- Hartford, Bridgeport, and New Haven -- a full-time public defender is assigned to handle juvenile cases only. In four locations -- New London, Middletown, Danbury, and Tolland -- juvenile

Figure III-2: Juvenile Court Funding
 Budget Trends: FY 82 - FY 87

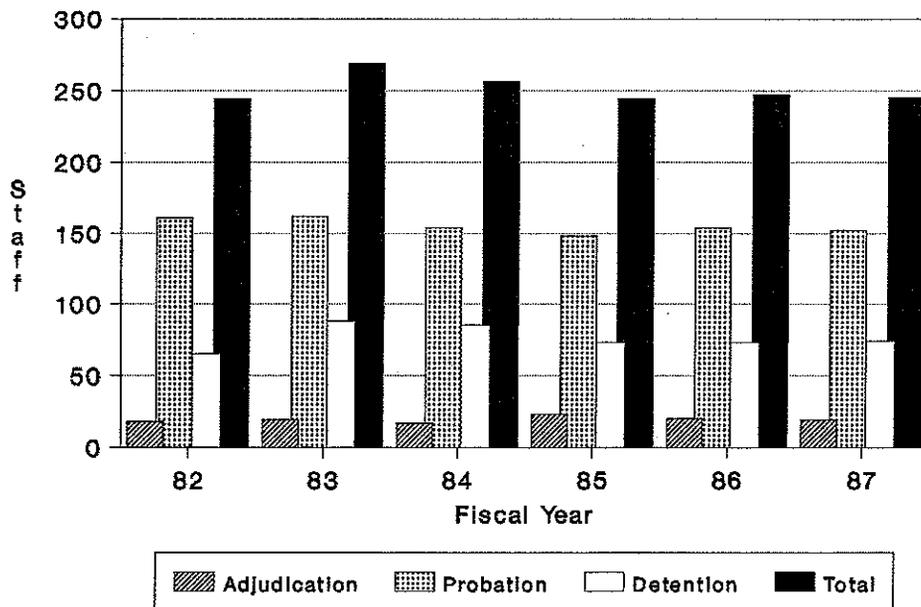


Source of Data: Governor's Budget 1989

**Figure III-3: Juvenile Court Employees
For FY 87 by Program**



**Figure III-4: Juvenile Court Employees
Staffing Trends: FY 82 - FY 87**



Source of Data: Gov. Budgets, 1984-1989

cases are handled by public defenders from the adult court who are assigned cases as they come up. In the other courts, juvenile cases are handled on a per-diem basis by private attorneys. According to the Office of the Public Defender, there are about six contracts for these private services that total approximately \$125,000 per year.

Probation officers. Fifty-seven probation officers are currently employed by the court in the 14 court locations, ranging from one probation officer in Meriden to 10 officers in Hartford. They are directed by 20 probation supervisors, some of whom have full or partial case loads. It is the probation officer's responsibility to process from intake to disposition all referrals involving delinquency or FWSN. This includes interviewing the alleged delinquent, preparing a social investigation, and supervising any child placed on probation. Further analysis of probation officer allocation and case loads will be provided in Chapter IV, Section II.

Detention. In FY 87, 18 detention supervisors and 49 juvenile detention officers (JDOs) were employed in the state's three detention centers. Each center was staffed with one overall supervisor and five shift supervisors, whose duties include proper operation of each center and personnel supervision. The number of JDOs at the Bridgeport, Hartford, and New Haven centers was 14, 18, and 17 respectively. Detention officers' responsibilities include providing services related to the board, care, education, and recreation of detainees. Further analysis of the detention program, including current staffing levels, and bed utilization rates, is presented in Chapter IV.

Court Processing of Cases

Prior to 1981, there was very little differentiation between the way the court processed delinquents and status offenders. With the implementation of the FWSN act in 1981, the juvenile court now identifies, acts upon, processes, and disposes of cases involving delinquency in a different manner from those that involve status offenses. These processes are described below. In addition, the detention process is also described.

Delinquency Cases

Referrals. Referrals to the juvenile court can come from a number of sources. This list includes, but is not limited to, law enforcement agencies, parents, schools, officers, and victims. Most delinquency referrals, however, begin with the police.

Intake. Cases are referred to supervisors in the probation unit where they are screened to determine whether: (a) the allegations, if true, are sufficient to bring the

offender within the court's jurisdiction; (b) the facts of the case if true would be sufficient to be a legal matter; and (c) the interests of the juvenile and the community require that further action be taken. Any case which meets these criteria is assigned to a probation officer whose duty it is to conduct a preliminary investigation.

The initial interview. As part of the preliminary investigation, the juvenile and his parents are sent a notice to appear for an initial interview at which time the juvenile is advised of his rights to remain silent and to have an attorney. A case will require judicial handling if: (a) there is a denial of responsibility by the child; or (b) there is an admission of responsibility and one or more of the following conditions apply:

- the alleged misconduct is a class A, B, or C felony;
- the case concerns the theft, unlawful use or operation of a motor vehicle;
- the case concerns the unlawful sale of, or possession with intent to sell, any controlled drug including marijuana;
- the child was previously adjudged delinquent;
- the offender was at least twice found delinquent non-judicially;
- the alleged misconduct was committed by a child while he was on probation or under judicial supervision; or
- any case in which the above criteria are not met but judicial intervention seems appropriate.

Non-judicial disposition. Any case in which the child admits to the alleged offense(s) and which does not fit the above criteria can be disposed of non-judicially. Typical of non-judicially handled cases are those that involve less serious offenses committed by first time offenders. Non-judicial dispositions may take the form of dismissal with a warning, placement of the offender under a probation officer's supervision for a maximum of 90 days (non-judicial supervision) or referral of the offender to a social service agency.

All cases that are recommended for a judicial hearing are reviewed by a state's advocate. He may (a) dismiss the case for insufficiency of evidence, (b) request a waiver

hearing for the purpose of having the judge decide whether or not a juvenile should be transferred to criminal court for prosecution, or (c) file a petition to proceed with a formal court hearing if the evidence appears sufficient to warrant judicial pursuit of the matter.

Plea hearing. Petitions are initially heard at a plea hearing before a judge, at which time the child is apprised of his rights, informed of the substance of the petition, and asked to deny or admit the allegations. If he admits to the allegations, the judge schedules a date for the disposition of the case or proceed with adjudication and disposition (plea/disposition) provided that a pre-dispositional study has been done and read by the court. The pre-dispositional study examines the prior history of the child, the family history, and the current circumstances of the child. In very serious delinquency cases, this study is supplemented by physical, educational, and psychological examinations.

If the child denies the allegations, a formal contested adjudicatory hearing is scheduled before a judge. Before this hearing takes place, there may be plea bargaining and pre-trial sessions during which the public defender or child's defense attorney meets with the state's advocate and review the allegations in the petition. As a consequence of these sessions, the initial charges may be reduced and the petition amended before the adjudicatory hearing.

The adjudicatory hearing. The adjudicatory hearing is conducted as informally "as the requirements of due process and fairness permit". The allegations against the child must be proved beyond a reasonable doubt. If there is reasonable doubt, the child is found not to be a delinquent, the petition is dismissed and all the records of the case erased immediately. If the facts alleged in the petition are proved beyond a reasonable doubt, the child is adjudicated a delinquent. A juvenile who is adjudicated delinquent is declared a serious juvenile offender (SJO) if the adjudication of delinquency is for a serious delinquent offense. Serious delinquent offenses include rape, arson, kidnapping, murder, and first and second degree assault. Once the juvenile has been adjudicated delinquent, the judge schedules a dispositional hearing and requests that a pre-dispositional study be done by the probation officer and submitted to the court in time for the disposition hearing.

Prior to the dispositional hearing, the judge may order a psychological or psychiatric examination to be conducted on the child. By statute, a complete diagnostic evaluation is to be conducted on all SJOs. For the most part, these evaluations are conducted by psychologists or psychiatrists under contract with the Judicial Department. In the New

Haven Court, however, there is a special court diagnostic clinic which includes psychiatrists and psychologists on-call, and a full-time clinic social worker.

The evaluations usually require the participation of at least one parent, in addition to the child. Once the report is completed, it is sent to the child's probation officer.

The disposition hearing. At the disposition hearing, the judge after reviewing the pre-dispositional study, the probation officer's recommendations, and the arguments of the state's advocate and public defender, determines the most appropriate sanction that will help the child stay out of trouble with the law in the future.

Dispositional alternatives. The dispositional options available to judges are:

- dismissal;
- probation;
- placement in residential facilities;
- commitment to DCYS, for an indeterminate period up to a maximum of two years, or four years for a serious juvenile offender; or
- restitution, which is very often used as one of the sanctions of probation.

In addition, the court may place an adjudicated delinquent who is over the age of 14 on vocational probation, if the child is educationally retarded. That child may seek employment under the auspices of the Court, the Connecticut Education Department, and the Connecticut Labor Department. Although the Vocational Probation Program is an alternative to the formal educational system, in most cases a modified educational program is developed in order to augment the vocational experience. Children who are placed in this program remain under the supervision of a probation officer.

Erasure of records. A juvenile with a delinquent record may successfully petition the court to have his record erased as long as he has: (a) completed the orders of the court and been discharged, (b) no new juvenile court proceedings brought against him for two years, and (c) turned 16 without being convicted of a crime.

Court Processing of Family with Service Needs (FWSN) Cases

Referral. A written complaint alleging that a child is from a family with service needs may be filed by any "selectman, town manager, police officer or welfare

department of any town, city or borough, probation officer, superintendent of schools, the commissioner the Department of Children and Youth Services, a parent or foster parent of a child, or a child or his/her representative or attorney." Most complaints, however, originate with parents who make a report to the police. The police refers the complaint to the probation unit of the Judicial Department.

Intake. Upon receipt of a written allegation that a child is a status offender, the case is reviewed by a probation officer in an effort to determine whether the facts of the case are sufficient to be a judicial matter and if the child's interests or those of the community require that further action be taken.

The initial interview. As part of the review, the probation officer interviews the parents and child to determine the nature and extent of the problem, and the efforts of the parents to solve the problem. As a consequence of the review, the probation officer may (a) dismiss the case with a warning; (b) mediate the problem by referring the child and his family to a social service agency or program in the community; or (c) file a petition with the Superior Court for Juvenile Matters to have a court hearing. His decision depends on the seriousness of the allegation, the child's past court history, if any, and how well the child is getting on at home and in school. Whenever the probation officer chooses not to file a petition he must notify the complainant of his right to file one.

If a petition is filed, the child and his parents or guardian are served a summons to appear in court for a hearing. Before the hearing, the judge may decide to refer the child and family to a community-based agency or other type of program for service. When this occurs the judge may order the case continued for up to three months. When the time expires, the judge either decides that the problem has been satisfactorily resolved and dismisses the case or that a formal adjudicatory hearing ("trial") is in order.

The adjudicatory hearing. At the adjudicatory hearing, the child is represented by an attorney who is appointed by the court if there is a conflict between parents and child or if the family is declared indigent. If the court finds the child is from a Family with Service Needs, the judge schedules a date for the disposition of the case and requests the probation officer to prepare and present to the court a social investigation. This must be submitted in time for the hearing.

The disposition hearing. At the disposition hearing the judge listens to any relevant information about how the court should dispose of the case, and the types of treatment that will best help the child and family. The judge may:

- dismiss the case;
- place the child on probation (see delinquency disposition);
- refer the child to a counseling program;
- refer the child to DCYS for any voluntary services that they provide; or
- commit the child to DCYS (except Long Lane) for up to two years.

Violation of a court order. Any child who has been adjudicated FWSN and who does not follow the orders of the court, can have a petition of delinquency filed against him. If the allegations are proven, the child may be adjudicated delinquent and be subject to the same conditions of a delinquency disposition.

Appeal. An adjudicated FWSN or delinquent may appeal any final order of the court to the Appellate Court of Connecticut. The Appellate Court reviews the decisions of the juvenile court and reaches a decision based on the official court records, legal briefs, and oral arguments of the attorneys.

Erasure. Unlike with delinquents, there are no statutory provisions for the erasure of FWSN records.

The Detention Process

A detention center may hold a child pending court hearings concerning allegations of delinquency, pending judicial disposition of a case following an adjudication, or to await placement following a dispositional order of the court. A child may be admitted to detention either through referral by the police or by an order of the court. Most frequently, however, referrals are made by the police.

Police referral procedures. A police officer who apprehends a child for a delinquent act and takes the child into custody must first make every reasonable effort to notify the child's parents or guardian, before taking the child to detention. Additionally, he must provide the detention center with a written statement of the child's alleged delinquency, the grounds upon which he bases his decision that the child may not properly be released to his parents or guardian, and indicate whether contact has been made with the child's parents or guardians. A copy of this statement, along with a notation of the time the child was taken into detention, is filed with the court.

If the police bring the child to detention without making every reasonable effort to notify the parents, it becomes the responsibility of the detention staff to do so immediately.

Release by detention staff. The detention staff exercises some discretion in deciding whether to hold the child in detention. A child who is referred on a serious juvenile offense must be admitted and can only be released by an order signed by a judge. However, one who is referred for any other delinquent act may be released to the custody of his parents or guardian, or other suitable adult by a detention supervisor depending on such circumstances as the child's past record or the seriousness of the case. If the child is released, he is subsequently notified by a probation officer of a date to appear in juvenile court for a hearing of his case.

Admission to detention. If the child is admitted to detention, he must be informed of his rights to keep silent, have counsel, and have a detention hearing within 24 hours, except on holidays and weekends, when the hearing would be held on the next court day. Additionally, he must be advised that if he waives his right to a hearing, the court may sign an order to detain him for a maximum of 10 days.

Before the detention hearing, the child is interviewed by a probation officer and counsel in an effort to get an understanding of the case and the circumstances surrounding it. As a result of the interview, the probation officer may be satisfied that there is no need to continue detention and release the child to the custody of his parents or guardian, or other responsible adult, except in a case in which the child was brought in on a serious juvenile offense. On the other hand, the probation officer may decide that continued detention is necessary, in which case he must file a petition so that a detention hearing can take place within 24 hours, excluding weekends and holidays.

Detention release hearing. The purpose of this hearing is to determine if there is probable cause to believe the child committed the alleged delinquent act, and if so, to believe that grounds exist to detain the child. If the court is satisfied that there is no need for continuing the detention, the child is released to the custody of his parents or guardian, other suitable adult, or under a suspended order of detention.

Criteria for detention. If the court finds that there is a need to continue detention, the judge must sign an order to that effect. The statutory criteria for detaining the child beyond the 24-hour period include the following considerations:

- a strong probability that the child will run away prior to court hearing or disposition;
- a strong probability that the child will commit or attempt to commit other offenses injurious to himself or to the community before court disposition;
- probable cause to believe that the child's continued residence in his home pending disposition will not safeguard the best interests of the child or the community because of the serious and dangerous nature of the act or acts set forth in the attached delinquent petition;
- a need to hold the child for another jurisdiction; or
- a need to hold the child to assure his appearance before the court in view of his previous failure to respond to the court process.

An order for detention, signed at a hearing, is valid for a period of up to 15 days from the date the child was originally brought to detention, or until an adjudicatory hearing (trial) is held, whichever is shorter.

Education in detention. Once a juvenile is remanded to detention by a judge, he is integrated into the detention program, which includes educational instruction. Prior to beginning instruction, each child is first given a series of tests to help determine achievement levels. Following completion of the tests, teachers begin instructing the juvenile either on a one-to-one basis, or in a group setting. The local board of education where the center is located is responsible for providing the teachers, but reimbursement for educational expenses is made by the local board of education from the juvenile's hometown.

Detention review hearing. All detention orders, including those signed without a hearing, can be renewed only at another hearing. These hearings, which are to be conducted at least every 15 days after the date of the initial order and cannot be waived, are to review the circumstances and conditions of the order to determine if continued detention is necessary. It is the responsibility of the probation unit to schedule these hearings.

SECTION III

THE COMMITTED DELINQUENT

Commitment to the Department of Children and Youth Services

For a certain segment of adjudicated delinquents, whom the court feels are either unable to be effectively treated in the community, or who pose a danger to the community, disposition involves a commitment to the Department of Children and Youth Services (DCYS). Commitments can be ordered for up to a two-year period, or a four-year period for serious juvenile offenders. Commitments may extend beyond a child's 16th birthday. Two-year commitments can be extended by the court if DCYS requests such action. Also, for serious juvenile offenders the court may stipulate that the juvenile not be allowed to return to his hometown for a certain period of time.

This section will describe the procedures for commitment, organization and resources the state provides for committed delinquents, and the treatment administered.

Procedures for commitment to DCYS. When the court orders a commitment to the Department of Children and Youth Services, the judge can specify either that the child be remanded to Long Lane or to a direct placement. See Figure III-5 for a diagram of the commitment process, from court-ordered commitment to return home.

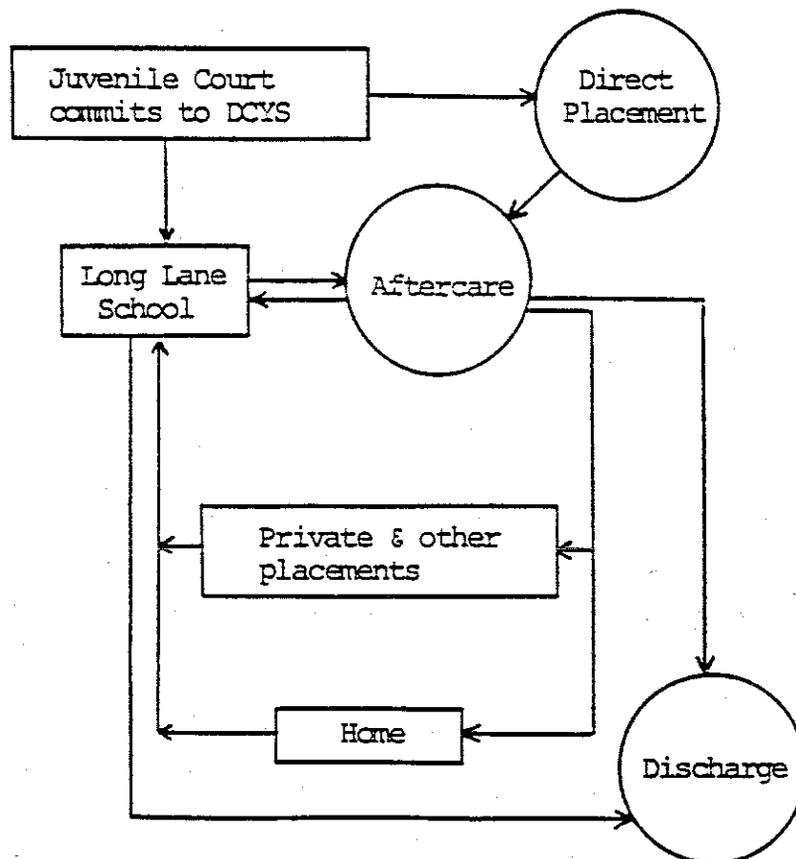
By statute, the court is to consult with DCYS to determine the placement that will be in the best interest of the child. However, the law stops short of allowing the court to specify in the order to which facility the child will go.

Interviews conducted by program review staff indicate that, in practice, consultations between probation officers and DCYS workers regarding placement vary from office to office and even worker to worker. For example, some probation officers prefer to make all the arrangements themselves and only clear the final placement with DCYS, while other probation officers make the referrals to DCYS and have that department take charge of the arrangements.

There are several factors that determine whether a child will be placed at Long Lane or a private placement, including delinquency history, prior placement history, and availability of placements. Also, a major consideration is the child's willingness to accept direct placement. If a child is reluctant or non-compliant about a certain placement, he is unlikely to be accepted by that residential facility. On the other hand, a child has no choice about

being placed at Long Lane -- it is the only facility in the state where a child can be remanded against his will.

Figure III-5. The "Path" of Delinquents Through the DCYS System.



Source: LPR&IC Report on Juvenile Justice, 1978.

As indicated earlier, the court may commit the child to DCYS for a maximum of either two years, or four years in the case of serious juvenile offenders. However, the court may not specify how much of that time is to be spent in Long Lane or in direct placement. The court is authorized, however, to indicate that a child may not be returned to his hometown for a certain period of time.

At Long Lane, the child's length of stay is basically determined by the adjudicated offense, while a residential facility usually has an established program that runs for a set period of time.

All programs for committed delinquents are provided by either Long Lane School or private residential placements. The Department of Children and Youth Services has jurisdiction over both. The department devotes considerable resources to the care of the committed delinquent, either through Long Lane School, the DCYS-owned juvenile correction facility, or through payment for the treatment of delinquents at private residential facilities. The organization, resources, and treatment programs of the two types of placements are described below.

Long Lane School

Organization and resources. This is the state's only public juvenile correction institution where a child can be sent after being adjudicated a delinquent. Located in Middletown, Long Lane is a 200-acre non-secure institution, although it does contain a secure unit, housing 36 beds. The entire facility has a capacity of 146 beds; 22 for females and 124 for males.

