
CITIZENS FOR JUVENILE JUSTICE

A FACT BOOK:

**TRENDS AND ISSUES IN
JUVENILE DELINQUENCY**

CITIZENS FOR JUVENILE JUSTICE

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Citizens for Juvenile Justice is a statewide membership organization of juvenile justice professionals and organizations. Our mission is to strengthen the juvenile justice system by convening diverse groups and individuals to educate the public about juvenile justice. We advocate for policies that ensure the public safety by supporting families and communities through the rehabilitation of youth.

The work of Citizens for Juvenile Justice, including the publication of the Fact Book, is supported through grants, membership dues and generous donations from people like you.

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The work of Citizens for Juvenile Justice, including *A Fact Book: Trends and Issues in Juvenile Delinquency*, is supported by the Gardiner Howland Shaw Foundation.

Citizens for Juvenile Justice gratefully acknowledges the assistance and cooperation of the local, state and federal agencies that made the Fact Book possible.

We also extend our thanks and appreciation to the members of the Fact Book Review Panel for their volunteer work on behalf of this publication. Affiliations are listed for identification purposes only.

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A FACT BOOK:
TRENDS AND ISSUES IN JUVENILE DELINQUENCY

Key Facts in Massachusetts Juvenile Justice

The best overall measure of juvenile delinquency, arraignments in juvenile court, declined in 1998 to 20,448 total arraignments. The 7.9% decline from 1997 returned arraignments to 1993 levels. Page 6.

Assault is the most prevalent juvenile delinquency offense, representing nearly one-fifth of all offenses. Larceny and fraud are second, representing 14.73% of all offenses. Page 8.

“Youthful Offender” indictments for serious juvenile crimes under the 1996 Juvenile Justice Reform Act have declined since October 1996. Of the 372 indictments between October 1996 and September 1998, 33.9% resulted in commitment to the Department of Youth Services until age 21. Page 11.

54% of the DYS committed population are simultaneously clients of the Department of Social Services. Page 5.

Over half of CHINS cases (truant, runaway, stubborn and school behavior) are likely to be arraigned for a delinquency or an adult offense within three years of first appearing in court for a CHINS petition. Page 15.

Care and Protection Petitions, which focus on a parent’s ability to provide basic levels of support required for the raising of a child, grew 49.2% from 1987 to 1998. Page 18.

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WHAT IS THE MASSACHUSETTS JUVENILE JUSTICE SYSTEM?

The Commonwealth's juvenile justice system consists of a wide array of state, municipal and private agencies, including the Department of Youth Services (DYS), the Commissioner of Probation, the Juvenile Court, the Department of Social Services, faith-based and neighborhood organizations, the District Attorneys, the juvenile defense bar, police departments, children, parents and families, schools, the legislature and child welfare agencies.

While the Juvenile Court, Probation and DYS play key roles and account for a significant allocation of financial resources, an observer should not discount the wide-ranging activities performed by all parties.

The intricate relations between these groups and individuals originated in Chicago, Illinois in 1899 with the establishment of the first juvenile court in the nation. The essential intent of the original juvenile court was to balance the society's interest in public safety with the best interests of the child, who was not considered *criminally* liable and whose record was not subject to public inspection. Almost every contemporary debate on the course of juvenile justice policy can be traced to that difficult balance.

In fact, the very definition of "youth" is a common battle ground and varies across the nation, making state and national comparisons of youth delinquency trends difficult, if not impossible. For the purposes of delinquency, a Massachusetts "juvenile" or "youth" is defined as a child under 17 but over 7 years of age, except for certain youth charged as adults under the Juvenile Justice Reform Act of 1996.

The expanding 32 justice, Massachusetts juvenile court (\$27.3 million budget in FY99) continues the mission of the first Illinois court with jurisdiction over delinquency, child-in-need-of-services (CHINS) cases, care and protection petitions and adult-contributing-to-the-delinquency-of-a-minor cases. The Probation Commissioner oversees court-ordered supervision of juveniles and carries a larger caseload of delinquent

youth than DYS. Probation officers supervised, investigated and monitored 4,778 delinquents in the community in 1998, up from 4,672 in 1997 and 4,249 in 1996. A successful supervision plan enables the officer to determine the juvenile's public safety risk and direct the appropriate services intended to mitigate re-offense.

Upon adjudication for delinquency a youth may be sentenced to Probation or committed to the secure custody of the Department of Youth Services (\$105.4 million budget in FY99) for the purpose of rehabilitation until age 18, or for some youth under the Massachusetts Juvenile Justice Reform Act of 1996 until age 21. A youth may also be released from the secure custody of DYS and be subject to Probation. In every instance, the system must balance public safety and the rehabilitative potential of the youth.

However, before a youth is found delinquent, it is increasingly likely that he or she has been the focus of significant community-based prevention and diversion efforts. The efforts take many forms, but are best demonstrated by the examples of the District Attorneys (DAs) and the Boston Police Department.

District Attorneys are increasingly important players in the juvenile justice system. Aside from representing the Commonwealth when charging a youth with a delinquent act, DAs have instituted Juvenile Justice Roundtables, which include schools, police and key state agencies. The intent of the Roundtables is to facilitate discussion relative to troubled youth and direct resources for diversion and prevention.

The Boston Police Department is considered a national leader in developing a community-based approach to delinquency prevention. The Department's continuum approach is best characterized by the phrase, "Prevention, Intervention and Enforcement." Building ties with Probation, schools, DYS, the juvenile court, parents, mental health professionals and others, Boston Police have made significant progress toward reducing juvenile delinquency and violence in the City of Boston. An example of the Department's innovative approach

has been the creation of the Youth Service Providers Network, which consists of social workers located directly in police stations to identify the underlying causes of a youth's at-risk behavior.

While the community-based prevention efforts of District Attorneys and police have been effective, and juvenile arraignments have declined to 1993 levels, the total DYS committed population has grown by 97.4% since January 1992, from 1,579 to 3,117 as of August of 1999. Nearly half of the population has been committed due to a violent offense against another person.

Meanwhile, the DYS population shifted from a mostly white population (53%) in the late 1980s to a current population of 44% white, 23% African American, 25% Hispanic, 3% Asian and 5% other. The average age of initial commitment to DYS is 15 years and 3 months, and the total average age is 16 years and 2 months. Eighty-six percent of the DYS population is male.

In the Fall of 1998, the Department of Youth Services released a five-year strategic plan. Key goals of the plan include locating DYS services in the neighborhoods of youth served by the Department, developing a comprehensive education, job training and an employment program for youth in DYS custody and improved community connections and interagency collaborations.

DYS recently implemented a Community Supervision Network consisting of Day Reporting Centers (14), Community Centers (9) and DYS Satellite Offices (10) across the Commonwealth. The bulk of the Supervision Network resources are dedicated to the intensive supervision and services provided by Day Reporting Centers located in communities with the largest populations of youth committed to DYS.

The need for interagency collaboration, especially within the Executive Office of Health and Human Services, is demonstrated by the DYS case overlap with other state and private agencies. Fifty-four percent

(54%) of the DYS committed population are simultaneously served by the Department of Social Services and 11.2% of the DYS committed population are clients of the Department of Education, suggesting a link between special education and delinquency. Predictably, 74.2% of the DYS caseload is concurrently served by the

% of DYS Population Involved with other State and Private Human Service Agencies

more than 100%, some juveniles involved with more than one agency

Department of Mental