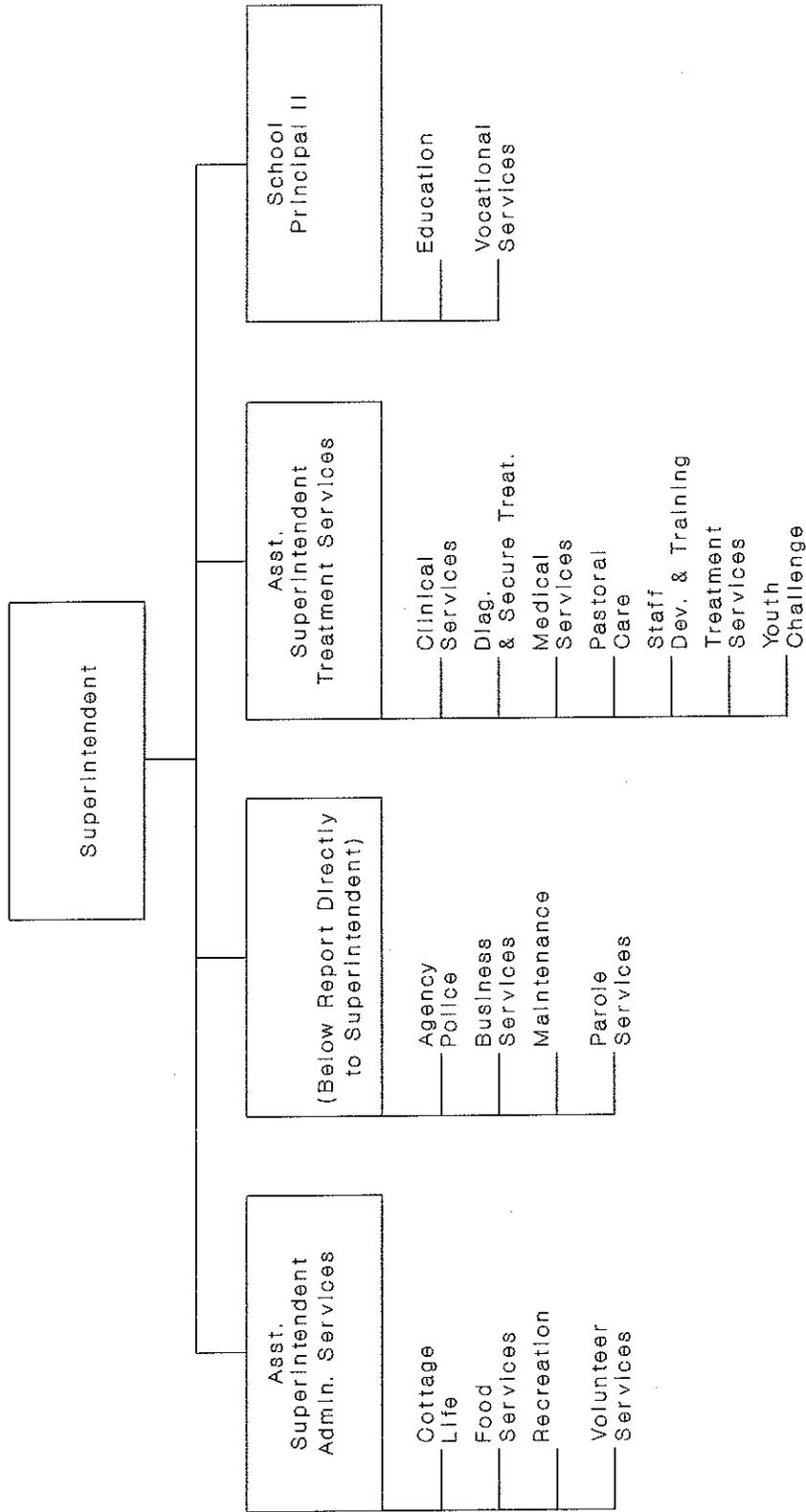
Figure III-6 depicts the organization of Long Lane, which shows that Long Lane has three major divisions -- administrative services, treatment services, and educational/vocational services -- with the first two being administered by assistant superintendents, and the school principal responsible for the third. Each of these three people reports directly to the superintendent. In addition, the agency police, maintenance, parole services, and business services also report directly to the superintendent.

Long Lane has established an eight-person management team, made up of division directors or supervisors, and the two assistant superintendents, which meets weekly with the superintendent to plan, formulate policy, and coordinate and evaluate institutional programs and activities. The institution also has 11 committees or teams, made up of various levels and areas of staff, designed to address a variety of school issues.

Program review analyzed Long Lane's budget and personnel for the past seven years, and the results are shown in Table III-6.

Responsibilities. Long Lane serves only those children who are adjudicated delinquent by the court, and committed to the Department of Children and Youth Services. Children cannot come to Long Lane through any other referral.

Figure III-6. Long Lane School Organization



Source: DCYS

Table III-6. Long Lane Budget Resources and Personnel - FY 81--FY 87.

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	% CHG FY 81- 87
<u>BUDGET</u>								
GEN. FUND	\$5,384,085	\$5,635,681	\$6,092,071	\$6,778,813	\$7,161,323	\$7,527,799	\$8,421,749	
FED. FUND	108,940	112,555	107,825	52,767	37,190	83,463	110,795	
OTHER	1,711	1,269	1,652	3,505	878	3,106	5,300	
TOTAL	\$5,494,736	\$5,749,505	\$6,201,548	\$6,835,085	\$7,199,391	\$7,614,448	\$8,537,844	55
<u>PERSONNEL</u>								
GEN. FUND	284	284	279	287	287	287	297	
FED. FUND	5	5	4	4	1	1	2	
OTHER F/T EQUIV.	4	4	4	3	3	8	11	
TOTAL	293	293	287	294	291	296	310	5.8

While there is no statutory limitation on the minimum age that can be served at Long Lane, the institution's facility and objective plan indicates that it serves kids from 11 to 16. In this same plan, Long Lane defines the following as its major responsibilities:

- evaluation and diagnostic assessments on all residents in the clinical, educational, social and medical areas;
- determination and assignment of juveniles to either a residential cottage or to the maximum security unit;
- provision of a group peer pressure program, geared to identify specific problem behaviors, teach methods of behavioral change, and monitor progress;
- provision of educational, vocational, recreational, medical and clinical services all residents; and
- implementation of individual treatment planning, utilizing placement sites, such as group homes other residential schools, and clients' own homes.

Treatment. The intent of the stay at Long Lane is not just to remove the child from the community, or incarceration. Rather, the goal is to help the juvenile change his behavior so that he can function in a less-structured setting.

If a child is committed to Long Lane, he is brought there by his probation officer and is interviewed by an intake worker at Long Lane. In the past, all juveniles were processed through intake in the secure treatment facility. However, because of a lack of space in the secure unit, intake is now often done in the open cottage setting.

To determine what a child's length of stay should be Long Lane uses a classification system that is based on the child's adjudicated offenses. The classifications vary from three months for FWSN-type children who violate court orders, to about 12 months for serious juvenile offenders. A full treatment plan is not developed until the child has been at Long Lane for about three weeks. Monthly staff conferences are held on the treatment plan and every three months the written evaluation is to be updated.

The treatment at Long Lane is based on peer pressure; specifically the treatment is called guided group interaction (GGI). When a child enters Long Lane, he is assigned to one of two groups within the cottage. Each group consists of 8 to 12 youngsters. The group meets daily for one hour to discuss and analyze the participants' problem behaviors, and develops action plans to effect positive changes. Staff involved with the treatment program act as facilitators.

In addition to the daily group meetings, any member may request the group leader (staff) for an incident meeting, which usually lasts 5 to 10 minutes, and is called to focus on either a occurrence of problem behavior, or for a positive incident.

The group also decides on rewards, such as weekend visits, off-ground passes, and special activities. These are usually based on progress made towards previously established behavioral goals or commitments.

The treatment program at Long Lane involves an educational component, but commitments are never made for educational reasons only. There is a school located on the premises at Long Lane, headed by a school principal and staffed by 27 teachers. Since the vast majority of juveniles at Long Lane are identified as special education students, all the academic subject area teachers at Long Lane are special education certified.

Testing is done when a child arrives at Long Lane to assess where the child is academically, and educational plans are developed based on this assessment, rather than assignment to a grade level. Material is presented in small groups, rather than in large classes, and Long Lane goals and objectives stress an experiential approach to learning. A portion of the education at Long Lane concentrates on vocational programs, such as drafting, small machine repair, business and computers, and woodworking.

Other parts of the program include Youth Challenge which provides outdoor experiences, such as rock climbing and canoeing, to help build confidence and self-esteem. Other recreational activities provided on an ongoing basis include sports such as swimming and basketball, and arts and crafts.

Private Residential Placement

As noted earlier, a child can be committed to DCYS for placement at either Long Lane School or a private residential facility. The commitment procedure and the periods of commitment ordered by the court are the same, regardless of the placement. A child may also be placed at a residential facility after he or she has spent some time at Long Lane. The residential placement is used to gradually move the child

back into the community. Below is a description of the organization, resources and treatment of residential placements.

Organization and resources. There are approximately 30 private residential facilities that DCYS uses to place committed delinquents. Most of them are located in Connecticut, but a few are out of state. Some of the programs accept only a certain type of youngster (e.g. drug or alcohol dependent kids, or youth of low intellectual ability) while others accept only one sex, or a certain age group, thereby limiting the residents who can be served.

The cost of individual placements range from about \$22,000 to over \$70,000. The cost of the placements is borne by both DCYS and the local educational agency. DCYS is responsible for the child's board and care, which is the largest portion, while the local school administration of the child's hometown is responsible for the tuition.

Program review analyzed the payments made from DCYS' Board and Care Fund for the committed delinquent for the past seven years. The results are shown in Table III-7 and indicate that the expenditures in this area have grown by \$1,594,124 (or 68%) in that period.

Table III-7. DCYS Payments for Residential Placements --
FY 82 - FY 88.

<u>Year</u>	<u>Payments</u>
FY 82	\$2,318,646
FY 83	\$3,442,833
FY 84	\$2,977,721
FY 85	\$2,738,443
FY 86	\$3,009,416
FY 87	\$3,438,548
FY 88	\$3,912,770

Source: Dept. of Children and Youth Services

The staffing of each residential facility varies, largely depending on the number of residents at the facility. Analysis of the staffing at the private placements is beyond the scope of this study.

Aftercare

The aftercare or parole staff responsible for the treatment supervision and plan for the return of the juvenile

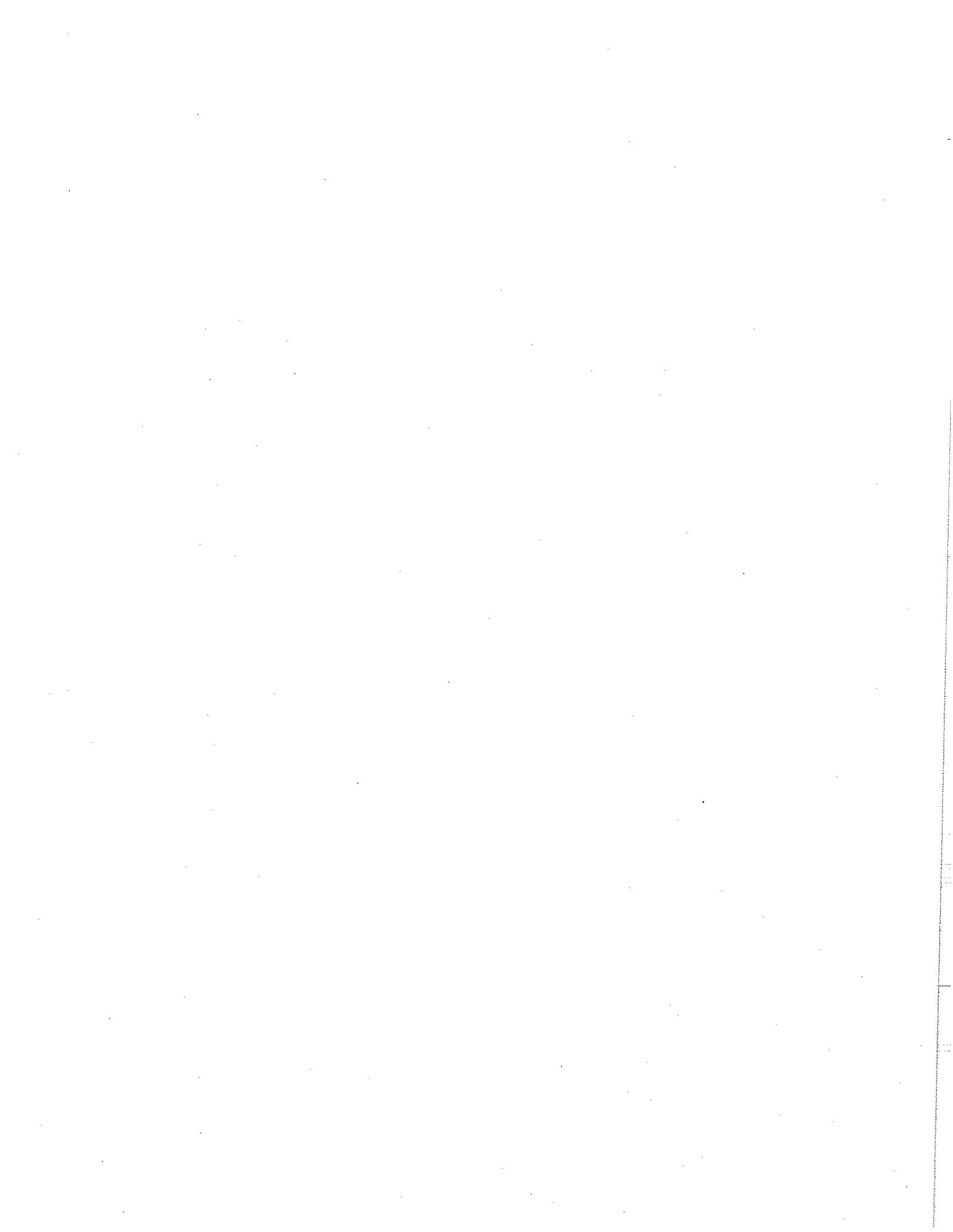
to the community are all DCYS workers. They are organizationally located under Long Lane School, and the Director of Aftercare reports directly to the superintendent of Long Lane. There are currently 13 parole officers -- 10 men and 3 women -- located in different geographic regions throughout the state. Each has an approximate case load of 40 juveniles.

Treatment. As with Long Lane School, the goal of residential placement is to help a child modify his behavior so that he can return home, and not merely to remove the child from the community. The length of time that a child spends in placement usually depends on the established program at the facility. The length of stay for treatment varies depending both on the program and the progress of the child. Generally, the programs run about a year.

The child is taken to the residential placement by the aftercare (parole) worker, who oversees the child's treatment and progress back into the community. The treatment plans are developed by the parole officer, usually about two to three weeks after the child arrives in placement. The plan is updated every six months. Once the child is released from placement, another treatment plan is developed. Most frequently the child is returned to his own home. However, children are also placed in other settings back in the community such as group homes, either as a transition back to their families or because they cannot be returned to their own home.

If the child does not cooperate with the placement, he may be placed at Long Lane without any court proceeding. Instead, this decision is made administratively by the residential facility and DCYS, with the parole officer transporting the child to Long Lane.

Parole supervision. DCYS parole officers initially see the juvenile about once a week. The parole officer also attends each six-month case conference that is held at the placement. Once the child returns from placement to the community, the parole officer sees him about once a month. If the child violates his parole he may be returned to Long Lane, as long as his period of commitment is still in effect.



CHAPTER IV FINDINGS AND RECOMMENDATIONS

SECTION I

LOCAL EFFORTS

The Legislative Program Review Committee analyzed the efforts made by local law enforcement agencies to determine how juveniles coming in contact with the law are handled. This section, divided into two parts, first examines the differences in the policies and procedures used by police departments throughout the state relating to juvenile matters. The second part analyzes the differences in the number of arrests in Connecticut communities for juveniles between the ages of 7 and 15.

Local Law Enforcement

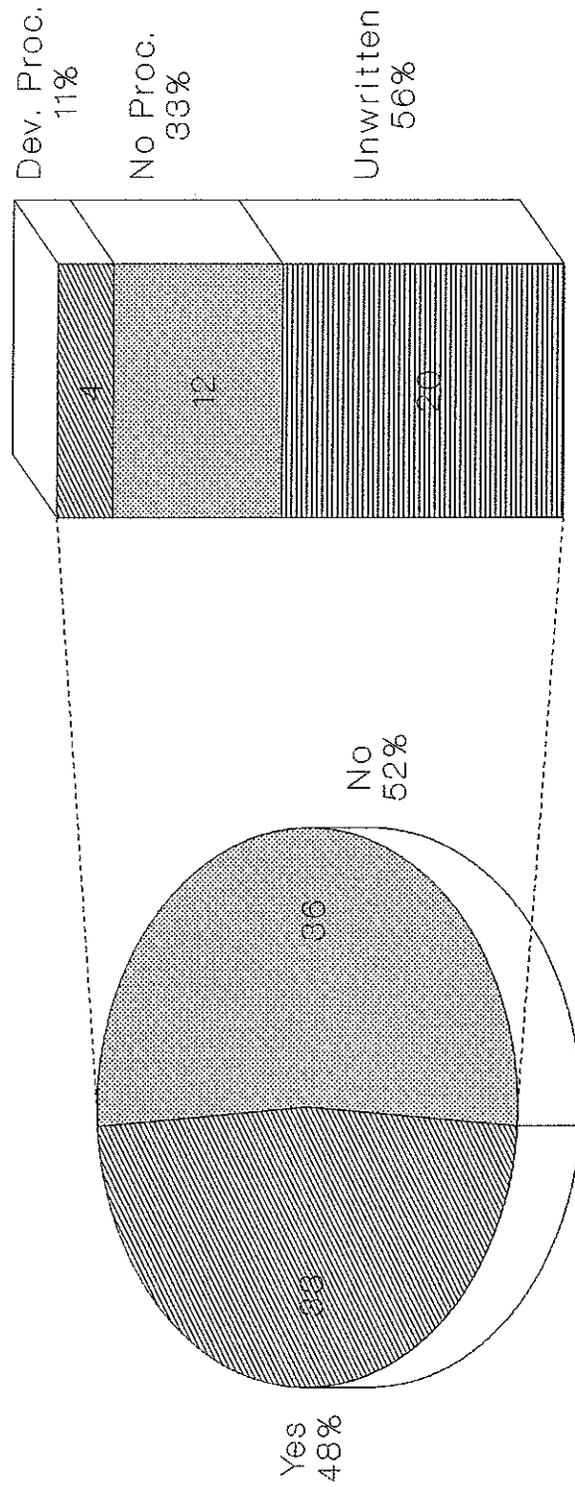
As previously indicated in the description of local efforts, the program review committee conducted a statewide survey of local law enforcement agencies in 169 towns to examine how juveniles are handled once they come in contact with the law. Seventy-seven percent (130) of all towns responded to the committee's survey.

The survey was sent to towns operating their own police department and to towns serviced by the state police, either by resident troopers or by a barracks. Some questions on the survey differed according to the structure of the department. Since the state police follow standard departmental procedures in dealing with juveniles, analysis is primarily concentrated on towns operating their own police forces and what policies and procedures, if any, they use in handling juveniles.

Of the 84 towns operating their own police department, 69 (82%) responded to the survey. The results, indicated in Figure IV-1, show that only 33 departments responded that their guidelines are in written form. Analysis of the remaining 36 surveys shows that 23 departments responded that they follow unwritten guidelines, but 3 of these departments indicated that written procedures are presently being developed. As well, 13 departments indicated that no procedures for handling juveniles have been established, while one of these departments responded that it is currently developing written guidelines. In total, 56 of the 69 departments responded that either written or unwritten guidelines for handling juveniles are established.

The survey also indicated that 43 of the departments responding have established policies or procedures concerning which juveniles are brought to a detention center following an arrest. However, only 25 of these 43 towns provide written

Figure IV-1: Local Law Enforcement Procedures for Dealing with Juveniles



Have Written Procedures?

Source: LPR&IC Analysis

guidelines for detention. Two towns responded that guidelines for bringing juveniles to detention are being established.

The survey also queried departments as to how many have criteria for: referral; diversion; detention; which offenses juveniles are to be arrested for; how arrested juveniles are to be questioned and what methods should be used to detain a juvenile upon arrest; and family with service needs (FWSN) cases. The program review committee found that a wide variation exists among departments in these areas. For example, of the total 56 departments having established guidelines: 10 have criteria for arresting, questioning, and custody of juveniles; 9 have specific criteria for who is to be referred to court; only 5 specify criteria for diverting a juvenile from court; 19 have criteria about what type of offenses require detention; and only 10 have a clear policy for dealing with FWSN cases.

Due to the fact that almost 20 percent of the police departments responding to the survey do not have any established policies and procedures for handling juveniles, and that 52 percent do not have written guidelines, the committee believes that it is important for police officers to understand exactly what their department's policies are relating to the handling of juveniles.

In an effort to find out what type of training local law enforcement receive in the area of juvenile matters, program review discussed the topic with officials in charge of training at the Municipal Police Training Council (MPTC). Committee staff was told that during the 14-week training program offered by MPTC for new recruits, the amount of time actually devoted to training in juvenile matters is only three hours. However, an additional eight to ten hours of training is given in other areas that, although not fully devoted to juvenile matters, cover issues concerning juveniles. Further, program review was informed by MPTC officials that the amount of in-service training offered by the academy is limited and that such training is primarily the responsibility of local police departments.

As previously mentioned, the program review committee surveyed the 85 towns serviced by state police barracks or resident troopers and received 61 (71.7%) responses. Since the state police follow written guidelines established in their operations manual, the committee examined whether or not the guidelines specified criteria about which juveniles were to be referred or diverted from court, how they were to be questioned, who should go to detention, and how FWSN cases are handled. Program review found that the guidelines do not indicate for the types of offenses for which a child is to be referred or diverted from court. Rather, it is up to the individual officer's discretion. However, criteria do exist

as to how a juvenile is to be questioned as well as when an officer can be required to send a juvenile to a detention center. Lastly, the committee found that the state police guidelines stated a clear definition of status offenders and provided procedures for handling such cases.

Further review of the state police guidelines showed that in some areas they alluded to juveniles being referred to a Youth Officer for case disposition. However, according to the State Police Training Academy, the Youth Officer program that existed in the 1970s no longer operates. This program used to train police in juvenile matters and one full-time youth officer was then assigned to a field unit to assist other officers in all juvenile matters.

The training academy now offers limited training in the area of juvenile matters and approximately 6 to 8 hours of the 20 to 22 week training program for new recruits is devoted to juveniles. However, the state police have established a new program where officers are being trained in-house to go into local schools once a week to discuss problems children may be having such as sexual abuse, or alcohol and drug related issues.

Juvenile Arrests. A further indication of the variation that exists in dealing with juveniles at the local level is the difference in the number of arrests among Connecticut communities. The program review committee examined the arrest statistics for 1987 from the Uniform Crime Reports and found that the number of arrests in the juvenile population -- those between the ages of 7 and 15 -- as obtained from the Department of Education Enumeration Reports varied significantly from no arrests in some communities to 2 arrests for every 10 juveniles in one community. However, the average for the state was .044, or four arrests for each 100 juveniles in that particular age group.

The arrest statistics do show that the arrests per capita increase as the size of the town population increases. To assess this, towns were divided into six categories based on population, and the average arrest statistics, both in total arrests and arrest per capita for each category, are presented in Table IV-1.

Based on the findings that there are variations in the established procedures that local law enforcement agencies use to process juveniles, how these procedures are kept, and the variation in arrest statistics, the Legislative Program Review and Investigations Committee recommends that the following action be taken to ensure that police departments know fully what their responsibilities are in handling juveniles and that juveniles are dealt with in a more consistent manner.

Table IV-1. Juvenile Arrest Statistics Based On Town Size -- 1987.

<u>Town Population</u>	<u>Avg. No. of Juvenile Arrests</u>	<u>Avg. Ratio by Population</u>
1 - 5,000	No Statistics	No Statistics
5,001 - 10,000	12.75	.016
10,001 - 25,000	59.05	.032
25,001 - 50,000	175.40	.053
50,001 - 100,000	305.71	.058
Over 100,000	927.40	.060

Source: LPR&IC Analysis.

First, by July 1, 1990, all municipalities and the state police shall create or update written policies and procedures dealing with the arrest, referral, diversion, and detention of juveniles coming in contact with law enforcement personnel. By this date, all guidelines are to be communicated to each department's police officers.

While this recommendation does not advocate the same policies and procedures for each police department, the program review committee believes that by having written and updated guidelines it would provide for more consistency among towns, as well as among department police officers, relating to the handling of juveniles. The recommendation also ensures that all police officers from towns currently without written or updated guidelines will now know exactly what their department's policies and procedures are in the area of juvenile matters.

To implement the above recommendation, police departments may either want to create their own policies and procedures, or use as models the guidelines already established in other towns. For example, after examining the policies and procedures received as part of the committee's survey, the guidelines used by the Glastonbury, Milford, and Waterbury police departments were found to be comprehensive in nature and appear to include the specific aspects relating to the handling of juveniles outlined in the recommendation.

Second, by July 1, 1990, the Municipal Police Training Council and the State Police Training Academy shall provide a

minimum of three percent of their pre-service training requirements, and ten percent of their in-service training requirements in the area of juvenile matters. Training shall deal with the handling and processing of juveniles as well as the major components and resources of the juvenile justice system.

This recommendation is intended to enhance the degree of pre- and in-service training given to law enforcement officers. Juvenile arrests accounted for over 15,000 arrests in 1987, according to the Uniform Crime Reports for that year, and the program review committee believes that both state and municipal police officers should be adequately prepared to know how to deal with all aspects of juvenile matters. The committee further believes that the amount of training currently given in this area is not adequate in relation to the overall time spent for basic and review training for new and veteran officers.

The implications of this recommendation are that the MPTC, which requires 480 hours of basic training yearly and 40 hours of review training every 3 years, will annually provide at least 14 hours of basic training and at least 1 hour of review training in the area of juvenile matters. As well, the state police training program, which consists of 908 hours basic instruction and approximately 16-20 hours of review training yearly, will provide at least 27 hours of basic training and approximately 1-2 hours of review training each year relating to juveniles.

SECTION II

COURT ORGANIZATION FOR JUVENILE MATTERS

The juvenile court performs some of the primary functions of the juvenile justice system. The courts process the cases, decide dispositions, and collect and maintain the data on juvenile delinquency. The program review committee focused on several aspects of juvenile court: its organization, the manner it processes cases including plea negotiations and probations, court-appointed services, and the court's information systems.

As outlined in Section II of the previous chapter, in Connecticut, juvenile matters are under the jurisdiction of the Family Division, one of four divisions of the Superior Court. All judges are Superior Court judges who are assigned by the chief court administrator to different courts and judicial districts at six-month intervals.

Juvenile Court Assignments

During the review of Connecticut's juvenile justice system, the issue of the unified court system, and whether the rotation of judges into juvenile matters had a detrimental effect on the process and procedures of juvenile matters, was brought to the attention of the Legislative Program Review and Investigations Committee. Several factors were mentioned as having a negative impact on the court and its processing:

- the rotation periods for judges are too short and judges therefore do not have enough time to familiarize themselves with the workings of juvenile court;
- because of the unfamiliarity with juvenile court proceedings, the processing of cases is delayed;
- judges who rotate in and out of juvenile court do not have the same commitment, as would permanently assigned judges, to evaluating the effectiveness of certain types of programs or dispositions, nor do they have the knowledge of the juvenile area to review probation staff's recommendations in a critical light; and
- some judges view the rotation to juvenile court negatively.

Based on these criticisms of the current system, program review explored the option of creating a separate juvenile court with permanently appointed juvenile court judges, but

determined, as a result of the following, that the costs of a separate court outweigh the benefits.

First, the separation of the juvenile court may begin a trend in eroding away the unified court system, established about 10 years ago, and which is cited by many as a model court system. Separating juvenile court from the unified system may only diminish the stature of that court and the judges who serve on it, the very issues that the unified court system were intended to eliminate.

Second, officials in the Chief Court Administrator's Office believe any separation of the court would severely impede that office's ability to allocate judicial resources (i.e. judges) where they are most needed.

Third, if a separate court were created, and especially if seen as a lower-tier court, it might be difficult to find judges who are willing to take a permanent, or long-term assignment, to juvenile court.

Fourth, there already is a provision in statute whereby judges "should have a commitment to the prompt resolution of disputes affecting the care and custody of children with full understanding of all factors affecting the best interests of children, and if practicable, shall devote full time to juvenile matters. [Further], if practicable, any such judge should be assigned to hear juvenile matters for not less than 18 months." (C.G.S. 51-165(d))

The program review committee finds that to some degree there is compliance with that statute, but that improvement is needed. For example, the committee examined judges' assignments to juvenile court since 1985 and found that staffing of judges to juvenile court has increased overall -- from 10 judges to serve 15 court locations in 1985, to 17 judges serving 14 court locations in 1988. In most of these locales, judges serve only a portion of their time on juvenile matters, however, in the larger areas such as Bridgeport, New Haven and Hartford, the assignments to juvenile court are full-time or nearly full-time. Currently, Bridgeport is covered by one judge assigned full-time, while Hartford and Plainville are covered by three judges -- one five days a week, one four days a week, and the third less frequently. In New Haven, three judges are assigned to that court as well as to a satellite court in Meriden.

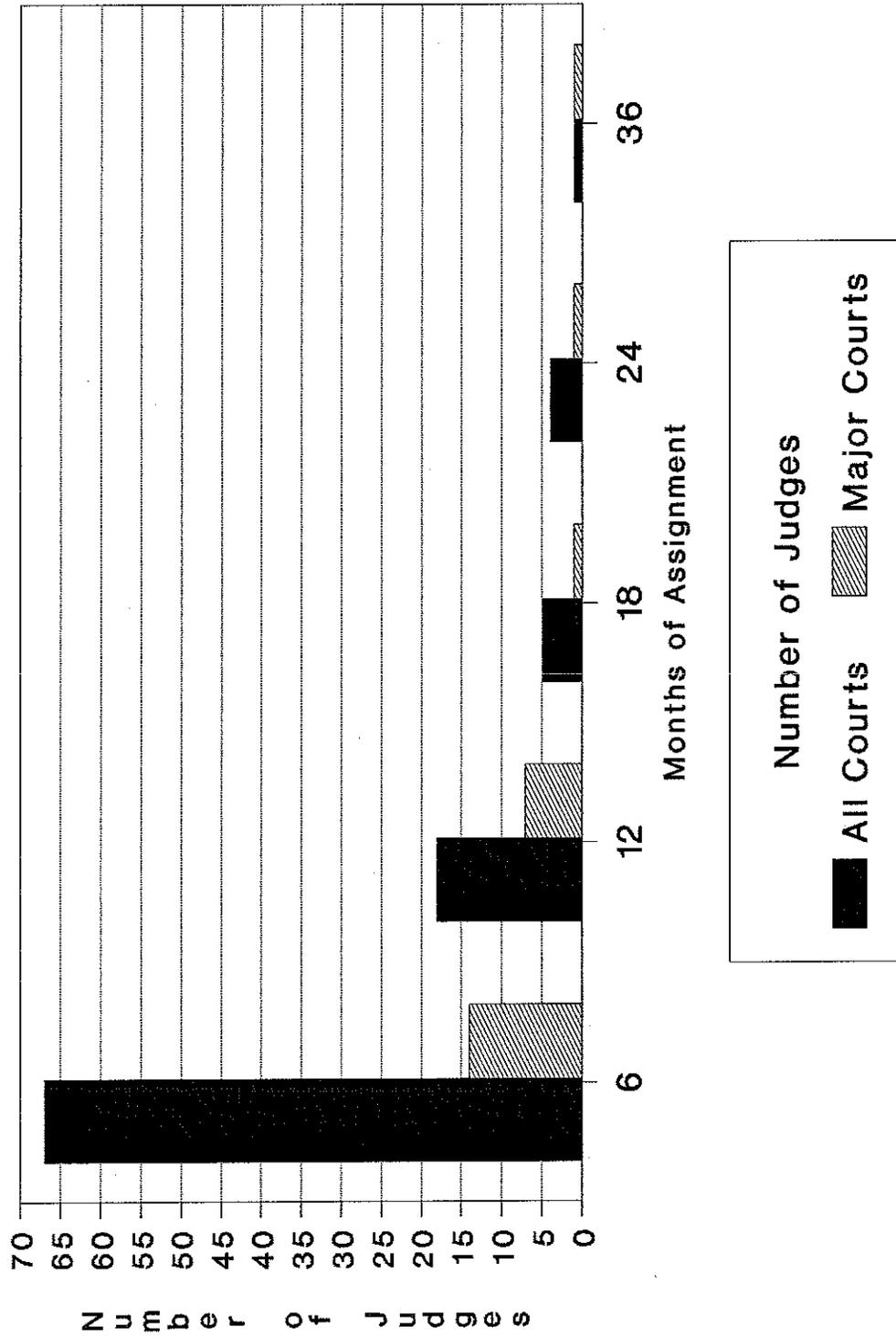
Program review finds there is a significant degree of rotation in and out of juvenile court. Table IV-2 shows the various assignment periods for each court in six-month intervals, and how many judges served in each. (Plainville is not included in the table because the judges assigned to Hartford also preside in Plainville.)

Table IV-2. Juvenile Matters: Judicial Rotation Assignments
January 1985 - September 1988.

<u>Court Location</u>	<u>Assignments</u>	<u>Judges</u>
Bridgeport	12 month assignment	2
	6 month assignment	5
Stamford	18 month assignment	1
	12 month assignment	3
	6 month assignment	3
Norwalk	18 month assignment	1
	12 month assignment	3
	6 month assignment	3
Danbury	24 month assignment*	1
	12 month assignment	1
	6 month assignment	2
Torrington	12 month assignment	3
	6 month assignment	4
Hartford	36 month assignment	1
	24 month assignment	1
	12 month assignment*	3
	6 month assignment	1
Willimantic	24 month assignment	1
	6 month assignment	6
Rockville	6 month assignment	8
New Haven	18 month assignment	1
	12 month assignment	2
	6 month assignment	8
Meriden	18 month assignment	1
	6 month assignment	9
Montville	12 month assignment*	1
	6 month assignment	9
Waterbury	18 month assignment*	1
	6 month assignment	5
Middletown	24 month assignment	1
	6 month assignment	4

* Not consecutive assignment periods
Source: Analysis of Judicial Dept. Records

Figure IV-2. Judicial Assignments
Length of Assignments



Source of Data: Judicial Court Records

In addition to the assignments listed in the table, where judges were delegated to serve in juvenile matters for at least one rotation, approximately six other judges have had assignments to the Family Division of Superior Court and have spent some time on juvenile court.

As the table and the graph in Figure IV-2 indicate, two-thirds (67) of 95 judges served on juvenile matters for one six-month assignment, while 18 judges were appointed to 12-month terms. However, 10 judges have served the court for 18 months or longer. Significantly, this stability in length of service has occurred in the major court locations, where 10 of the 24 judges were assigned for periods of 12 months or longer. These major court locations, Hartford, New Haven, and Bridgeport, process 40 percent of all juvenile cases.

Based on this analysis, the program review committee finds that there is some attempt being made to maintain a degree of continuity on the juvenile court, but recommends that more effort be made to achieve compliance with the statute concerning 18-month assignments to Juvenile Matters.

Juvenile Court -- Purpose and Mission

Given the fact that a large number of judges move in and out of short-term assignments to Superior Court for Juvenile Matters, the program review committee believes it is imperative that the purpose for the juvenile court and what it intends to accomplish be clear. Connecticut statutes do not provide an overall statement of purpose.

Furthermore, the program review committee has determined that the juvenile court in Connecticut is in a state of change between the concepts of the penal adult system and the rehabilitative juvenile model. The adaptation to the adult model began in the late 1960s, when the U.S. Supreme Court ruled in Gault vs State of Arizona that juvenile offenders had a constitutional right to the due process protections enjoyed by adults.

In interviews with juvenile court judges, they expressed several different views as to the purpose of the juvenile court ranging from punishment to treatment. Further, court proceedings observed by staff portrayed an adversarial system, with the court advocate on one side asking for "community protection", and the defense attorney on the other side advocating his client's "liberty". Also, analysis presented later in this report will show that plea bargaining occurs frequently in juvenile court resulting in lowered charges and a high dismissal rate, events that are prevalent in the adult system.

Based on these observations, the Legislative Program Review and Investigations Committee concludes that a clearer definition of the purpose and role of the juvenile court needs to be identified. Therefore, the program review committee recommends that a task force be established by the chief court administrator, made up of five judges serving on juvenile matters, five members of the Juvenile Justice Advisory Committee, and five at-large members, to develop a clear mission statement for the Superior Court, Juvenile Matters.

The program review committee believes that a group made up largely of people who work in the system will best be able to tackle the hard questions of what the goal and objectives of the juvenile court should be. The factors that the task force examines should include but not be limited to: whether the foundation of the court should be based on the rehabilitative model or not; the role of plea bargaining in juvenile court; establishing a more effective monitoring system for determining which dispositions and programs work and which ones don't; and creating a method for implementing those dispositions that appear most effective.

The committee does not establish a time-frame for this task force to accomplish its work, but instead leaves that to the discretion of the Chief Court Administrator. However, a copy of any written report developed by the task force should be provided to the relevant substantive committees of the legislature and the Legislative Program Review and Investigations Committee.

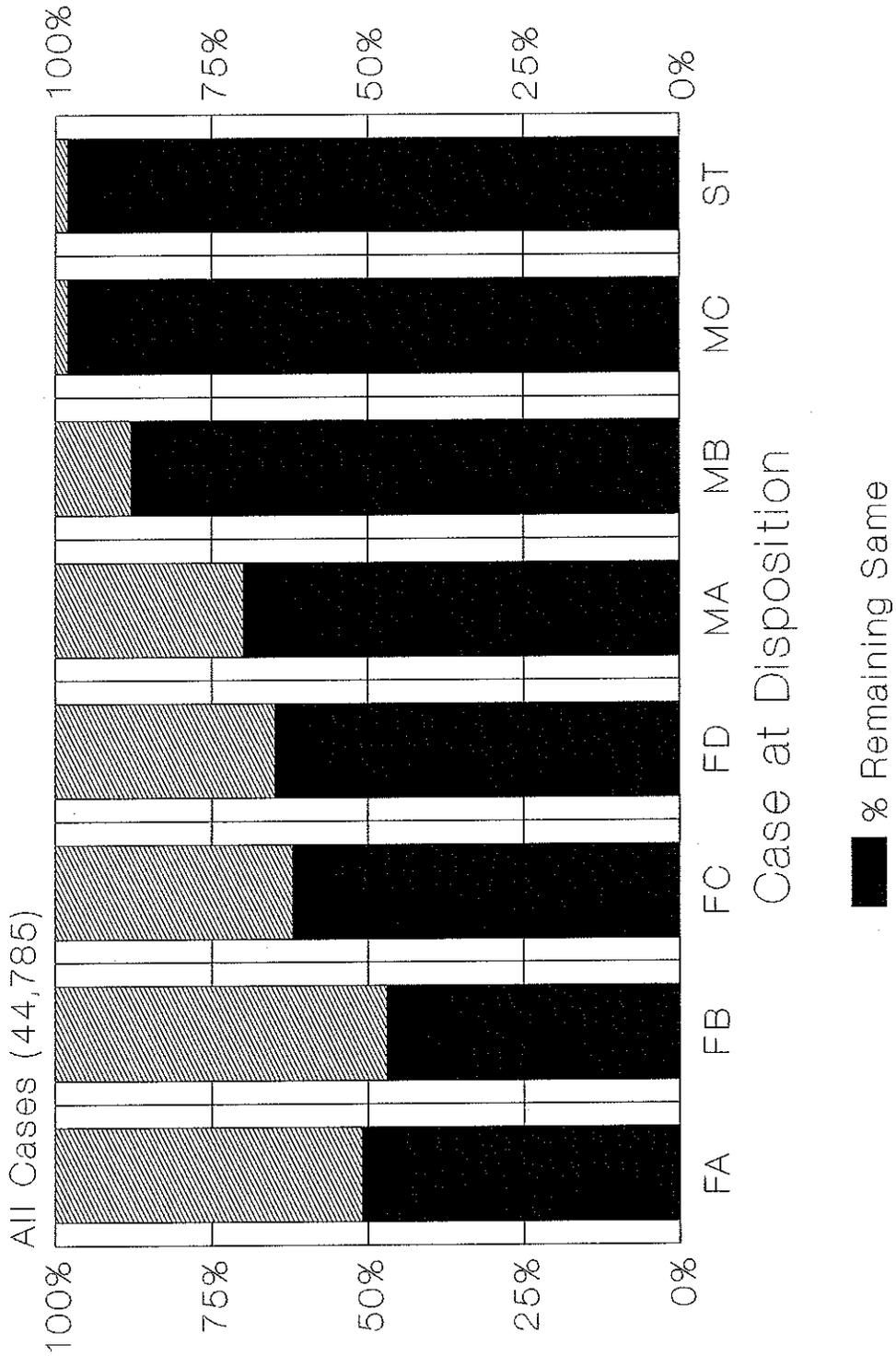
Case Processing

The primary function of the juvenile court is to receive and process cases, which encompasses holding hearings, adjudicating the juvenile, and deciding the most appropriate disposition for the case. Program review examined several aspects of case processing, including plea bargaining and its results, probation, and court-ordered services, as presented below.

Plea bargaining. One of the procedures in processing a case through the juvenile court system is the negotiation of the charges between the court advocates and the defense attorneys, also known as plea bargaining. This aspect of case processing was discussed in Section II of the previous chapter, and the results of plea bargaining, for the years 1980 through 1983 are graphically displayed in Figure IV-3. Further discussion of the effects of plea bargaining on serious juvenile offender cases occurs later in this chapter.

There is clear evidence that plea bargaining is occurring in juvenile court. However, there are no provisions

**Figure IV-3: Charge at Disposition
v. Intake, All Cases 1980-83**



Source of Data: NCJJ

for plea bargaining in the statutes concerning juvenile court and its procedures. Nor are there provisions for it in the "Rules for Juvenile Matters", Connecticut Rules of Court, 1988 edition, the document that governs all practices in Connecticut courts, and where provisions for plea negotiations in adult court are outlined. It would appear, then, that the practice of plea bargaining has been transferred over from the adult court informally, without formal sanction by statute, or adopted court rules.

Given the number of cases that are referred to juvenile court, the limited number of judges, court advocates and other support resources, in addition to time constraints, it would be unrealistic to suggest that all cases that are either required to be judicially processed, or those that are originally denied by the juvenile, go to trial. However, the program review committee also believes that to authorize the practice in statute, or to recommend adopting procedures for plea negotiations in Connecticut Rules of Court (for Juvenile Matters), would be giving legislative sanction to plea negotiations in juvenile court, a measure opposed by a majority of committee members.

Probation

Probation caseload. As mentioned in the previous chapter, there are 57 probation officers currently employed in the 14 court locations. They are directed by 20 probation supervisors, some of whom have full or partial case loads. One of the probation officer's primary duties is to supervise children on probation. Program review obtained case load statistics from juvenile matters for June 1988 and found considerable variation in the number of children each probation officer was supervising by individual office. For that one-month period the average probation case load was 17.6 cases per staff member; however as Table IV-3 indicates the number of children each officer was supervising ranged from 9.6 in Stamford to 46.8 in Norwalk.

The committee also obtained information on the total case load of probation officers by court location for the 1988 fiscal year, and these statistics are shown in Table IV-4. The table shows some variation in overall case load, although not as significant as the supervisory case load figures presented Table IV-3. The average monthly case load for each probation officer ranged from a low of 16.4 in Danbury to a high of 22.8 in Willimantic.

Table IV-3. Juvenile Matters Probation Officers and Supervisors, June 1988

Juvenile Office	No. of Superv	No. of superv. w/caseload	No. of Prob. Officers	No. of juv. on prob	Avrg.c/load for prob. officer
Bridgeport	2	-	8	153	19.1
Danbury	1	.5	2	48	19.2
Hartford	2	-	10	159	15.9
Meriden	1	1	1	29	14.5
Middletown	1	.5	2	43	17.2
Montville	2	.5	4	77	17.1
New Haven	3	1	9	134	13.4
Norwalk	1	.5	2	117	46.8
Plainville	2	1	5	104	17.3
Rockville	1	-	3	52	17.3
Stamford	1	.5	2	24	9.6
Torrington	1	.5	2	33	13.2
Waterbury	1	-	5	81	16.2
Willimantic	1	.5	2	26	10.4
Total	20	6.5	57	1,080	17.6

Source: Judicial Dept., Juvenile Matters

Table IV-4. Probation Officer Case Load by Court Location--FY 88.

Office	Number Cases Pending at beginning of Fiscal Year	Number Cases Received	Total Cases for FY 88	Number of Prob. Officers with Case Load	Ave. Monthly Case Load per Officer
Danbury	72	422	494	2.5	16.4
Stamford	88	436	524	2.5	17.4
Norwalk	98	410	508	2.5	16.9
Bridgeport	432	1722	2154	8	22.4
Hartford	384	2342	2726	10	22.7
Plainville	252	996	1248	6	17.3
Montville	183	973	1156	4.5	21.4
Torrington	120	468	588	2.5	19.6
Middletown	110	483	593	2.5	19.7
New Haven	527	2131	2658	10	22.1
Meriden	97	443	540	2	22.5
Rockville	182	595	777	3	21.5
Waterbury	169	910	1079	5	17.9
Willimantic	92	594	686	2.5	22.8

Variation among offices in the two above areas -- juveniles on probation, and overall case load by officer -- indicates a need for better monitoring of case loads, and if necessary, a reallocation of probation officers to where workloads are greatest. This might be accomplished by having probation officers assigned to more than one court location in much the same way as judges do.

Thus, the program review committee recommends that Juvenile Matters of the Family Division, Superior Court examine probation officer case loads by court locations, and take necessary steps to equalize workloads, including assigning probation officers to more than one court location.

Juveniles on probation. The majority of cases that are referred to juvenile court that aren't dismissed or nolle are disposed of by placing the juvenile on probation or non-judicial supervision. Program review staff reviewed a sample of approximately 10 percent (220) of the cases files where the juvenile had been placed on probation at least once. The files, which were from the Hartford, Middletown, and Willimantic court locations, were examined for a number of factors including the number of times juveniles are placed on probation, the length of time on probation, the number of times the juveniles see their probation officers, how often they fail to appear for those visits, and the current status of the juveniles in the cases examined.

Of the cases examined, program review found that 35 percent of the juveniles had been on probation previously, while 64 percent were on probation for the first time. Of those that had been on probation before, 60 percent had been on probation once, while 31 percent had two prior probation experiences, and 9 percent had previously been on probation three or four times.

The case files reviewed also showed that the average length of time on probation was 5.98 months, with the range being as short as one month or as long as two years. The files also showed that during the time a juvenile is on probation, he/she saw the probation officer approximately four times, or less than once a month. The probation department has a supervision classification system for juveniles on probation that specifies the number of visits required. The system requires at least one visit per month, and depending on the seriousness of the adjudicated charges, as frequently as four times a month.

However, of the files that contained the information, the cases showed that frequently the juveniles do not show up for their probation visits. Fully 53 percent of the cases had at least one "no show" during the time of the most recent probation. These results probably understate the problem,

since only "no shows" that were indicated in the probation narratives or summaries were noted, and not the number of times the child failed to appear for the number of required supervised visits. Although information was not collected from the files, staff did note that sometimes the child did make up the "no show" visit.

The program review committee believes that juveniles placed on probation need to know that it is a serious disposition, and carries consequences if the juvenile does not follow the terms of probation laid out in the court order. The committee considered taking action that would have required probation officers to automatically draw up a petition for a violation of probation for a certain number of missed visits. However, the committee could not reach agreement on the number of visits a juvenile should be able to miss, and therefore did not adopt the recommendation, but instead believes probation officers should take strong action when a juvenile deliberately misses his scheduled appointments.

Case files were also examined to determine if the child complied with the terms of probation, with non-compliance being noted where the file contained an official violation of probation or where the child committed another offense while on probation. The files showed that most of juveniles did complete probation without returning to court; however, a significant number did not. Slightly over 20 percent (42 of 206 juveniles) were officially petitioned to court for violating their probation. In addition, 55 juveniles (26.6 percent) were returned to court because of committing another offense while on probation.

Table IV-5. Status of Juveniles on Probation.

<u>Status</u>	<u>Number</u>	<u>Percent</u>
Completed Probation	104	50.7
Remains on Probation	12	5.9
Awaits Disposition on New Charges	8	3.9
Long Lane School	19	9.3
Private Placement	9	4.4
Psychiatric Hospital	1	0.5
Discharged due to Age	14	6.8
Other/Unable to Determine	38	18.5

Source: LPR&IC Analysis of Probation Case Files

The current status of the juvenile was also obtained from the case files and the results are shown in Table IV-5. The current status means the most recent information on the juvenile that is contained in the file, and may not reflect the juvenile's actual status. For example, if the juvenile had turned 16 and committed another offense, it most likely would not be noted in the file. Also, since these files were examined at a given point in time, there is no set period over which the status covers meaning that some files were current while others were a few years old.

Court Ordered Services

Court-appointed attorneys. In any case involving a juvenile, the judge may determine that an attorney be appointed to represent the child, or his parents, especially if the custody of the child is at issue. For those families who are not able to pay, according to state-established income eligibility standards, a public defender is statutorily required to be provided at no cost to the client. If the court appoints an attorney for a child whose family is found able to pay any of the costs, the court is required by statute to assess the parents for such costs.

The program review committee was unable to determine the exact amounts spent on court-appointed attorneys for delinquency cases since these amounts are included with either families with service needs (FWSN) or neglect cases, or are not coded to a specific budget activity. The Judicial Department's budget indicates that the total amount requested for FY 88 for court-appointed attorneys for the above types of cases was \$769,933. A rough estimate of what was spent on FWSN and delinquency cases is probably about one-third of that, or \$256,644. This does not include any public defender fees where the clients are represented free of charge.

However, program review found that little of that is being collected by the courts. For example, in FY 87 a total of \$5,776 was reimbursed, while in FY 88, \$4,522 was collected from families able to pay. In each of the two years, eight of the courts collected nothing, while the collected amounts ranged from \$25 in one court to \$3,328 in another, for FY 87. A similar range of collections were made for FY 88.

Based on these amounts, the program review committee concludes that courts are not making a diligent effort to order and collect reimbursement where families are deemed able to pay, and recommends that courts strengthen their efforts to comply with the statutory obligation.

Further, the Judicial Department's budget coding system should be revised to allow for clear categorization of all expenditures related to court-ordered services.

The court is also statutorily authorized to order a complete medical and mental examination for a juvenile, where the court deems necessary. However, unlike the with court-appointed attorney, there is no statutory provision for the court to order payment, where a family is determined eligible to pay.

Therefore, the program review committee recommends that C.G.S. Sec. 46b-134 be amended to authorize the court to order reimbursement for court-ordered medical or mental examinations.

Juvenile Justice Information and Research

In addition to the court's organization, and its role and purpose, program review examined the information systems utilized by Superior Court for Juvenile Matters. The Connecticut Judicial Department does have a complete juvenile justice information system from which a great deal of data can be extracted. The system is built upon three large databases covering: 1) all juveniles and histories of their court dates; 2) all court cases with information on charges and dispositions; and 3) all the offenses committed by juveniles. The data are developed primarily to meet the operational and administrative needs of the court. The system can adequately produce case information and histories for individual juveniles and can provide data on the level of court activity.

However, as outlined below, program review finds that there are several deficiencies with the system and limitations of its current use. The committee also finds that a serious gap exists between the collection and analysis of the information, and how it is actually used by judges and other court personnel to assess court activity, evaluate the effectiveness of certain programs, and plan for future court direction.

Data. First, program review found, in working with the computerized data, that the numbers used to identify unique juveniles may not, in fact, be unique. Single unique numbers are intended to identify individual juveniles, and follow them through their court history. But, different numbers may be inadvertently given to the same juvenile in different court locations. While the department attempts to correct this by using name and birth date checks, better steps are needed to ensure that the system generates unique numbers for each juvenile referred to court, both from an operational standpoint and for veracity of the information for research purposes.

Operational limitations. The committee also found that no on-line computer capabilities exist at any of the juvenile

court locations. Hence, information on a juvenile is batch-inputted at the Family Division central administrative offices in Hartford. Additionally, because no on-line system exists, probation and other court staff cannot call information up on a particular juvenile, but instead are totally dependent on the paper file. As more cases are referred to juvenile court it becomes imperative that judges, probation officers, and others have immediate access to computer records, and not rely totally on the cumbersome system of paper files.

Juvenile matters officials are aware of the need for automation of juvenile information at the individual court locations and have begun discussing with the National Center for Juvenile Justice, which maintains a national database on juvenile delinquency, on the best manner with which to proceed.

Analysis and use of the data. In a recent study done by the National Center for Juvenile Justice, entitled Court Careers of Juvenile Offenders, Dr. Howard Snyder states that "finding ... developmental offense patterns in court careers supports the search for indicators of future law-violating behavior. If these indicators could be identified, programs could be developed to concentrate specialized resources on the youth most in need of these services very early in the court career." One of the findings in Dr. Snyder's study is that the courts should not wait until a youth has returned a fourth or fifth time before taking strong action. The search for such indicators must begin with the judicial department's juvenile justice information system.

Information will be presented later in this report analyzing juvenile offenders. In two categories analyzed, drug offenders and serious juvenile offenders, the committee concludes that indicators do exist that could be monitored to predict repeat activity if the department had programming capability to track cases, and determine trends.

It is also committee's impression, based on staff conversations held with the judicial department about dismissal rates, that judges are not being given analysis of the data to assist them in making decisions. In short, judges and other court personnel need feedback from the department's information system.

The program review committee believes that the information system needs to be expanded to better produce data that can lead to an understanding of why juveniles are entering the system and how they are being dealt with. Also, the department needs to improve its research capabilities to provide judges with complete information on the manner in which cases are being handled around the state. While program review recognizes that each juvenile's case has

unique characteristics, there are a limited number of options for dealing with cases, and which options are being used for which cases would seem to be of importance to those making decisions about juveniles. The collected and analyzed information then needs to be distributed to judges and other appropriate court personnel to assist them in making decisions.

The program review committee therefore recommends the following:

The Judicial Department should establish a unique identifier for each juvenile that comes into the system.

All court locations should be on-line with the computerized juvenile information system by July 1, 1990.

The Judicial Department should produce quarterly reports, distributed to all judges serving in juvenile courts and other appropriate court personnel, that track specific categories of juveniles and examine their patterns of court involvement, the crimes being committed, and the disposition of their cases. This information should also be provided to the task force recommended earlier.

The Judicial Department should organize its database to facilitate analysis, both by unique juvenile as well as by overall caseload.

The program review committee believes that these recommendations will improve the system's ability to identify and track unique juveniles, make the system accessible to court personnel, and provide analysis of the computerized information to those involved in adjudicating juveniles, to assist them in their decision-making.

SECTION III

JUVENILE DETENTION

Juvenile detention is a state-run program designed to provide safe and secure custody to juveniles once they are placed in one of three detention centers operated statewide. Juveniles are sent to detention centers for different reasons, but most often because a police officer, when referring a case to court, believes either the child's welfare or protection of the community is at risk.

This section is divided into five parts and analyzes the operation of the state's three detention centers. The areas examined include: 1) the profile of the juvenile in detention; 2) utilization levels between FYs 81 through 88; 3) current utilization and staffing levels; 4) employee training; and 5) rules and discipline.

Profile

To develop a profile of the juveniles in detention, the program review committee analyzed detention stay data provided by the Judicial Department beginning in July 1987, the date a computerized system tracking juveniles in detention statewide was implemented. Tables IV-6, IV-7, and IV-8 show demographic data (age, sex, and race) about the 2,985 juveniles -- including 16-year-olds -- held in detention at some point since July 1987.

Table IV-6. Age of Detained Juvenile -- July 1987 to Present.

<u>Age</u>	<u>Number</u>	<u>Percent of Total</u>
9 and Under	31	1.0
10	46	1.5
11	88	2.9
12	189	6.3
13	449	15.0
14	816	27.3
15	1,273	42.6
16+	<u>93</u>	3.1
TOTAL	2,985	

Source: LPR&IC Analysis of Juvenile Matters Detention Data.

Table IV-7. Sex of Detained Juvenile -- July 1987 to Present.

<u>Sex</u>	<u>Number</u>	<u>Percent of Total</u>
Female	581	19.5
Male	<u>2,404</u>	80.5
TOTAL	2,985	

Source: LPR&IC Analysis of Juvenile Matters Detention Data.

Table IV-8. Race of Detained Juvenile -- July 1987 to Present.

<u>Race</u>	<u>Number</u>	<u>Percent of Total</u>
White	830	27.8
Black	1,321	44.3
Hispanic	785	26.3
Other	<u>49</u>	1.6
TOTALS	2,985	

Source: LPR&IC Analysis of Juvenile Matter Detention Data.

In addition to the demographic information, the detention stay data show the approximate median stay is between two and three days. Further analysis of the data shows that 42.4 percent of the detained juveniles have been charged with felony offenses, 35.3 percent with misdemeanor offenses, and 22.3 percent are detained for other reasons. Other reasons can include a court-ordered detention following a detention review hearing, or after a judge issues a "take into custody" order. This particular order may be given when a juvenile fails to appear for a scheduled court hearing and is to subsequently appear before the court at a later date.

Utilization Levels -- FYs 81 to 88

Between state FY 81 and FY 84, four detention centers existed statewide with a total bed capacity of 64 -- Hartford

(24 beds), New Haven (13 beds), Bridgeport (16 beds), and Montville (11 beds). In FY 85, the capacity fell to 53 due to the closing of the Montville center. The bed capacity increased again to its current level of 64 when a new facility opened in New Haven in July 1987.

Table IV-9 gives statewide detention utilization statistics since FY 81. Analysis of the table shows that between FY 81 and FY 84, the number of admissions to detention decreased by 32.2 percent. Since then, statewide admissions have increased by 68.7 percent, to an all-time high of 2,501 in FY 88. Further analysis shows the figures for average daily population and average length of stay in detention have also continued to increase since FY 84. The average daily population has risen a dramatic 201 percent between FY 84 and FY 88 and the average stay in detention has increased 78.5 percent, from 4.7 days to 8.39 days during the same time.

Table IV-9. Detention Utilization: FYs 81 to 88.

<u>Year</u>	<u>Intake</u>	<u>Ave. Daily Population</u>	<u>Ave. Stay In Days</u>
1980-81	2,186	27.17	4.44
1981-82	1,908	22.81	4.36
1982-83	1,472	22.03	5.45
1983-84	1,482	19.11	4.70
1984-85*	1,610	27.30	6.20
1985-86	1,848	37.00	7.30
1986-87	2,142	46.60	7.90
1987-88	2,501	57.50	8.39

* Montville center closed on July 1, 1984.

Source: Judicial Department -- Juvenile Matters.

Due to large increases in admissions, average daily population, and average stay following the closing of the Montville center, the program review committee examined this issue more closely. The committee found, using detention intake data supplied by the Judicial Department, that the Montville facility accounted for 893 (12.6%) of the state's 7,048 detention admissions in the 4 years prior to its closing. Yet, when the data are analyzed for the 4 years subsequent to the closing, they show admissions from towns previously served by that center have been decreasing and

make up only 407 (5.0%) of the 8,101 total admissions between FY 85 and FY 88. The committee concludes that since admissions from towns served by the center in the past have been decreasing, and account for such a small percentage of the current total, that re-opening the Montville detention facility would not have a great impact on the current utilization levels. As well, department officials have said the cost of re-opening the center would be high because the old facility would have to be brought into compliance with current safety standards and additional staff would need to be hired to operate the center.

Current utilization levels. As previously mentioned, statewide detention intake reached a record high during the 1988 fiscal year. In the course of this study, Judicial Department officials said that utilization levels are rapidly increasing to the point where detention centers are experiencing overutilization, especially within the last six months. During visits to each detention center, supervisory staff mentioned that it is sometimes necessary to put two and three juveniles in one room to handle the overload.

In order to get an accurate picture of the utilization levels at each detention center, the program review committee analyzed utilization levels between September 1987, and October 1988, from detention activity data supplied by the Judicial Department; the results are shown in Table IV-10. It should be noted that since the department began to computerize the tracking of detention activity in July 1987, the committee started its analysis two months later to allow for proper set-up of the system.

To determine each center's utilization levels, bed-day availability was calculated by multiplying the beds at each center by the number of days in the month. The number of actual bed days utilized each month was then divided by the number of bed days available to get a percent of capacity.

According to departmental standards, detention centers are considered "full" if they operate at 90 percent bed capacity. Using these department standards then, the table shows that throughout the 14 months analyzed, the Hartford center was full 11 months, New Haven 4 months, and Bridgeport 3 months. The table also shows that the highest overutilization levels have been at the New Haven and Hartford facilities. In the last 3 months alone, the New Haven center has been operating, on average, at 13 percent overcapacity while the Hartford center has been operating, at a minimum, a dramatic 71 percent overcapacity. According to the American Correctional Association, which accredits juvenile detention facilities, a detention center operating at least 50 percent overcapacity would be considered overcrowded and would not be accredited and if a center operated between 25 and 50 percent overcapacity, it might not be accredited.

Table IV-10. STATEWIDE DETENTION CENTER UTILIZATION -- SEPTEMBER 1987 TO OCTOBER 1988.

Month	Bridgeport (16 Beds)				New Haven (24 Beds)				Hartford (24 Beds)			
	Bed Days Avail.*	Bed Days Util	% Cap	Bed Days Avail.	Bed Days Util	% Cap	Bed Days Avail.	Bed Days Util	% Cap	Bed Days Avail.	Bed Days Util	% Cap
9/87	480	374.9	78.1	720	555.1	76.6	720	606.5	84.2	720	606.5	84.2
10/87	480	407.7	84.9	744	512.5	68.9	744	725.8	97.6	744	725.8	97.6
11/87	480	416.2	86.7	720	482.9	67.0	720	689.6	95.8	720	689.6	95.8
12/87	465	375.9	80.8	744	418.6	56.3	744	627.5	84.3	744	627.5	84.3
11/88	465	289.2	62.3	744	609.6	81.9	744	710.9	95.5	744	710.9	95.5
2/88	435	409.5	94.3	696	582.6	83.7	696	527.4	75.8	696	527.4	75.8
3/88	496	455.0	91.7	744	542.6	72.9	744	712.9	95.8	744	712.9	95.8
4/88	480	391.4	81.5	720	432.5	60.0	720	784.8	109.0	720	784.8	109.0
5/88	496	295.5	59.5	744	425.2	57.1	744	706.0	94.9	744	706.0	94.9
6/88	480	217.5	45.3	720	466.5	64.8	720	753.7	104.7	720	753.7	104.7
7/88	496	280.6	56.6	744	689.9	92.7	744	762.7	102.5	744	762.7	102.5
8/88	496	357.7	74.5	744	837.0	112.5	744	1199.5	161.2	744	1199.5	161.2
9/88	480	387.7	80.7	720	917.3	127.4	720	1167.0	162.0	720	1167.0	162.0
10/88	496	450.5	90.8	744	766.2	103.0	744	1362.5	183.1	744	1362.5	183.1

* Bridgeport operated at 15 beds between December 1987 and March 1988.

Source: Analysis of Juvenile Matters detention data.

The program review committee concludes that the New Haven and Hartford detention centers have at times been operating at levels hazardous to the safety and well-being of both the detainees and detention personnel. The committee also believes that if the current levels continue, the possibility of legal action being taken to lower them exists.

Thus, the Legislative Program Review Committee recommends that C.G.S. Section 46b-133 be amended by providing that once a detention reaches maximum capacity, according to departmental standards, the detention supervisor in charge of intake shall admit only juveniles who: 1) are charged with felony offenses; 2) have an outstanding "take into custody" order; 3) are remanded to detention by a judge; or 4) are being transferred to that center for a court appearance.

This recommendation will give detention intake personnel criteria from which to base decisions regarding admission to a detention facility once the center has reached maximum capacity. The proposal calls for admitting only those juveniles charged with the most serious offenses or required to appear in court, thus lessening the chances for overcrowding and possible safety problems due to a center operating beyond its capacity.

Current staffing levels. In an effort to determine the actual staffing levels of each detention center, the committee obtained the Judicial Department's minimum standards of full-time permanent employees needed, by shift, to maintain safe conditions at each center. These standards are established, in part, to ensure that staff-to-detainee ratios remain low enough to maintain proper custodial care. The committee analyzed FY 88 staffing data provided by the department to compare actual staffing levels with the minimum standards set by the department. Due to the sizable task of collecting an entire year's staffing data, the department took a sample of 56 days -- a certain number from each quarter of the fiscal year -- from each detention center. Table IV-11 shows the results of the comparison. It should be noted that the percentages in the last column relate to the percentage of days of the sample that that particular shift operated below minimum standards.

Table IV-11 shows that the shifts at each facility operated below the minimum standard number of full-time employees in at least 34 percent of the days and shifts sampled. Further analysis shows that each center lacked the most full-time staff during the evening shift. In fact, during this shift, the New Haven and Hartford centers

Table IV-11. Minimum Full-Time Staffing Levels by Shift and Center -- FY 88.

<u>Center</u> <u>Min.</u>	<u>Shift*</u>	<u>Minimum F-T Staff</u>	<u>Days Below</u>
Hartford	D	8	50 (89%)
	E	8	54 (96%)
	N	3	19 (34%)
New Haven	D	8	33 (59%)
	E	8	50 (89%)
	N	3	19 (34%)
Bridgeport	D	6	41 (73%)
	E	6	43 (77%)
	N	3	26 (46%)

* D = 8:00 A.M. to 4:00 P.M.

E = 4:00 P.M. to 12:00 A.M.

N = 12:00 A.M. to 8:00 A.M.

Source: LPR&IC Analysis of Judicial Department Staffing Data.

operated below minimum staffing levels 89 and 96 percent of the time respectively. Although the Judicial Department makes specific provisions for the minimum number of full-time male and female staff, the staffing data supplied by the department groups this information together, thus, the committee was unable to determine if the minimum male/female standards were being met.

In FY 89, no new juvenile detention officer (JDO) or shift supervisor positions, which are the personnel having the most direct involvement with detainees, have been added to the detention program's staff. In addition, department officials have said that at the present time 4 JDO and shift supervisor positions remain vacant, thus leaving a staff of 60 to maintain 53 positions just to meet the department's minimum standards for each shift. This does not even account for one additional person per shift, meaning that some shifts are staffed with only enough personnel to meet the minimum standards.

The program review committee realizes that employee shortages occur due to a variety of reasons, and believes that there may not be enough full-time permanent staff available to compensate for possible shortages and still meet the minimum standards. Department officials have said that in order to get employees to fill in for those who are

absent, either full-time staff has to work overtime or part-time employees are used. However, the department stated that due to low hourly wages and a lack of medical benefits, part-time help is difficult attract and maintain.

The committee believes that each center should operate all shifts with at least the minimum number of qualified full-time employees necessary to meet departmental standards. By not having the proper number of full-time staff available the potential for safety problems arises. The committee is aware that the detention program has sought additional staff in earlier budgets, but that the Judicial Department did not include them as part of the agency budget.

Thus, the Legislative Program Review Committee recommends that the Judicial Department re-examine the standards for minimum full-time detention staff to determine if realistic levels have been set. If the department concludes that staffing should not fall below these current minimum standards, then the personnel necessary to maintain at least these minimum levels for each shift should be requested of the legislature.

This recommendation is intended to ensure that each detention facility is staffed with enough experienced full-time personnel to meet minimum standards. The recommendation also allows the Judicial Department to re-evaluate its current standards to determine if the number of staff, in relation to the number of detainees, is realistic prior to making any requests for additional staff.

Employee Training

Prior to 1980, no standardized training program existed for detention employees. In the early 1980s a training program evolved and was modeled after the American Correctional Association's (ACA) standards for training detention workers and consisted of a comprehensive 40-hour orientation and basic training program at the Haddam Training Center. However, the program has not been in operation since 1986.

The program review committee found that recent efforts have been made by the Judicial Department to implement a new training program covering four main areas of detention training including: 1) orientation; 2) crisis intervention; 3) first aid/ cardiopulmonary resuscitation; and 4) centralized basic training. A report outlining the training needs for full- and part-time detention employees, and the progress to date, has been developed and a standardized 40 hour orientation program was implemented statewide in September 1988. The committee believes that training is vital for the care, custody, and safety of all detained juveniles and detention employees and that the department should continue the commitment to properly train all full- and part-time staff.

Rules and Discipline

Program review examined a number of incident reports filed by detention staff regarding detainees' behavior and found that the report format differed between centers and the content of the reports was inconsistent. The committee also found that the detention policy manual lacked guidelines or procedures for disciplining detainees due to misbehavior, thus making it plausible that discipline for similar rule violations could differ greatly from center to center.

The Judicial Department is aware of both of these problems and is currently making efforts to correct them. As a part of the data processing efforts of the detention program mentioned earlier, incident reporting will now be possible between centers starting in December 1988. Detention staff will have the capability of transferring behavioral information about detainees via computers to other centers. In order to have the ability to do this, reporting requirements will become standardized among centers. The department has also implemented new rules of conduct and discipline as of September 1988. The policy provides standard guidelines and procedures for dealing with juveniles who violate the rules and regulations of detention.

SECTION IV
ANALYSIS OF JUVENILE DELINQUENCY

Analysis of the Juveniles Referred to Juvenile Court

To obtain a sense of the cases that are referred to juvenile court, who the juveniles involved are, and what happens to their cases, program review first analyzed the computerized information on all cases referred to court for a number of factors, including total number of cases referred, the profiles of the juveniles involved in the cases, and the types of offenses committed. Also analyzed were the processing times of cases, the legal processing in terms of plea bargaining and the dispositions of cases referred to court.

The committee also examined data pertaining to specific categories of juveniles. During the course of this review, both committee members and others who have spoken with the committee or staff have raised concerns about the following groups: 1) families with service needs (FWSN) children; 2) juveniles charged with drug offenses; 3) and serious juvenile offenders. The growing number of referrals from these categories has led to an increased interest in exploring who the juveniles are who make up these groups, what they are coming to court for, the extent of their court histories, and what treatment they receive from the court. Therefore, program review examined these categories of juveniles in some detail, and where possible, compared aspects of these juveniles with the overall court-referral population. Analysis, findings, and recommendations pertaining to these three categories of juveniles are presented in this section.

Cases referred to juvenile court. The overall cases analyzed were those referred to court for the years 1982 through 1987. Table IV-12 below shows the number of juveniles arrested for each year and the number that were referred to court. Interestingly, while the number of arrests has been declining, the number and percentages of cases being referred to court has generally been increasing.

Profile of referrals. The computerized court data, up to 1986, were obtained from the National Center for Juvenile Justice and analyzed to ascertain a profile of the juvenile being referred to juvenile court. The tables and figures below show the demographics (age, sex, and race) of the unique juveniles in the system, regardless of the number of times that juvenile has been referred to court during each year.

Table IV-12. Number of Juveniles Arrested and the Number Referred to Court -- 1982-1987.

<u>Year</u>	<u>Number Arrested</u>	<u>Number Referred</u>	<u>% Ref.</u>
1982	17,675	11,121	63%
1983	16,202	11,175	69%
1984	15,898	10,480	66%
1985	16,848	11,874*	70%
1986	15,892	12,336	78%
1987	15,415	12,589	82%

* 1985 cases referred are for the fiscal year, while all others are for a calendar year.

Sources: Uniform Crime Reports, Dept. of Public Safety, 1982-1987, and Judicial Dept. Court Statistics.

Table IV-13. Age of Juveniles Referred to Court -- Percentages 1980-1986.

<u>Age</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
9 and under	2.3	2.4	2.7	2.1
10	2.6	2.3	2.5	2.5
11	4.6	4.1	4.0	4.0
12	9.4	9.4	8.1	7.1
13	17.4	19.1	15.7	15.3
14	26.9	31.3	27.6	25.3
15	35.4	29.2	35.8	39.3
16	1.4	2.4	3.7	4.4

As one might expect, the bulk of the juveniles are the older children in the system, with 13- to 15-year-olds consistently making up about 80 percent of the unique juveniles.

Table IV-14 below shows the sex of the unique juvenile for the same 1983-86 period. The data for 1984 were coded incorrectly, giving the sex as male in one instance and coding it as female in another. However, in the years where there is complete information on the juveniles' sex, the results show that the percentage of males and females doesn't

vary, with females making up less than one-quarter of the unique juvenile population.

Table IV-14. Sex of the Unique Juvenile Population - Percentages 1983 to 1986.

Sex	1983	1984	1985	1986
Male	76%	76%	77%	76%
Female	24%	21%	23%	24%
Unknown	.	3%	.	.

The race of the unique juveniles in the system was also examined for the 1983 through 1986 period. Figure IV-4 plots the trends in the white, black, hispanic and "other" race categories. The racial makeup of the juvenile population has been stable over the period examined, with no racial segment varying its proportion more than three percent over the four-year period. As the figure depicts, whites comprise the majority in each year.

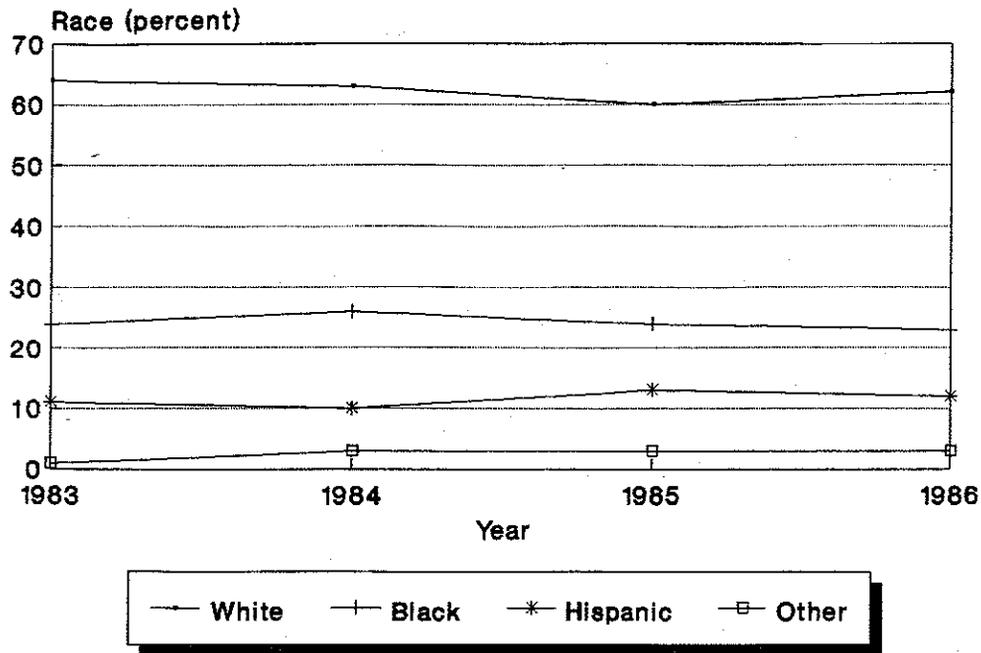
The element of family involvement in the juvenile justice system, as part of the case profile, was also examined. This factor indicates whether the juvenile has or has had any siblings also involved in the system, and the results of the analysis are shown in Table V-15 for the years 1983 through 1986.

As the table indicates, the percentage of juveniles who are the only ones in that family to be involved in the system has grown by about five percent, while the percentage who have at least one brother or sister also involved has declined slightly in the four-year period.

Table IV-15. Family Involvement in the System -- 1983-1986.

Number of Children in System	Years (percentage)			
	1983	1984	1985	1986
One	77	78	81	82
Two	16	16	14	13
Three	5	4	3	3
Four or More	2	2	2	2

Figure IV-4: Delinquent Pop. by Race
1983 to 1986

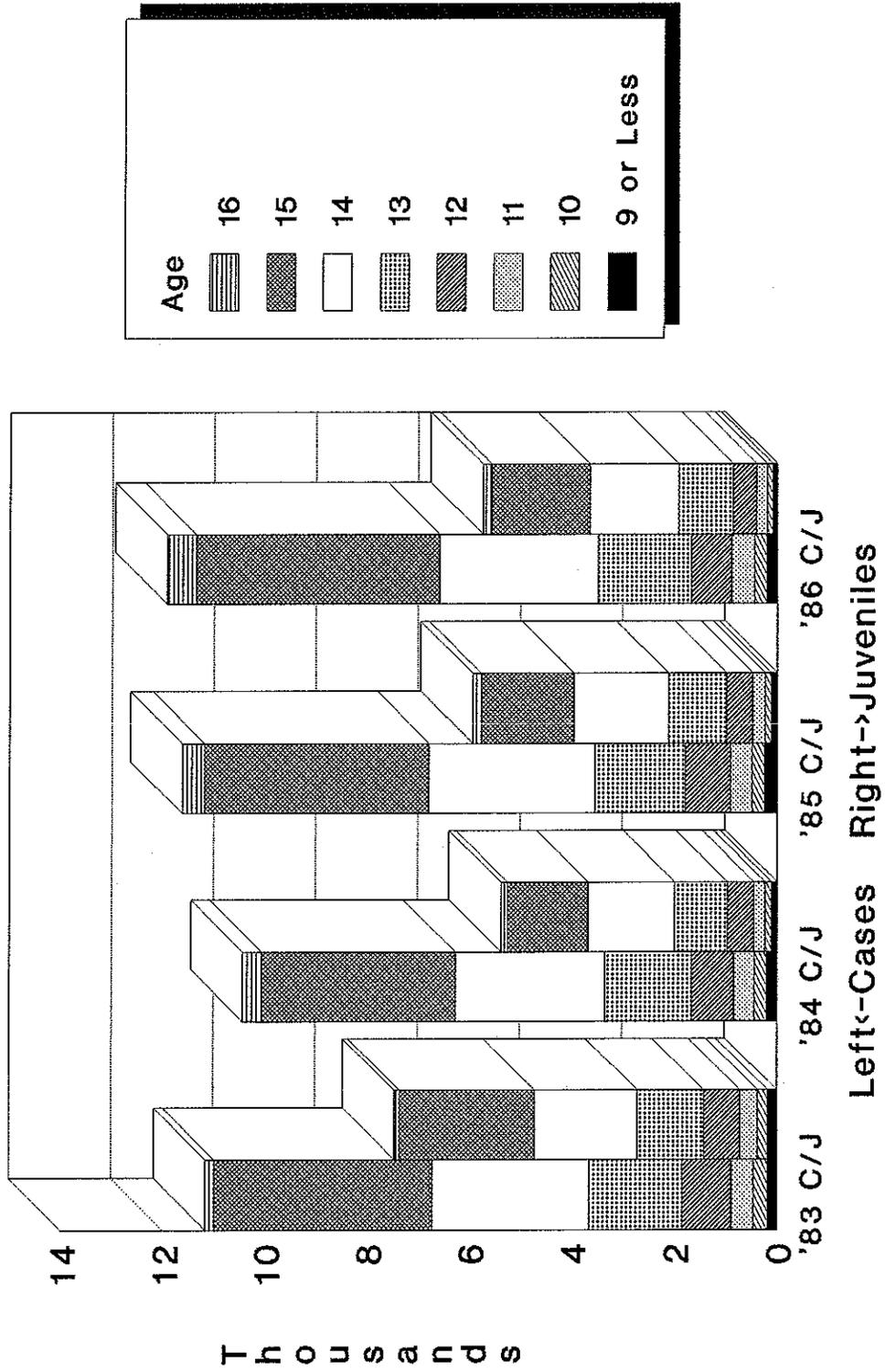


Source: LPR&IC Analysis

Comparison of cases to unique juveniles. To gauge how criminally active juveniles are, the data were analyzed to compare the number of unique juveniles in the system with the number of referrals (or cases). In other words, this indicates on average the number of referrals for each juvenile in the system. The results are depicted in Figure IV-5 for the period from 1983 to 1986. The graph shows two bars for each year; the number of cases for each year on the left and the percentages of unique juveniles on the right. Within each of the bars are the numbers of juveniles in each age category.

As depicted in the Figure IV-5, the number of cases outweighs the number of juveniles in each of the four years. In fact, from 1983 to 1986 the ratio of juveniles to cases increased from 1.5 to 2 cases per juvenile. When the ages of the unique juveniles are compared with the ages of all cases referred, the results show that 15-year-olds are the most criminally active. In 1983, 15-year-olds made up 35 percent of the unique juvenile population and were responsible for 39 percent of the total caseload. For 1986, 15-year-olds made up 33 percent of the unique juvenile population, while comprising 40 percent of the cases. The rate of their criminal activity has held fairly constant over the four year period.

Figure IV-5: Cases & Juveniles
 Four Year Comparison: 1983 - 1986



Source: LPR&IC Analysis

Offenses. Program review also analyzed the court data to determine the offenses juveniles are most frequently involved in. Table IV-16 gives the five most frequently committed crimes for each of the years from 1982 to 1986.

Since 1982, there has not been much variation in the crimes most frequently committed by juveniles. In all five years, larceny (e.g. shoplifting) has been the offense most often committed by juveniles. Public order offenses, such as criminal mischief or breach of peace also appear on the list of most commonly committed crimes. Also worthy of note, is that the top five offenses make up a substantial portion of all juvenile crime -- from a low of 39 percent in 1986 to 49 percent in 1983.

Processing time. The computerized court data were also analyzed to determine the length of time to dispose of a case in juvenile court, from the time a case is referred, to its final disposition. The current data for all cases still on the system show that the average processing time for all years is 79.8 days or 2.66 months. The data were analyzed to give an average processing time for each year from 1982 to 1987 and appear in the Table IV-17. These times include the processing of all cases, including those that are handled informally and never go to court as well as serious crimes that may take several months to dispose of.

Table IV-17 . Average Yearly Processing Time -- 1982-1987.

<u>Year</u>	<u>Processing Time (Days)</u>
1982	72
1983	70
1984	68
1985	106
1986	88
1987	91

Table IV-16. Top Five Offenses by Year.

Year	Charge	No.	Percent
<u>1982</u>	Larceny (4th)	1391	12.5
	Burglary (3rd)	1098	9.9
	Larceny (3rd)	771	6.9
	Breach of Peace	731	6.6
	Criminal Mischief	687	<u>6.2</u>
	Percent of Total		42%
<u>1983</u>	Larceny (6th)	2199	19.7
	Burglary (3rd)	1089	9.7
	Breach of Peace	836	7.5
	Criminal Mischief	698	6.2
	Criminal Trespass	654	<u>5.9</u>
	Percent of Total		49%
<u>1984</u>	Larceny (6th)	1193	11.4
	Burglary (3rd)	1041	9.9
	Criminal Mischief	891	8.5
	Larceny	664	6.3
	Breach of Peace	532	<u>5.1</u>
	Percent of Total		41.2
<u>1985</u>	Larceny (6th)	1568	16.0
	Burglary (3rd)	1030	10.5
	Criminal Mischief	677	6.9
	Breach of Peace	515	5.2
	Truancy	444	<u>4.5</u>
	Percent of Total		43.1%
<u>1986</u>	Larceny (6th)	1709	14.0
	Burglary (3rd)	1095	9.0
	Breach of Peace	741	6.1
	Truancy	622	5.1
	Beyond Control	604	<u>4.9</u>
	Percent of Total		39%

Disposition. Finally, the court data were examined to determine the dispositions of the cases referred to court. As described in the case processing section, there are several ways a case can be disposed. First, a case can be handled informally, or non-judicially, or petitioned to the court to be handled formally, or judicially. The data show that for 1987, 6,528 cases (52%) were handled non-judicially while 6,061 cases (48%) were processed judicially.

Of those cases handled non-judicially, the dispositions fell into four major categories -- 47 percent were dismissed or nolle, 16 percent were dismissed but a referral was made, 11 percent were placed on non-judicial supervision (probation) for a period of not more than three months, and 7 percent either were committed to DCYS or had their commitments extended. The remainder were handled in some other manner.

Of the cases that were petitioned to court during 1987, the data indicated the dispositional breakdown in Table IV-18 below. In both the judicial and non-judicial cases, the most likely disposition was to dismiss or nolle the case, which occurred in almost half the referrals. Probation or supervision was much more likely if the case was handled judicially, with a third being disposed of in that manner. In those cases handled judicially, 12 percent were committed or recommitted to DCYS.

Table IV-18. Disposition of Judicially Processed Juvenile Court Cases -- 1987.

<u>Disposition</u>	<u>Number</u>	<u>Percent</u>
Dismissed/Nolled	2,914	48%
Supervision/Probation	2,008	33%
Commit/Recommit to DCYS	735	12%
Other/Missing	422	7%

Families with Service Needs

In Connecticut, a child from a family with service needs is one who: has run away without good cause; is habitually truant from school or who is repeatedly defiant of school rules; is beyond parent's or guardian's control; or has engaged in indecent or immoral acts. Since the FWSN law became effective in 1981, these acts have been decriminalized, and can no longer be considered delinquent offenses.

Instead, attempts are to be made to help these children at the community level rather than referring them to court.

The Legislative Program Review and Investigations Committee analyzed the court histories of juveniles involved in FWSN cases to obtain a profile of the juveniles and assess their contact with the juvenile justice system. Specific analysis was also conducted on truancy and the profile of the truant, since this is the most frequent type of FWSN referral. Also presented in this section are findings on aspects of the FWSN law, including the six-hour hold, the court's authority to issue and enforce orders to the parents, and court orders for educational evaluations.

The analysis is based upon two sources of case data. For the years between 1982 and 1986, case information was provided by the National Center for Juvenile Justice (NCJJ). These data were used to track the careers of the FWSN juvenile over a period of time. Information describing the FWSN profile was obtained from the Judicial Department's current database.

Presently, there are 4,365 FWSN juveniles in the system, which represents 17 percent of the 25,530 juveniles on the database. The median age for FWSN juveniles committing their first offenses is 14.2 years. This is slightly older than the median age of 13.9 years for the overall population. The program review staff examined the data on the 4,365 juveniles and found that 76 percent face only one court referral, with 18 percent having 2 referrals to court and 6 percent having 3 or more court cases on their records. The rate of those not repeating is greater than the overall population, where juveniles having only one court referral represent 64 percent of the overall population.

FWSN case tracking. To obtain a more complete picture of the court history for the FWSN juvenile, their cases were tracked over a number of years. Case histories of juveniles that had cases originating in 1982 or 1983 were tracked until 1986.

In 1982, 671 juveniles were charged with a FWSN offense. Of those juveniles, 206, (31 percent) had 640 additional court referrals that occurred between their first offense in 1982 and the end of 1986. Of the 206, 92 individuals (45 percent), faced one additional court referral, 41 (19 percent) were involved in two additional court cases during the period, and the remaining 73 (35 percent) faced 3 or more court cases.

Of particular interest are the charges that are lodged against the FWSN juveniles who are referred to court again. The following table identifies the nature of the offenses that these juveniles were involved in on repeat referrals.

As Table IV-19 shows, larceny represents 12.2 percent of the cases, with burglary ranking second at 7.6 percent, followed by truancy at 7.5 percent. Of these three charges, only truancy is a FWSN case.

Table IV-19. Top Six Reasons for Referral of First-Time and Repeat FWSN Cases: 1982 through 1986.

<u>Charge</u>	<u># of Juveniles</u>	<u>Percent of Total</u>
Larceny	78	12.2%
Burglary	49	7.6%
Truancy	48	7.5%
Breach of Peace	45	7.0%
Violating Court Order	29	4.5%
Disorderly Conduct	35	5.5%

For juveniles referred as a FWSN case in 1983, there was a dramatic drop in the number of those coming to court on repeat offenses. In 1983, there were 818 FWSN juveniles referred, with only 68 coming back to the court from 1983 to 1986. However, those 68 juveniles resulted in 447 additional court cases being filed, with 82 percent being referred 2 or more times. Thus, while the group represents an extremely small proportion of the average yearly case load (of approximately 10,000 to 12,000 cases) these juveniles do tend to be chronic repeaters.

However, it does not appear that many of these FWSN juveniles who repeat end up committing serious offenses, as shown in the following analysis. The charges at the time of disposition for the two groups -- juveniles with FWSN cases referred in 1982 or 1983 -- were studied and the results are depicted in Table IV-20. The tables show that for both years' groups 25 percent or less of the cases have dispositional charges that are felonies.

Clearly then, the likelihood of children involved in family with service needs cases repeating as juvenile delinquents is not great. Of the small percentage that do repeat, the majority, 75 percent, are involved in misdemeanor cases. While this analysis of juveniles whose cases originated in these two years sheds some light on the subject of recidivism of FWSN cases, it is by no means exhaustive. Further research should be conducted on these FWSN chronic repeaters in the hopes of identifying characteristics of those juveniles and establishing programs that will prevent recidivism.

Table IV-20. Type of Charge at Case Disposition.

Group	Misdemeanors	Felonies
1982 Juvenile Cases*	149 75%	49 25%
1983 Juvenile Cases*	276 78%	78 22%

* Disposition was missing on a portion of the cases as follows: 1982 missing=442; 1983 missing=92.

Truancy. According to the NCJJ and Judicial Department data, truancy is the offense most common to juveniles in the FWSN category and, as indicated earlier in this section, has been in the top five offenses committed during 1985 and 1986. Table IV-21 below shows that the number of truancy referrals to court between 1982 and 1987 has risen almost two and one-half times. This increase is even more dramatic considering that the child population -- between the ages of 7 and 15 -- has fallen by 13.4 percent from 404,478 children in 1982 to 350,118 children in 1987, according to the Department of Education's school enumeration reports for these years.

Table IV-21. Truancy Referrals to Court - 1982-87.

<u>Year</u>	<u>Referrals</u>	<u>% Inc. or Dec.</u>
1982	281	--
1983	344	22.4%
1984	410	19.1%
1985	486	18.5%
1986	595	22.4%
1987	699	17.4%

Program review also analyzed the data to determine the number of children being referred to court for truancy who have had prior truancy referrals. This analysis, as shown in Table IV-22, indicates that while the percentage of

first-time truants had decreased between 1982 and 1986, the percentage of repeat truants, especially those with 3 or more referrals, had generally increased during the same period. The percentage of repeat truants in 1982 was about 29 percent, while in 1986 the percentage was close to 50 percent, thus indicating that children are not following orders not to repeat the offense.

Table IV-22. Prior Truancy Referrals - Percentages 1982-86.

Prior Referrals	1982	1983	1984	1985	1986
0	71.2%	75.9%	55.0%	54.1%	50.9%
1	13.9%	13.7%	24.6%	23.7%	23.2%
2	6.8%	4.1%	10.2%	9.7%	11.3%
3 or more	8.1%	6.3%	10.2%	12.5%	14.6%

The top five dispositions for truancy offenses between 1982 and 1987 accounted for over 97 percent of the total dispositions used in handling truancy cases. Analysis of Table IV-23 shows that the greatest percentage of cases had been dismissed at intake -- an average of 51.7 percent over the 7-year period. The other four most frequently used dispositions include "dismiss and referred" (16.4%), "petition dismissed" (12.3%), "supervision" (11.0%), and "committed to DCYS" (6.3%).

Table IV-23. Top Five Truancy Referral Disposition - Percentages 1982-87.

Disposition	1982	1983	1984	1985	1986	1987
Dismissed	51.6	45.1	53.2	59.5	54.1	45.1
Dismissed and Referred	21.4	22.7	20.0	17.3	11.4	10.8
Petition Dismissed	14.9	14.2	10.5	9.1	12.8	15.1
Committed DCYS	3.2	7.8	7.8	5.1	7.7	8.8
Supervision	6.8	7.6	7.3	7.2	11.8	17.5

Profile of the truant. The next two tables provide demographic characteristics of the truant from 1982 to

1987. As the tables indicate, the truant for this period in most likely to be a 15-year-old white male.

Table IV-24. Age of Juveniles Referred to Court for Truancy -- Percentages 1982-86.

Age	1982	1983	1984	1985	1986
9 and under	1.5	0.6	0.9	1.2	1.8
10	1.1	0.3	1.0	--	0.8
11	2.5	1.5	1.5	1.4	2.7
12	6.4	8.7	6.6	5.8	4.7
13	19.6	16.9	19.5	17.3	16.5
14	37.0	35.8	32.0	36.4	32.1
15	31.0	35.2	37.6	36.4	40.0
16	1.1	1.2	0.9	1.4	1.6

As Table IV-24 shows, 13- to 15-year-olds consistently made up the bulk of truants -- almost 88 percent of the cases -- in each of the years.

Table IV-25. Sex and Race of Truancy Referrals - Percentages 1982-87.

Sex	1982	1983	1984	1985	1986	1987
Male	50.5%	58.1%	60.7%	52.5%	55.3%	55.8%
Female	49.5%	41.9%	39.3%	47.5%	44.7%	44.2%
<u>Race</u>						
White	61.9%	75.9%	84.8%	77.5%	77.0%	65.3%
Black	12.5%	5.5%	4.2%	7.0%	7.6%	11.3%
Hispanic	7.5%	5.5%	8.1%	8.2%	8.9%	12.7%
Other	18.1%	13.1%	2.9%	7.3%	6.5%	10.7%

Table IV-25 indicates that males made up the greatest percentage of truants in each of the years analyzed. The statistics on race show that whites consistently made up the largest percentage of truancy referrals. The percentage of non-white decreased for the first two years analyzed, but has been steadily increasing since 1984.

The state Commissioner of Education has recently appointed an 18-member advisory committee to examine existing state laws and regulations as they pertain to truancy. The committee is responsible for making legislative recommendations specifically in the following areas:

- definition of compulsory attendance and truancy;
- legal roles and responsibilities of parents, schools, police, DCYS, juvenile court, and other agencies serving families and children; and
- intervention and timely action to return truants to schools and insure continued attendance.

In light of the efforts this task force is undertaking, program review made no recommendations pertaining to truancy law or regulations, but will provide the task force with necessary data to accomplish its goal.

FWSN Statutory Provisions

The six-hour hold. The fact that FWSN cases do not make up a large segment of the overall court referral caseload is one indication that the intent of the FWSN legislation -- having status offenders served at the community level -- is working.

However, the program review committee believes that deficiencies exist in the manner in which both the courts and local providers are able to deal with FWSN cases.

First, service providers testified at a program review committee hearing in June 1988, that the current statutory time limitation on holding runaways or other status offenders is too short. Currently, Connecticut law limits the time police may hold such children in protective custody to six hours in order to contact parents, or arrange a more suitable disposition. Testimony provided to the committee indicated that six hours was just not long enough to accomplish this. Service providers also stated that because runaways are often picked up in the evening, they must be released before they can be transported to juvenile court on a FWSN referral.

In addition to testimony program review received on this issue, a recent report on Families with Service Needs issued by the Office of Policy and Management, Juvenile Justice Advisory Committee, pointed to the same problem. Fully 83 percent of the respondents to a survey that that committee sent to local service providers indicated that the FWSN law should be modified to increase the length of time police can hold FWSN children.

Therefore, the program review committee recommends that the statutory provision, allowing police officers to hold FWSN children for only six hours, be amended to increase the holding time to a maximum of 24 hours.

Family involvement. Status offenders in Connecticut are statutorily called children from Families with Service Needs. In most other states these children are known as "Persons in Need of Service" (PINS), or "Children in Need of Service" (CHINS). However, despite the name, people interviewed for this study by program review staff, including judges, stated that they felt that the law was unclear about what the court could order families to do in FWSN cases and how it could be enforced.

The statutes currently give the court "authority to make and enforce . . . orders directed to parents . . . as it deems necessary or appropriate to secure the welfare, protection, proper care and suitable support of a child or youth" (C.G.S. Sec. 46b-121) on FWSN as well as delinquency cases. Further, the statutes authorize the court to issue a summons of the child and parents to court.

While this may appear to be adequate authority, the Juvenile Court, before its merger into Superior Court, had more explicit statutory powers in enforcing its orders, including issuing process for the arrest of people, and punishing for contempt by a fine not exceeding \$100 or imprisonment not exceeding six months. The committee believes that the similar provisions could be adopted in the current statute.

Therefore, the Legislative Program Review and Investigations Committee recommends that any parent or guardian who violates a court order under C.G.S. Sec. 46b-121 may be found in contempt of the court and fined not more than \$100 or imprisoned for a period not to exceed six months.

Court-ordered evaluations. As the analysis presented earlier in this section showed, truancy is the most common reason to be referred to court on an FWSN case, and the numbers of truancy cases are increasing. Some child advocates believe that this increasing number may be due to children being in inappropriate educational programs in their schools. When the child fails, falls behind in that program, or feels he doesn't belong, he stops coming to school.

These child advocates suggest that educational evaluations are not being conducted on children to determine if they need to be placed in a special education program or not. Program review could not conclude how prevalent this lack of testing is, or whether it is a contributing factor to the growing truancy rate, however staff believes that where truancy is a problem, all aspects of the child's background

should be explored, including the child's learning capabilities and his educational setting.

In light of this, the program review committee recommends that when a FWSN truancy case is referred to court, and no educational evaluation has been conducted during the previous year, that the court be required to order such testing.

Erasure of FWSN records. The statutes provide very clear provisions for the erasure of records in juvenile delinquency cases. However, no such provisions apply to FWSN cases. While there may not be the same importance attached to FWSN information as delinquency files in terms of later employment, education, etc., program review believes that FWSN cases should be subject to the same statutory file erasure provisions as are delinquency cases.

Thus, program review recommends that the statutory provisions, contained in C.G.S. Sec. 46b-146, concerning erasure of police and court records in delinquency cases also apply to FWSN cases.

Analysis of Juveniles Committing Drug Offenses

The LPR&IC further analyzed the Judicial Department's current data on court referrals and offenses committed by juveniles to examine the impact drugs are having on delinquency. The data, as stated previously, include all juveniles who have committed an offense and were on the database as of June 1988. This database included approximately 25,000 unique juveniles, 81,337 separate offenses and 51,372 referrals to court. An offense is any charge lodged against a juvenile accused of committing an illegal act. There can be several offenses filed against a single juvenile on an individual referral. These offenses range from the most serious charge lodged against a juvenile to the least serious.

The committee analyzed the data to find out what proportion drug offenses represent as compared to all offenses filed against juveniles. Also examined were the number of offenses committed by juveniles who had been charged with a drug offense sometime in their careers, and the number of juveniles involved in drug-related offenses.

Of the 81,337 offenses on the current database, 2,130 involved a drug related charge. These offenses can range from misdemeanors to more serious felonies. These drug related offenses amount to three percent of the total offenses. While drugs do not represent a large proportion of the offenses, there does appear to be a trend of increasing drug related offenses. Table IV-26 shows the number of offenses currently on the system, the number of drug related

offenses, and the percentage that drugs represent of the total for each year from 1984 through 1988. Each year has witnessed an increase in the number of drug offenses as a percentage of the total. In 1984, only 1.2 percent of the offenses were drug related; in 1988 this had risen to 5 percent.

Further, the number of drug offenses has also been increasing. As Table IV-26 indicates, in just two years -- from 1985 to 1987 -- the number of drug offenses has increased from 282 to 758, a 169 percent increase.

Of even greater concern than the overall growth in drug offenses, is the fact that if juveniles are involved with a drug related offense, there is a greater possibility that they will be involved in other offenses. The following analysis illustrates the increased likelihood of delinquency involvement if someone has been charged with a drug offense.

Table IV-26. Offenses Currently on the System: 1984-88.

Year	Total Offenses	Drug Related	Percent of Total
1984	8,180	99	1.2%
1985	15,787	282	2%
1986	19,589	550	3%
1987	20,799	758	4%
1988	8,872	407	5%

Tables IV-27 and IV-28 present a comparison of the number of prior cases referred to court for all juveniles with those referrals of juveniles who at some time were involved in drug offenses. Of the 1,285 juveniles involved in drug cases, fully 68 percent were referred to court more than once. This compares unfavorably with the overall population, where only 32 percent of juveniles, as shown in Table IV-28, return to court a second time. Thus, a juvenile with a drug offense is more than twice as likely to be referred to court a second time than a child in the overall delinquent population.

The difference becomes even greater when multiple referrals are compared. For juveniles having a large number of multiple referrals (6 or more), those involved with drugs (Table IV-27) represent 23 percent of the total as compared to 6 percent (Table IV-28) for the general population. Further, for FY 88, of the 484 juveniles referred to court on drug charges, 34 percent faced serious offenses (felonies).

Table IV-27. Number of Court Referrals For Each Juvenile Having Been Charged With A Drug Offense.

Referrals per Juvenile	Number of Juveniles	Percent of Total
1	406	32%
2	242	19%
3	135	10%
4	110	9%
5	97	7%
6 plus	295	23%
Total	<u>1,285</u>	<u>100%</u>

Additional analysis was done to track juveniles charged with drug offenses to obtain an indication of their involvement with crimes against persons. The program review committee looked at all the offenses committed by juveniles charged with a drug offense, sometime during their court histories, and then searched for those who had committed offenses against another individual.

Table IV-28. Number of Court Referrals for All Juveniles.

Referrals per Juvenile	Number of Juveniles	Percent of Total
1	17,848	64%
2	4,468	16%
3	1,973	7%
4	1,097	4%
5	730	3%
6 plus	1,780	6%
Total	<u>27,896</u>	<u>100.00%</u>

The results showed that almost one in four juveniles, 294 out of the 1,285, who had a drug offense also committed a crime against a person. In the entire delinquent population, the ratio dropped to one in five; or 4,806 juveniles of the approximate 25,000 juveniles on the system.

The 294 juveniles who committed a crime against a person and a drug offense are an extremely small portion of the overall 25,000 juveniles currently on the system. However, while the percentage is small, the committee did find that there was again a higher rate of multiple offenses being committed by the juveniles with drug offenses than by the population as a whole, since the drug offenders committed 575 such offenses. In other words, repeat "crimes against persons" offenses were committed by 46 percent of the drug offenders, compared to only 30 percent of the entire referral population who committed multiple offenses in this category.

The committee was not able to determine if there is a greater chance of committing a crime against a person while committing a drug-related offense. The above analysis is confined to the career of the juvenile as opposed to looking at the circumstances surrounding an individual incident.

From analysis on the juvenile drug offender the program review committee concludes that:

- both the number of drug offenses, and those offenses as a percentage of the total juvenile offenses, are growing at a significant rate;
- while juveniles who commit drug offenses are a small portion of the overall delinquent population, they are twice as likely to be referred to juvenile court a second time, and the likelihood of multiple referrals (6+) is about four times as high;
- the likelihood of also committing a crime against a person is moderately higher than with the overall population; and
- 34 percent of the drug offenders are at some point -- either on that drug charge or another court referral -- referred to court on a serious juvenile offense.

Based on these findings, the program review committee believes that juvenile courts ought to ensure that all drug cases that are referred to court receive serious attention, both in terms of processing the case through to disposition rather than plea bargaining, and that appropriate dispositions, such as treatment for substance abuse, are handed down.

Serious Juvenile Offenders

As mentioned earlier in this report, since 1979 Connecticut has had a law, known as the serious juvenile

offender act, which was intended to toughen the state's approach to juveniles who committed serious offenses. At the time this act was passed the legislature was also considering other measures to deal with serious juvenile offenders (SJOs), such as mandatory transfer to adult court for such offenses. The serious juvenile offender act that was passed was seen as a compromise between the mandatory transfer approach and doing nothing to differentiate between the SJO and the rest of the juvenile offender population.

As was discussed previously in this report, some of the measures that were adopted in the SJO act included: expanding the types of dispositions that could be used for SJO cases; requiring automatic transfer to criminal court for certain cases; and extending the categories for possible transfer after a hearing.

Program review examined the data pertaining to serious juvenile offenders, specifically: the profile of the SJO; the offenses these juveniles are involved in; the number of court referrals SJOs have had; the length of time to process SJO cases; the effect of plea bargaining on SJO cases; and the disposition of such cases. Finally, the committee also looked at the serious juvenile offender and his commitment to DCYS, and included this portion of the analysis in the next section entitled Treatment of the Committed Delinquent.

To obtain a profile of the serious juvenile offender, program review examined the court's current database, and selected out those juveniles who had ever been referred to court for a serious offense. The identifying court numbers associated with these juveniles were then run against other information on the data base to obtain a comprehensive view of this category of offender, and to compare the data for these juveniles with the entire juvenile offender population. It is important to note that this section focuses on those that are referred to court on serious juvenile offenses, and not just those who are adjudicated (determined by the court) to be SJOs.

Profile of the serious juvenile offender. Program review found that the demographics for SJOs vary somewhat from those of the overall juvenile population. First, while the overall delinquent population is heavily male (75%), the SJOs are almost exclusively male (89%). Further, SJOs are considerably younger at the time they commit their first offenses than are juveniles in the overall delinquent population.

Table IV-29 gives the percentage breakdown -- in quarters or quantiles of the population -- as well as the average ages, of the serious juvenile offender and the overall juvenile population, at the time of their first offenses. The average age of the SJO at the time of the

first offense is 12.9 years, which is about 5 months younger than the juvenile in the overall population. Also, as the table indicates, fully one-quarter of the SJOs are 11.7 years old at the time they commit their first offense, while the youngest quarter of the entire referred population is 12.4. Further, one-half of the SJOs have committed their first offense by the time they are 13.3 years old, compared with the median age of 13.9, which is about 7 months older. While these age differences between the two populations may not appear significant, when one considers that the number of years for a juvenile to be criminally active is short due to the 16-year-old limit for juvenile court jurisdiction, the variation is substantial.

Table IV-29. Ages of SJOs and All Juvenile Offenders at First Offense.

<u>SJOs</u>		<u>All Juven. Offenders</u>	
100%	16.9	100%	16.9
75%	14.4	75%	14.9
50%	13.3	50%	13.9
25%	11.7	25%	12.4
Average Age: 12.9		Average Age: 13.4	

Program review also examined where the serious juvenile offenders are being referred and found that the juvenile courts in the state's three major cities handle the greatest number of SJO referrals. Hartford, New Haven, and Bridgeport are also the busiest locations in processing all juvenile cases, with 40 percent of all referrals coming to these three locations. However, for SJO referrals, the percentage handled by those three cities rises to 60 percent. Of the 2,539 referrals for serious juvenile offenses currently on the database, 714 were referred to Hartford (28%), 504 were processed in New Haven (20%) and Bridgeport handled 310 cases (12%).

Another factor examined was the race of the juvenile involved in SJO cases. The 2,539 cases were reviewed and the results showed that in 1,207 (48%) of the cases, the juvenile referred was black, while 793 cases (32%) involved a white juvenile, and in 466 cases (19%) the juvenile was hispanic. This varies significantly from the juveniles in the overall caseload, with 61 percent of the referrals being white, 23 percent blacks, 13 percent hispanic and 3 percent "other".

The committee also reviewed the type of offenses that SJOs are involved in, both those that led to the SJO referral, and other offenses that were committed by the same SJOs. First, in the serious juvenile offense category, Table IV-30 shows the top five offenses of the 2,539 committed by SJOs.

Table IV-30. Top Five Serious Juvenile Offenses Committed by SJOs.

<u>Offense</u>	<u>Number</u>	<u>Percent</u>
Assault (2nd degree)	559	22
Robbery (2nd degree)	480	19
Robbery (1st degree)	261	10
Sexual Assault (2nd)	216	8.5
Sexual Assault (1st)	200	8
TOTAL	1,716	67.5

When all offenses involving serious juvenile offenders throughout their histories are examined, program review found that serious juvenile offenders were more prone to commit crimes against persons than the delinquent population overall. In fact, three of the top five offenses were crimes against persons, whereas in the overall population crimes against persons do not rank in the top five offenses in any of the past six years. As Table IV-31 indicates, assault charges account for two of the three offenses against persons

Table IV-31. Top Five Overall Offenses Committed by SJOs.

<u>Offense</u>	<u>Number</u>	<u>Percent</u>
Burglary (3rd)	721	8
Larceny (6th)	684	8
Assault (2nd)	559	6
Robbery (2nd)	480	5
Assault (3rd)	383	4
TOTAL	2,827	31

while robbery accounts for the other. It is worthy of note that the top two offenses committed by serious juvenile

offenders at some point in their juvenile history are the same top offenses that are seen in the overall delinquent population.

Number of referrals. The program review committee also found that the number of referrals were much higher for SJOs than for the overall delinquent population. The data show that 67.3 percent of SJOs were referred to court more than once -- either before or after the serious juvenile offense -- compared to only 36 percent in the overall population who have more than 1 referral. Of particular concern is the prevalence of what might be considered the chronic repeat offender in the SJO population. For example, fully 39 percent of SJOs had more than two referrals, and 25 percent had 4 or more referrals to court.

On the other hand, it should be noted that these other referrals seldom appear to be for other serious offenses. There are currently 2,100 unique juveniles with an SJO referral on the database, while there are only 2,539 referrals in total. This means that each SJO has been referred for slightly more than one SJO offense.

Processing time. Earlier in this section, processing times -- from time of referral to time of disposition -- for the past few years were presented, and the results showed variation from 68 days in 1984 to 106 days in 1985. Program review compared these processing periods with the times for processing serious juvenile offense cases that are on the current database and found that the SJO cases typically take longer to process than juvenile cases in general. The data show that the median processing time for an SJO case is 99 days, while the median time for processing all referrals is 57 days, more than 40 days shorter.

Further, while half the SJO cases are disposed of in 99 days, 25 percent of these cases take at least 5 months (161 days) or longer to process. These processing times do not seem inordinately long, especially when compared to other areas of the court system. For example, family cases such as divorce, on average, take about eight months to dispose of. However, when the short time-span of the juvenile court jurisdiction (to age 16) is again considered, these SJO processing times appear more significant.

Legal processing of SJOs. As noted in the previous section, juvenile court has become increasingly like adult criminal court in terms of its legal proceedings, including negotiation of charges between the court advocates and the defense attorneys, also known as "plea bargaining". The data show that the effects of plea bargaining are even more extreme in the serious juvenile offense area than in delinquency cases overall. Table IV-32 shows the number and percent of each of the felony classifications that SJOs were

referred to court on and the number and percent of the charge classification at the time of disposition.

Table IV-32. SJOs: Charges at Referral and Disposition.

<u>Referral Charge</u>	<u>Number</u>	<u>Percent</u>	<u>Dispo. Charge</u>	<u>Number</u>	<u>Percent</u>
Felony A	90	3.5	Felony A	28	1
Felony B	713	28	Felony B	328	14
Felony C	973	38	Felony C	520	22
Felony D	616	24	Felony D	554	24
Felony U	132	5	Felony U	30	1
			Misdemeanor A	498	21
			Misdemeanor B	240	10
			Misdemeanor C	107	5
			Misdemeanor	15	1
			Status	11	.5

The table shows that over 40 percent of the serious juvenile offender charges are dropped to misdemeanors by the time of disposition. Further, the more serious the degree of felony, the more likely it was to be dropped by time of disposition. For example, less than one-third of the felony A charges at intake remained felony A at disposition, while only 46 percent of the SJO felony B charges remained at that level by time of disposition.

Case disposition. Program review also examined the final dispositions that SJO referrals received. For example, an SJO charge may be dropped to a misdemeanor but there would still be a disposition on that entire SJO referral, reflecting the most serious result of the judicial proceedings, even if that were dismissal. (Dismissals would include any disposition where there was no requirement for the juvenile to be further involved with the court system, or follow any court-directed activity.) Likewise, if an SJO charge were dismissed entirely, but the juvenile received probation on another charge associated with that referral, the probation disposition would be reflected on the computer data as the most serious disposition for that SJO referral.

First, the committee looked at the dismissal rate for SJO referrals and found it surprisingly similar to the dismissal rate for the overall population referred to juvenile court.

For example, Table IV-33 shows the most serious charge of the SJO referral at time of disposition and then whether that charge was dismissed or not. As the table shows, 43 percent of those referred to juvenile court on SJO charges had their cases dismissed or discharged. As discussed earlier in this report, the dismissal rate for all 1987 cases that were handled judicially, which would include SJO charges, was about 46 percent. Figure IV-6 also displays the percentage of dismissals and non-dismissals both overall and by type of charge at disposition, including felonies, misdemeanor and "other".

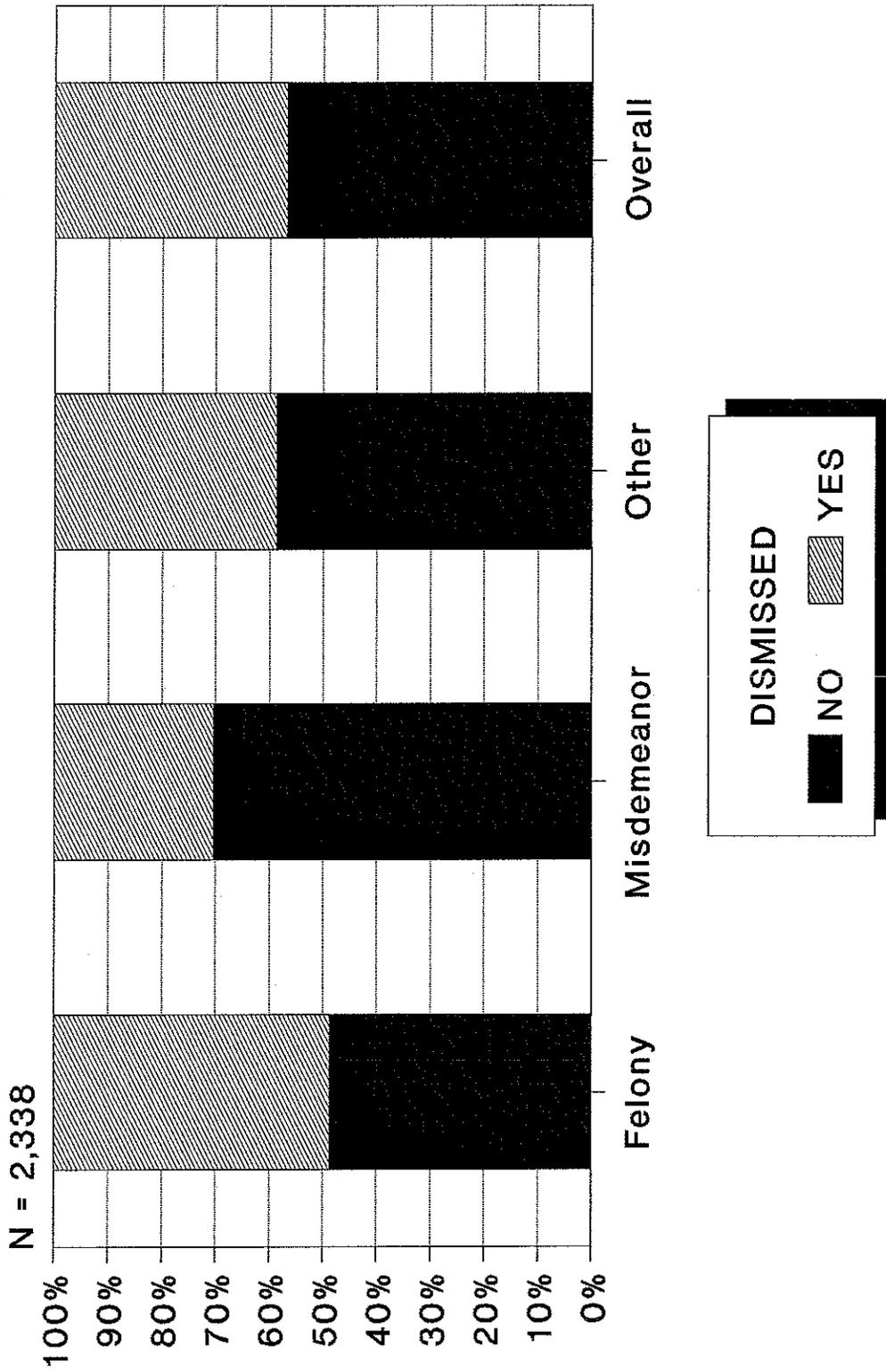
Table IV-33. SJO Referrals--Dismissals by Charge at Disposition.

Charge at Disposition	Dismiss				Total #
	No		Yes		
	#	%	#	%	
Felony A	16	(57)	12	(43)	28
Felony B	133	(41)	195	(59)	328
Felony C	202	(39)	318	(61)	520
Felony D	345	(62)	209	(38)	554
Felony Unclassified	18	(60)	12	(40)	30
Misdemeanor	3	(50)	3	(50)	6
Misdemeanor A	374	(75)	124	(25)	498
Misdemeanor B	154	(64)	86	(36)	240
Misdemeanor C	69	(64)	38	(36)	107
Misdemeanor Unclassified	6	(67)	3	(33)	9
Status		8	(73)	3	(27)
Infraction	0		3	(100)	3
Violation	1	(50)	1	(50)	2
Extradition	<u>1</u>	(50)	<u>1</u>	(50)	<u>2</u>
TOT. DISP.	1330	57%	1008	43%	2,338

Source: Analysis of Juvenile Matters Delinquency Data

Because program review believed this dismissal rate to be unusually high, the Judicial Department, information systems staff was asked to verify these results by calling up individual computer records on the felony A charges at

Figure IV-6: SJO Referrals
Disposition by Charge



Source: LPR&IC Analysis

disposition. Those dispositions matched what program review showed for those cases. Further, Judicial Department hand tallies of the closed SJO cases for FY 88 resulted in the same dismissal rate. Time limitations prevented committee staff from checking the actual case files to ensure that the dispositions were coded properly, but the information systems staff indicate that inputting errors would be unlikely, because every charge has a disposition, and the computer automatically selects the most severe.

Further analysis of dispositions showed that only 13 percent of all SJO referrals, where the disposition was on the database, were adjudicated as serious juvenile offenders. The table below shows the dispositions of those clearly adjudicated as serious juvenile offenders. (The percentages are of those dispositions that appear in the table.) In fact, in only 87 SJOs cases -- or 4 percent of the 2,338 dispositions for SJO referrals on the current file -- was a disposition authorized by the SJO statute handed down.

Table IV-34. Disposition on Serious Juvenile Offender Cases.

<u>Disposition</u>	<u>Number</u>	<u>Percent</u>
Probation	178	57%
Two-Year Cmtmt.	60	20
Four-Year Cmtmt.	26	8
Commitment w/exile	43	14
Extend Commitment	4	1
TOTAL	<u>311</u>	<u>100%</u>

Source: Analysis of Judicial Dept. Computerized Information

In addition, those who were not adjudicated as an SJO, but whose cases were not dismissed had the following dispositions shown in Table IV-35. The percentages shown are of the total of the dispositions that appear in the table, and not of the entire SJO referrals.

Analysis of the tables provide further evidence that SJOs in the aggregate are -- except for the few transfers, four-year commitments, and periods of exile imposed -- handled similarly to other delinquency cases. For example, of the SJO dispositions analyzed, 39 percent received probation compared with 33 percent of all cases handled judicially in 1987. Also, as the tables above indicate, all commitments to DCYS for SJO referrals comprised only 13 percent of the 2,338 dispositions, while commitments make up

about 12 percent for all juveniles whose cases are processed judicially by the courts.

Table IV-35. Disposition of SJO Referrals - Not Adjudicated as an SJO.

<u>Disposition</u>	<u>Number</u>	<u>Percent</u>
Probation/Supervision	724	72%
Long Lane	75	7
Direct Placement	71	7
Transfer to Criminal Court	18	2
Trial - Not Guilty	103	10
Recommit/Extend Cmt.	16	2
TOTAL	1007	100%

Finally, as will be discussed in the next section, SJOs make up only about 10 percent of the committed population, comprising approximately the same percentage as SJOs do to the total court-referred population. This additionally demonstrates that serious juvenile offenders are being treated no more harshly than the referred population in general.

Based on this analysis, the program review committee finds that the intent of the 1979 serious juvenile offender law -- which was to deal with the serious juvenile offenders in a tougher fashion than the juvenile offender in general -- is not being met. In fact, the committee believes that in many ways the SJO law may have had a detrimental effect on the processing of those cases, and therefore resists making any finding or recommendation that penalties for SJOs be mandatory or made harsher. Instead, the program review committee concludes that, except for the mandatory transfer provisions included in C.G.S. Sec. 46b-127, juvenile court should have discretion to hold a transfer hearing on any case where the judge determines the case warrants such action.

Reasons for dispositions. There are many reasons for the high dismissal rate, and low SJO adjudication rate, none of which can be easily quantified. First, defense attorneys strongly oppose an SJO adjudication, realizing that if that juvenile is referred again on a felony B or C, the juvenile may be transferred to the adult court. This prolongs the case processing, as noted above, to the point where an SJO case takes about twice as long to reach disposition as a regular case. A concomitant problem is that often a serious

juvenile offender is being held in detention while the processing of the case continues, increasing the detention population, the length of time the child goes without treatment (where that is the ultimate disposition), and the costs to the state of caring for that juvenile.

Second, as with any referral, there may be overcharging on the part of the police. Judges, court advocates, and defense attorneys have all indicated that this is a problem. In addition, where there are multiple referrals (even SJO referrals), court staff have indicated that most likely only one will proceed to disposition. Currently, the court advocate's office has no investigator to independently verify police reports, probably increasing the tendency to drop charges.

Third, because the court advocate's office has no independent investigators, and the public defenders' office does, it is risky for the state to go trial on a case. In fact, court advocates explain that they cannot even accomplish the basic trial preparation work, such as identifying and interviewing victims and witnesses, because that office lacks an investigator.

Fourth, program review believes that judges, and others involved with the adjudication of juveniles (i.e. probation officers, court advocates) may be unaware of what is happening system-wide, when it comes to the processing and disposition of all cases that are referred to juvenile court. Their priority is to move cases as expeditiously as possible, yet attempting to secure what is the best result for the juvenile concerned. Thus, monitoring how the entire juvenile court is processing all of its cases does not receive sufficient attention. In fact, there appears to be a gap in the collection and the analysis of the data regarding juvenile court cases, and any review and prospective planning as a result of what the data show. Judges, especially given the fact that they must rotate in and out of juvenile court rather quickly, must be in tune with what is happening system wide. Recommendations to mitigate this deficiency were outlined in Section II of this chapter.

In light of the problems that become apparent as a result of the serious juvenile offender analysis, the program review committee makes the following recommendations:

The Serious Juvenile Offender Law codified in C.G.S. Secs. 46-120 and 46b-126 (a), (b), and any other statutory references to serious juvenile offenders should be repealed. Instead, judges should have discretion to proceed with any of the provisions now allowed under the statutes for SJOS for any case he or she deems appropriate. Under Sec. 46b-133(d) of the statutes, whereby a SJO may only be released from detention by a judge under a court order, this reference

should be changed to any juvenile held in detention on a felony charge.

Judges, the court advocate's office, and probation officer supervisors should all receive quarterly summarized reports on the data on juvenile court referrals, including the offenses, the referral court, and court processing information such as time, referral and disposition charge, and actual disposition, so that these personnel involved in juvenile adjudication will have an overall view of what is occurring in the system.

The court advocate's office should be given authorization to hire two investigators as soon as possible. Juvenile Matters should begin including those position in the Judicial Department's next requested budget.

The program review committee believes that if these recommendations are implemented, the processing of all cases, and serious cases in particular, will be facilitated. By allowing more flexibility for judges to deal with any juvenile in manner he or she deems most appropriate it should:

- lessen the automatic labelling of the serious offender that accompanies the serious juvenile offender law;
- potentially lessen the degree of plea negotiations and dismissals, since the recommendation will remove the possibility of transfer when an adjudicated SJO returns on certain felony charges;
- if less opposition to initial charges and less plea bargaining occurs, this should decrease the time it takes to process cases; and
- result in more appropriate dispositions that fit the juvenile and the act committed.

The committee believes that the recommendation concerning the SJO law provides a balance of flexibility, while not weakening the court's ability to deal harshly with those juvenile who are chronic repeaters or whose acts are of a grave nature. First, the recommendation leaves intact the mandatory transfer provisions that exist under C.G.S. Sec. 46b-127 for 14- and 15-year-olds, and would actually extend the court's authority to hold a hearing on possible transfer for any juvenile where the court believes the actions claimed in the referral would warrant a transfer hearing, provided the juvenile had reached 14 years of age.

On the other hand, the committee is not mandating that these chronic or serious offenders be transferred or treated in a certain manner. Because of the number of serious offenders involved -- 741 SJOs in 1987 -- program review realizes that to mandate transfer hearings for all serious cases would overload the juvenile court system, and would probably result in a significant number of appeals. Further, the committee understands that to require automatic transfers to criminal court would place added strain on an already overburdened adult system.

The committee also believes that the hiring of investigators for the court advocate's office is imperative to the fairness of the judicial system. The positions are necessary to process cases quickly, and to provide the critical information the advocates need to decide whether to proceed fully with a case, negotiate the charges, or dismiss the case outright. Hopefully, with the investigator positions both plea bargaining and dismissal rates will be lowered.

Finally, the program review committee believes that if judges and other court personnel receive adequate statewide information on the processing and disposition of cases, these officials will be better able to make more informed individual case decisions, and to plan the direction of the juvenile court.

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SECTION V

TREATMENT OF THE COMMITTED DELINQUENT

For a small segment of the delinquent population who cannot be treated in a community setting or for those whose offenses pose a danger to the community, the disposition that the court may impose is a commitment to DCYS. The commitment involves either placement at Long Lane School, the state's only public juvenile correctional facility, or at a private residential facility.

The program review committee examined several aspects of the commitment of delinquents, including trends in commitments, profile of the committed juvenile, treatment planning and residential placements, and escapes from Long Lane School. To obtain this program review examined DCYS' computerized reports from FY 85 through FY 88, and also examined 105 case files of delinquents committed between January 1984 and May 1986, and placed at either Long Lane or a private facility.

Committed population. Table IV-36 below shows the total number of committed delinquents for the past four years, the number and percent placed at Long Lane, and at private residential facilities.

Table IV-36. Number of Committed Delinquents FY 85 - FY 88

	Total Commitments	Long Lane		Res. Place.	
		No.	%	No.	%
FY 84-85	307	120	39	187	61
FY 85-86	345	153	44	192	56
FY 86-87	352	173	49	179	51
FY 87-88	340	195	57	145	43

As the table shows, the number of committed delinquents has increased about 11 percent between FY 85 and FY 88, although FY 88 has experienced a decline over the previous two years. Over the long term, the number and percentage of committed delinquents has declined more significantly. For example, when the LPR&IC conducted its study 10 years ago the number of committed delinquents had been increasing rapidly -- from 313 in FY 72 to 472 in FY 76 -- a 50 percent increase in 4 years. In addition, the FY 76 commitment number was 5.2 percent of the unique juveniles referred to juvenile court, while in FY 88 the overall number of delinquents committed is

more than 100 less than in 1976, and accounts for only 3.6 of the unique juveniles referred to court.

The above table also examines the numbers and percentages of delinquents being sent to Long Lane or to private residential placements. The results show that during the past four years an increasing percentage of juveniles are being sent to Long Lane School rather than to private facilities. The number of committed delinquents being directly placed has declined by about 22 percent in the four-year period, with Long Lane now taking over half the committed population. Again, this is especially interesting when compared with the statistics cited in the committee's study 10 years ago, when the shift in placing the delinquent population had been toward private placement. In fact between 1972 and 1976, delinquents being directly placed grew from 24 to 210 -- or from 8 percent of the committed population to 45 percent. A more detailed examination of the private residential facilities, and why this decline in placements may be occurring will be presented later in this section.

Profile of the committed delinquent. Program review also examined the profile of the committed population, based on data provided by DCYS' computerized reports on delinquency. Demographic characteristics examined were the age, sex, race, and family composition of the committed delinquent, and are presented in the tables below. Also noted is whether the juvenile was adjudicated as a delinquent or as a serious juvenile offender. The demographics provided consist only of those juveniles who are new commitments to DCYS and do not include commitment extensions or recommitments.

Table IV-37. Age of the Committed Delinquent.

Age	FY 85		FY 86		FY 87		FY 88	
	#	%	#	%	#	%	#	%
12 and Under	10	(4)	17	(5)	9	(3)	16	(5)
13	25	(9)	40	(13)	37	(12)	39	(12)
14	71	(25)	93	(29)	85	(27)	74	(23)
15	148	(52)	153	(48)	152	(48)	160	(50)
16+	28	(10)	15	(5)	37	(12)	31	(10)

Table IV-38. Race of the Committed Delinquent.

Race	FY 85		FY 86		FY 87		FY 88	
	#	%	#	%	#	%	#	%
Black	81	(29)	104	(33)	112	(35)	119	(37)
Hispanic	35	(12)	46	(14)	53	(17)	59	(18)
White	166	(59)	167	(53)	155	(48)	142	(44)
Other			1					

Table IV-39. Sex of the Committed Delinquent.

Sex	FY 85		FY 86		FY 87		FY 88	
	#	%	#	%	#	%	#	%
Male	242	(86)	264	(83)	256	(80)	267	(83)
Female	40	(14)	54	(17)	64	(20)	53	(17)

Table IV-40. Family Composition of the Committed Delinquent.

Family Composition	FY 85		FY 86		FY 87		FY 88	
	#	%	#	%	#	%	#	%
One Parent	164	59	208	66	218	69	217	69
Two Parent	90	33	83	26	73	23	74	24
Step Parent	21	8	15	5	18	6	13	4
Relative/Guardian			8	3	8	2	11	4

Thus, from the tables above, a profile of the committed delinquent is likely to be a 15-year-old white male, from a one-parent family.

The DCYS data on delinquency also indicate those juveniles who are committed on an SJO charge. Program review examined this information and found that the numbers and percentages of SJOs compared to the overall delinquent population were surprisingly small, as indicated in Table IV-41.

Table IV-41. Serious Juvenile Offenders and the Committed Population.

Year	Total Cmtd. Delinq.	SJOs	%
FY 85	307	32	10
FY 86	345	34	10
FY 87	352	29	8
FY 88	340	40	12

The results of this table, coupled with the information previously presented on the Serious Juvenile Offenders lead the committee to believe that the Serious Juvenile Offender law as constituted is not having the effect that the legislature intended when it developed the legislation in 1979.

Treatment planning. The statutes require that DCYS develop written plans for the care and treatment of every child and youth under commitment to the department. The plans are to include a diagnosis of the problems of the juvenile, together with a proposal for treatment and placement. These written plans are to be reviewed at least every six months to determine whether the plan and placement are appropriate.

Program review staff reviewed the treatment plans in the sample of 105 case files mentioned above, and found that the department is complying with the law concerning the time requirements for developing and reviewing plans in the vast majority of cases. In fact, most treatment plans developed at Long Lane School were reviewed every three months instead of the statutory six-month requirement. However, the contents of the treatment plans appeared to be lacking in certain aspects, and other plans varied, especially between those done by Long Lane staff and by DCYS aftercare workers.

First, in 81 cases (77%), the initial plans developed by both Long Lane and aftercare workers gave no indicated length of stay for the placement. Department officials indicate that for those children placed directly at a private facility, the proposed length of stay is established by that facility, according to its own program. The Department of Children and Youth Services is now reexamining this, and may establish a policy whereby the department would set lengths of stay and evaluate the child's progress at the end of that period.

In those cases of juveniles remanded to Long Lane by the courts or who came to Long Lane because they had been unsuccessful at a private facility, 8 of 32 treatment plans, (25%), reflected no anticipated length of stay, while several others were somewhat unclear, such as "several months' stay", or "until other appropriate placement can be found". Additionally, while the treatment plans at Long Lane are more detailed and depict the juvenile and his problems to a much greater degree than the aftercare plans, the proposed treatment plans offer little in the way of individualized rehabilitation, beyond Guided Group Interaction (GGI), the prototype treatment at Long Lane.

However, more specialized treatment is likely to become more prevalent. Long Lane officials have recently begun two programs that are geared to special segments of the Long Lane population. In January 1988, the facility initiated a mandatory program for adjudicated sex offenders, in which they attend weekly meetings to work on that specific problem.

Additionally, Long Lane is now in the process of establishing a substance abuse program. This is especially important since the population of substance abusers among delinquents is growing. The case files reviewed by committee staff showed that in 47 of the 85 cases (55%), the juvenile had been involved with alcohol or drugs. Since those juveniles were committed (1984-1986), Long Lane has enhanced its reporting capabilities on substance abuse and the most recent statistics indicate that 65 percent of the population is known to have some degree of prior abuse, with another estimated 5 to 10 percent likely to have. Thus, given the clear need such numbers indicate, it seems imperative that Long Lane begin implementing this substance abuse program as soon as possible.

Second, the treatment plans developed by DCYS aftercare workers were scant in their coverage of both the diagnosis of the child's problem and the treatment proposed. Also, while not required by statute, these aftercare plans did not document how often the child had been seen by the worker, or other contacts with school, work, or community agencies, that might have been made concerning the child. This lack of attention may be understandable while the child is in a private residential facility also responsible for the child's rehabilitation; it is of greater concern when the child is returned home, and needs a carefully laid-out plan and oversight to ensure a successful return to the community.

Third, none of the initial aftercare plans reviewed contained the date they were developed. While it is probably assumed that the date of the plan is the date of placement, that is not clear.

Therefore, the program review committee recommends that all DCYS treatment plans include the date they are developed, and the anticipated length of stay. Further, aftercare plans, especially ones developed for the child's return to the community, should contain a clear proposal for all aspects of the child's reentry into the community, including but not limited to the living situation, schooling, work, any aftercare services needed, and also include a plan for monitoring the child's progress.

Treatment plans developed by Long Lane staff should include any specific problems the child has and any specialized programs the juvenile will participate in to deal with those problems. Further, Long Lane staff should continually assess the type of population at the facility so that it can develop particular programs for the problems the population exhibits.

Staffing. The department has cited the difference in staff-to-client ratios between the aftercare worker and the Long Lane worker as a reason for the imbalance in the two types of treatment plans. Program review acknowledges that a significant discrepancy exists.

Aftercare services consists of 13 Correctional Rehabilitation Services Officers (CRSOs), 1 Supervisor, and 3 support staff to serve approximately 500 juveniles, about half of whom are in their own homes. This translates to slightly over 38 cases per worker, including about 19 juveniles returned to their homes but needing intensive supervision while still under DCYS commitment.

Long Lane Treatment Services, which serves a population of about 160 at any one time, is comprised of 10 CRSOs, 1 Clinical Psychologist, 1 Psychiatric Social Worker, and a Consulting Psychiatrist, who is part-time on a contractual basis. Thus, the case load of a CRSO at Long Lane is about 16, less than half of the aftercare worker's, and all of the Long Lane clients reside on the premises where they can be monitored, and progress assessed more closely.

In the department's FY 89 budget, Long Lane proposed, and received authorization to hire six new aftercare workers for intensive supervision programs. According to Long Lane officials the procedures for filling those positions has already begun. This may relieve some of the problem; however, the major goal of this program will be to divert non-violent delinquent youth from Long Lane. There still exists a severe disparity in caseloads between Long Lane and aftercare staff. It also appears unlikely that any new staff could be added due to the state's fiscal situation.

Therefore, the program review committee recommends that Long Lane reallocate a number of its CRSO positions to Aftercare Services.

If four CRSO positions were transferred from Long Lane to the Aftercare Services program, for example, this would balance out the caseload to a great extent; increasing the Long Lane workers' caseload to about 27, and lessening the aftercare workers' caseload to 29.

Long Lane escapes. Long Lane, with the exception of one 36-bed unit, is not a secure facility. Concerns have been expressed about the escape rate from Long Lane, and whether the facility should be made more secure.

Long Lane tries to keep its escape rate down through close staff monitoring of the population's activities, small group (10-12) organization, tight scheduling and frequent checks of the clients' whereabouts, and review of previous escapes and their times and implementing methods to mitigate those. To some degree these efforts have been successful.

For example, the 1978 program review committee report cited that there was a monthly average of 51 escape attempts in the previous three years, with about half of those being achieved. The current escape rate is significantly lower than that, but problems with security still exist. Long Lane's own escape data from FY 84 through May of 1988 show an average annual escape rate of 148 for the period, from 196 escapes to only 96 for the 11 months of FY 88, which translates to about 13 escapes per month.

Program review also found that 17 of the 27 case files (63%) from Long Lane showed that the juveniles involved had at least one attempted escape and one child had run away, or tried to escape, seven times. In addition to the number of escapes and attempted escapes, the time it takes to return a runaway is also of concern. Program review found the length of time until the child returns varies. The committee analyzed all the escape and return times by number of such incidents on file. For example, if a child ran away only once, it would be recorded as escape incident one; likewise if a juvenile ran away seven times the first incident is reported in incident one, the second as incident two and so on. The table below depicts the median -- as well as the shortest and longest -- number of days for return in each of the top four incident categories.

Table IV-42. Long Lane Escapes and Times for Return

Escape Incident	# Juvs.	Median Time	Min.	Max.
One	34	2.5	0	129
Two	23	0	0	37
Three	14	2	0	303
Four	7	3	0	25

Source: LPR&IC analysis of Long Lane escape data

As the table shows, for most escapes, the median time until return is less than 3 days. In fact, in 3 of the 4 incident categories, 75 percent of the runaways are returned in 11 days or less. In addition, a good many either are not successful or are returned in less than a day, as shown by the zeros in the table. The exception is Escape Incident Three, where it took over a month to return 75 percent of the escapees.

Further, according to DCYS data, for any one month about 30 juveniles committed to Long Lane who subsequently run away remain on escape/missing status until returned or until that juvenile's commitment runs out.

Long Lane administration is concerned about the runaway problem, and appears to make every effort to follow its own procedures in getting the child back, including immediate "all-available staff" searches to find the child, notifying the state police who put the escape out over the telex, notifying family by both phone and letter, and issuing follow up letters to relevant local police departments. However, once juveniles escape, unless they return on their own, or are brought back shortly by Long Lane agency police, attempts to have them returned are often unsuccessful. Families often protect the escapee, the juvenile frequently goes to another jurisdiction, and juvenile escapees are not a high priority with police departments. Thus, if the escape problem is to be addressed, it should be to prevent juveniles from running away initially.

The program review committee believes that since commitment to Long Lane is the disposition for only a very small, and most difficult, segment of the referrals to court -- the

chronic repeat offender, the serious offender, or the child who refuses to accept or cannot succeed in other placements -- the facility at the very least should ensure that the child remains there until the scheduled length of stay has ended.

Second, the community needs to be better protected from the serious offender who may escape, and the public ought to know that every effort is being made to safeguard them. Third, it is not a good use of staff resources to search for runaways, or attempted runaways. Finally, Long Lane is viewed by many, and even deliberately portrayed by judges, as a threat, the "last resort", the "end of the road" for juveniles who don't follow other court-ordered treatment. If this form of treatment is to be meaningful, then Long Lane at least ought to be able to hold those juveniles placed there.

Program review believes there are two options available that would achieve this. **One alternative is to make Long Lane a secure facility by erecting a fence around the entire grounds.** This might be the best way to prevent runaways. It might also provide the community with a greater sense of protection, although this has not been a recent concern with area constituents, according to one local legislator. Also, this option is opposed by Long Lane and DCYS officials, who feel it would increase violence, depression, and suicidal behavior within the facility.

The department would prefer another option; **to build a 20-bed medium security unit attached to the already existing secure unit.** The department has been advocating such a facility for a number of years, and in fact is part of an overall renovation and reconstruction plan developed for the department by a private architectural firm in 1987, and bonding authorization for the project has also been approved.

This medium security unit would be used for those juveniles who have a history of running away or who have attempted an escape while at Long Lane. The department believes that this alternative is more beneficial in terms of the treatment model of rewarding good behavior, and restricting privileges when a juvenile acts out.

Private Residential Placement

A juvenile committed to DCYS may be placed at a private residential facility, rather than at Long Lane. There are approximately 30 such facilities that DCYS uses for its committed delinquents. One of the areas program review attempted to examine is whether the number of beds at these facilities adequately meets the demand for placements.

The program review committee requested that DCYS provide a list of all facilities it uses for delinquents. The list

obtained contained only in-state facilities; however DCYS does use out-of-state locations on a more infrequent basis. The committee staff wrote to each of the 29 facilities on the list requesting information about their utilization rates for the past two years, as well as other information regarding admission policies. Nineteen responses were received, which actually provided data on 27 facilities because one facility has 6 satellite locations. (Utilizations rates are self-reported and have not been verified by committee staff).

There are a total of 1,020 beds at the 29 in-state facilities. The agencies that responded to the staff's request account for 896 beds (88%). Thus, what is happening at these facilities is probably indicative of the situation statewide. Table IV-43 lists the name of each of the facilities that responded, its bed capacity, and the percentage of utilization for each month, beginning in July 1987, through September 1988. As the table indicates, the monthly utilization rates vary considerably from facility to facility, and the overall average rates for the period range from 67 percent to 100 percent. However, the estimated average for each month -- arrived at by taking the average of each facility's monthly mean -- showed less variation and ranged from 84 to 89 percent, with the overall average utilization rate for the entire period being 87 percent.

Application and acceptance. In addition to this high utilization rate is the complicating factor of acceptance criteria. Most of the facilities who responded to program review staff indicated some type of restrictive admission policy. Almost all facilities will not accept suicidal, assaultive, or active substance abusing juveniles, or those with a fire-setting or psychotic background. Furthermore, those who are committed to DCYS by the courts must compete with other children -- those committed to DCYS, but not as delinquent, those non-committed DCYS clients, as well as private referrals -- for those beds. Often, the acceptance procedure, which involves receipt and review of all pertinent materials on the child, a pre-placement interview, and decision on acceptance, can take a few weeks. Some of the facilities that responded also indicated that they had waiting lists, a few as long as five months. Meanwhile, the child may be waiting in detention for an appropriate, available placement.

The situation is even more limiting for those committed delinquents who display one of the behaviors listed above, such as chronic substance abuse, or if the child requires a non-coed setting. For example, there are only 3 facilities, with a combined bed capacity of 58, that accept just girls, and only 3 other facilities on the DCYS facilities list, with a total bed capacity of 133, that specialize in treatment of juveniles where substance abuse is the foremost problem.

Table IV-43. Average Monthly Utilization for Private Residential Facilities--FY 87-88.

Facility	1987												1988												Ave.
	Total Beds	J	A	S	O	N	D	J	F	M	A	M	J	J	M	A	J	A	S						
GRAY LODGE	18	89	83	78	78	78	78	78	83	83	78	78	89	78	67	78	84	78	78	79					
WELLSPRING	8	84	84	84	84	84	84	84	84	84	84	84	84	84	84	84	84	84	84	84					
MT. ST. JOHN	77	59	63	67	72	70	73	73	76	76	72	72	73	67	57	60	60	60	60	68					
VITAM	88	67	67	67	67	67	67	67	67	67	67	67	67	67	68	68	68	68	68	67					
CJR	85	83	76	78	86	97	98	94	86	91	91	91	90	86	80	83	80	87	81	93					
CREC (1)	.48	98	100	100	98	100	99	96	94	94	96	97	97	85	83	75	81	93	97	97					
CURTIS	23	97	97	97	97	97	97	97	97	97	97	97	97	97	97	97	97	97	97	97					
APT	30	60	54	70	83	87	83	71	63	81	88	98	96	--	--	--	--	--	--	78					
HIGHLAND HEIGHTS	52	94	94	94	94	94	94	94	94	94	94	94	94	94	94	94	94	94	94	94					
CHILDREN'S CTR	62	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100					
WAKEMAN HALL(2)	20	93	81	107	103	93	96	78	100	93	89	89	81	90	75	95	90	91	91	91					
NEW HOPE	15	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81					
BOYS VILL.	37	96	95	99	97	100	100	97	100	95	97	96	96	98	96	93	99	97	97	97					
KLINGBERG CTR	46	85	87	88	91	91	89	87	93	93	91	89	89	85	--	--	--	--	--	89					
WATERFORD SCH.	60	91	91	91	91	91	91	91	91	91	91	91	91	91	91	91	91	91	91	91					
GLENHOLME SCH.(3)	125	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100					
FOUNDERS SCH.(4)	36	--	--	--	--	--	--	22	33	50	58	67	83	83	83	83	83	83	83	58					
WHEELER CLINIC	13	98	98	98	98	98	98	98	98	98	98	98	98	98	98	98	98	98	98	98					
QUAEZAR (5)	53	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81	81					
AVERAGE MONTHLY PERCENT BED UTIL.		86	85	88	89	89	89	84	85	87	87	87	88	88	85	86	86	86	86	86					

(1) CREC operates six separate locations.
 (2) Wakeman Hall is the Children's Center Substance Abuse Program. There were 27 beds at this facility until January 1988 when it was decreased to 20.
 (3) Glenholme School's licensed bed capacity decreased to 115 beginning in October 1988.
 (4) Founders School began operating in January 1988. Reason for low utilization percentage average is because DCYS placed limits on the utilization levels at different stages of the year. Facility currently utilizes all 36 beds.
 (5) Quaezar operates four locations.

SOURCE: Analysis of Responses to LPR&IC Letter for Utilization Information.

Often, the placements don't work out, generally resulting in the child then being transferred to Long Lane. In fact, data obtained from the sample case files indicated that 40 percent of those juveniles who initially started in residential placement were transferred to Long Lane at some point during their commitment.

Costs of placement. Finally, the costs to directly place a juvenile are high, ranging from \$22,000 to over \$70,000. However, in examining the total amount spent on private residential care, the expenditures have not risen that much, at least in comparison to Long Lane School or DCYS' budget as a whole.

Ten years ago DCYS expended \$2.6 million on private residential care while during FY 88, \$3.9 million was allotted for board and care of committed delinquents, an increase of 50 percent. However, the costs of operating Long Lane during the same 10-year period have increased from \$3.7 million to \$8.5 million, an increase of about 130 percent. The department's budget overall has grown from \$41.5 million in FY 78 to \$127.1 million in FY 88, over 200 percent. This resource analysis shows that private residential facilities have not been a priority where DCYS resources are concerned.

The program review committee believes that the combination of relatively little new money being put into private residential facilities, the high utilization rates at these establishments, and the rigid criteria and lengthy acceptance process all serve to create a dearth of facilities, especially for those children who are hardest to serve. Hence, the increase -- both in numbers and percent -- of committed delinquents going to Long Lane, as shown on Table IV-36. However, because program review did not have the resources to fully explore what the actual residential placement needs are, or where they should be located, the committee made no recommendation as to increasing the number or type of facilities.

The committee, however, believes that if DCYS implements the policy currently being explored of reviewing private placements after three or six months, the situation will likely worsen. Instead, the department ought to be examining where the geographic and treatment placement needs are greatest.

Thus, while the program review committee certainly believes that DCYS should monitor the treatment and care of children under its commitment, the department should take great care that any automatic review policy it implements does not further constrict an already limited service area.

APPENDICES



APPENDIX A

Glossary

Adjudication - legal process in which a judge decides whether a child is delinquent or not. The decision is based upon evidence presented in court.

Commitment - when an adjudicated delinquent or FWSN child is placed into the custody of the Department of Children and Youth Services by a court order.

Court Advocate - the attorney who presents the state's case in juvenile delinquency matters. Equivalent to the prosecutor on the adult side.

Delinquent - a child who is found to have violated any federal or state law, municipal ordinance (other than one that regulates the behavior of a FWSN child), or order of the juvenile court.

Department of Children and Youth Services - the state agency responsible for the care and custody of children and youth who are: mentally ill; dependent, uncared for, or neglected; from a family with service needs; or delinquent.

Detention - state-operated facilities located in Bridgeport, Hartford, and New Haven that provide for the temporary care of children who are alleged to be delinquent, awaiting judicial disposition of a case, or awaiting placement following a dispositional order.

Family with Service Needs (FWSN) - a family which includes a child who: runs away without just cause; is beyond the control of his/her parent(s) or guardian; has engaged in indecent or immoral conduct; is habitually truant or continuously defiant of school rules and regulations; or is adjudicated to be from a FWSN resulting from a decision of the juvenile court.

Judicial Disposition - the disposition of a case by a judge. The juveniles in these cases either do not admit responsibility for the offense or because of the seriousness of, the alleged offense, or number of previous offenses, the state files a petition with the court for a formal court hearing.

Juvenile - a child who has not yet reached his/her 16th birthday.

Juvenile Court - the court designated to hear all proceedings concerning uncared for, neglected, dependent children and youth, and delinquent children within the state. Juvenile court is a division of Superior Court.

Juvenile Review Board - local entity made up of community representatives serving to divert juveniles from juvenile court. The board recommends to the police how a case should be disposed of.

Long Lane School - the state's public juvenile correction facility, which is operated by the Department of Children and Youth Services. It is located in Middletown, and has capacity for 146 juveniles.

Non-Judicial Disposition - certain offenses handled in an informal manner by a probation officer resulting in no formal judicial action; cases in which no petition is filed with the court.

Nolle - an acknowledgment by the Court Advocate that a pending case may not be prosecuted. A nolle case may be reopened within 13 months; if it is not reopened by that date it is automatically dismissed.

Petition - legal document specifying a complaint(s) against a juvenile and/or his family; it includes general information as well as statutory grounds and factual allegations upon which the request for court intervention is based.

Probation - sanction used by the juvenile court placing an adjudicated delinquent under the supervision of a state probation officer and the rules set forth by the court.

Probation Investigation - inquiry into social, educational, physical, emotional, and work history of a child adjudicated delinquent prior to a probation officer's report to the court. This report may include any relevant information about a juvenile and his/her parents' habits, surroundings, and character.

Probation Officer - state employee responsible for making investigations and reports required by the court, providing supervision to persons placed on probation by the court, executing orders of the court, and overall case management.

Public Defender - court-appointed attorney if a juvenile's family cannot afford counsel.

Residential Shelter - form of diversion or dispositional alternative in which a juvenile resides at a shelter (usually short-term) and receives counseling, recreational, and other services. May be public or private.

Serious Juvenile Offense (SJO) - several specific grievous criminal offenses designated by statute--including murder, manslaughter, rape, kidnapping, arson, armed robbery, first and second degree assault, among other offenses that are committed by a juvenile.

Supervision - non-judicial disposition similar to probation, but not as serious or formal in nature, in which a juvenile is placed under the supervision of a probation officer.

Transfer Hearing - juvenile court hearing to determine whether a child, 14 years or older, charged with a serious offense should have his/her case transferred to criminal court and tried as an adult.

Youth Service Bureau - established by one or more municipalities or youth organizations, youth service bureaus are designed to evaluate, plan, coordinate, and implement services for troubled pre-delinquent and delinquent children. Referral sources include schools, police, juvenile court, local youth services, parents or guardians, or the individual child.

APPENDIX B

LOCAL LAW ENFORCEMENT SURVEY

N= 69

1. How many officers does your department employ?

_____ Total number of officers

2. Does your department have a Juvenile Division or youth officers designated to handle juvenile cases?

27 Yes, a Juvenile Division

29 Yes, youth officers

13 No, we have neither

IF NO, SKIP TO QUESTION 4

3a. If yes to question 2, how many officers are assigned to the Juvenile Division, or are designated as youth officers?

3b. Are these officers assigned to each shift?

1 Yes 68 No

3c. If no, please specify what shifts are covered?

48 day

18 evening

1 midnight

18 other (please specify) _____

4. Does your department have established policies and/or guidelines for the processing/referral of juvenile cases?

53 Yes

12 No

4 Developing written procedures

IF NO, SKIP TO QUESTION 6

5. How are those policies and procedures kept?

33 Written policy (please provide a copy)

23 Unwritten guidelines
(please summarize briefly your unwritten
guidelines)

6. Does your department have established guidelines/policies about for determining which arrested juveniles are brought to a detention center?

43 Yes, each officer is to follow established guidelines

24 No, each officer is to use his/her discretion

2 Developing procedures

IF NO, SKIP TO QUESTION 8

7. How are those established policies and procedures kept?

24 Written policy (If not included in written
policy above, please provide a copy)

17 Unwritten guidelines
(Please summarize briefly your unwritten
guidelines)

1 Both

1 Missing

8. Does the town have an established juvenile review board?

19 Yes 50 No

9. Are there any other diversion programs used by your town?

31 Yes 38 No

If yes, what programs are in place?

10. If yes to question 8 or 9, on a scale of 1= Always to 4= Never, please check how often you use the diversion programs?

Always			Never						
<u>6</u>	1	<u>26</u>	2	<u>13</u>	3	<u>0</u>	4	<u>3</u>	Missing

11. If yes to question 8 or 9, on a scale of 1= Very satisfied to 4= Very dissatisfied, please check how satisfied you are with any diversion programs this town has in place?

very satisfied			very dissatisfied						
<u>20</u>	1	<u>18</u>	2	<u>9</u>	3	<u>0</u>	4	<u>1</u>	Missing

12. Please briefly state why you are satisfied or dissatisfied.

13. For the past year, of the offenses committed by juveniles that were observed/investigated by your officers, could you estimate the percentage that resulted in arrests?

<u>10</u>	less than 10%
<u>17</u>	between 10% and 25%
<u>16</u>	between 26% and 50%
<u>15</u>	between 51% and 75%
<u>8</u>	between 76% and 90%
<u>2</u>	over 90%
<u>1</u>	missing

14. Do you think the percentage that you indicated in question 13 has been increasing or decreasing over the past few years?

<u>23</u>	Increasing percentage of arrests
<u>8</u>	Decreasing percentage of arrests
<u>37</u>	Remained about the same
<u>1</u>	Missing

15. On a scale of 1= Very satisfied to 4= Very dissatisfied please check how satisfied you are with the way juvenile court handles cases referred to it?

very satisfied

very dissatisfied

14 1

28 2

17 3

4 4

6 Missing

16. Please briefly state why you are satisfied or dissatisfied.

5. Does the above town have established guidelines/policies to determine which arrested juveniles are brought to a detention center?

23 Yes 37 No 1 Missing

IF NO, SKIP TO QUESTION 8

6. Are those guidelines/policies established by the state police or by the town you serve?

23 State Police

0 Town

1 Missing

7. How are those policies and procedures kept?

21 Written policy (If not included in written policy above, please provide a copy)

0 Unwritten guidelines
(Please summarize briefly your unwritten guidelines)

3 Missing

8. Does this town have an established juvenile review board?

3 Yes 58 No

9. Are there any other diversion programs that are used by the town?

5 Yes 56 No

If yes, what programs are in place?

10. If yes to question 8 or 9, on a scale of 1= Always to 4= Never, please check how often you use the diversion programs?

Always				Never
<u> 0 </u> 1	<u> 5 </u> 2	<u> 2 </u> 3		<u> 1 </u> 4

11. If yes to question 8 or 9, on a scale of 1= Very satisfied to 4= Very dissatisfied, please check how satisfied you are with any diversion programs this town has in place?

Very satisfied				Very dissatisfied
<u> 1 </u> 1	<u> 4 </u> 2	<u> 1 </u> 3		<u> 2 </u> 4

12. Please briefly state why you are satisfied or dissatisfied.

13. For the past year, of the offenses committed by juveniles that were observed/investigated by you (or barracks officers), could you estimate the percentage that resulted in arrests?

<u> 6 </u>	less than 10%
<u> 13 </u>	between 10% and 25%
<u> 12 </u>	between 26% and 50%
<u> 9 </u>	between 51% and 75%
<u> 14 </u>	between 76% and 90%
<u> 2 </u>	over 90%
<u> 5 </u>	missing

14. Do you think the percentage that you indicated in question 12 has been increasing or decreasing over the past few years?

<u> 21 </u>	Increasing percentage of arrests
<u> 0 </u>	Decreasing percentage of arrests
<u> 31 </u>	Remained about the same
<u> 9 </u>	Missing

15. On a scale of 1= Very satisfied to 4= Very dissatisfied, please check how satisfied you are with the way juvenile court handles cases referred to it?

Very satisfied

Very dissatisfied

12 1

14 2 7 3

7 4

21 missing

16. Please briefly state why you are satisfied or dissatisfied.

APPENDIX D

PROBATION CASE FILES
DATA SHEET

N= 208

1. Status of Juvenile

<u>4</u>	FWSN	<u>13</u>	Both FWSN/Delinquent
<u>182</u>	Delinquency	<u>2</u>	Missing
<u>7</u>	Serious Juvenile Offender		

2. Is there any record of diversion from the Juvenile Court?

27 Yes 180 No 1 Missing

3. Indicate whether the juvenile has been on probation before.

71 Yes 130 No 7 Unable To Determine/Missing

4. If yes, how many times? _____

5. What is the length of current or most recent probation?
6 Months (Average)

6. What type of probation? _____

7. Were there any extensions to the current probation?

11 Yes 177 No

20 Unable to Determine/
Missing

An early termination?

6 Yes 3 No

199 Unable to Determine/
Missing

If yes, number of months _____

If yes, number of months _____

8. If an extention or early termination were given, give reason.

9. Is probation the preferred treatment or is probation indicated because of a lack of placements?

<u>170</u>	Preferred treatment	<u>7</u>	Lack of placements
<u>24</u>	Other (Please specify)	<u>7</u>	missing

10. What are the terms of probation? _____

11. Indicate the number of attempted contacts the probation officer had with the probationer?

 personal contacts phone contacts
 unspecified contacts no record

12. Indicate the number of "no shows." See analysis on page 74-75

13. Indicate the number of contacts a probation officer had with persons other than the probationer?

 personal contacts phone contacts
 unspecified contacts no record

14. Was there an official referral for violation of probation?

 42 Yes 163 No 3 Missing

15. Is there another offense committed before the probation period ends?

 55 Yes 130 No 22 Unable to Determine 1 Missing

16. What is the status of the juvenile currently?

<u> 104 </u>	Successfully completed probation
<u> 12 </u>	Currently remains on probation
<u> 8 </u>	Awaiting disposition of new charges
<u> 19 </u>	Long Lane School
<u> 9 </u>	Residential Placement
<u> 1 </u>	Psychiatric Hospital
<u> 14 </u>	Discharged due to age
<u> 41 </u>	Unable to determine/other

17. Is the court summary record in the file?

 85 Yes 22 No 1 Missing

18. Is there a social history? 185 Yes 22 No 1 Missing

19. Was the case transferred? 11 Yes 195 No 2 Missing

APPENDIX E

LONG LANE
TREATMENT AND AFTERCARE FILES
DATA SHEET

1. Type of Placement

<u>24</u>	Long Lane School
<u>80</u>	Direct Placement
<u>1</u>	Other/Missing

2. Status

<u>0</u>	FWSN
<u>89</u>	Delinquency
<u>6</u>	SJO
<u>2</u>	Dual Commitment
<u>7</u>	FWSN/Delinquent
<u>1</u>	Missing

3. Date of Commitment _____

4. How Many Treatment plans are in File for Most Recent Commitment? # 5 (Average)

5. Date of Treatment Plan(s) Respectively

1) _____ 3) _____ 5) _____

2) _____ 4) _____ 6) _____

Other _____

6. Length of Stay Indicated _____ Months

7. Actual Length of Stay 7 Months in Placement(s) (Average)

8. Number of Incident Reports in File 12 (Average)

9. Number of Runs Indicated 2 (Average)

12. Indicate where the juvenile was going after leaving current placement.

6 A residential placement
0 A psychiatric inpatient facility
74 Home
1 Foster Care
7 Relative
2 Cheshire Correctional Facility
1 Other
14 Missing

13. Is juvenile initially placed in direct placement and then LLS? YES 32 NO 69 4 Missing

14. Does file show if child is diagnosed as special ed. or learning disabled? 52 Spec. Ed; 2 Learn. Dis.; 43 No; 3 Both; 5 Missing

15. Does file show if child has used alcohol or drugs?

47 Yes 38 No 20 Missing

APPENDIX F

List of Private Residential Facilities From Which
Legislative Program Review and Investigations Committee
Requested Utilization Information

Capitol Region Education Council - East Hartford

- Achievement House
- Commencement House
- Lincoln House
- Merrit House
- Progress House
- Somers House

APT Foundation - Newtown, CT

Boys' Village - Milford, CT

Children's Center - Hamden, CT

*Children's Home of Cromwell - Cromwell, CT

Connecticut Junior Republic - Litchfield, CT

Curtis Home - Meriden, CT

Founders' School - East Haddam, CT

Glenholme (Devereaux Washington School) - Washington, CT

Gray Lodge - Hartford, CT

Highland Heights - New Haven, CT

Klingberg Center - New Britain, CT

*Lake Grove - Durham, CT

Mount St. John - Deep River, CT

New Hope Manor - Manchester, CT

Quaezar - Bridgeport, CT

- Laurel Avenue Quaezar
- Noble Avenue Quaezar
- North Avenue Quaezar
- Washington Avenue Quaezar

Vitam - Norwalk, CT

Waterford Country School - Waterford, CT

Wellspring, Inc. - Bethlehem, CT

Wheeler Clinic - Plainville, CT

* Indicates those that did not respond to the committee's requests
for information.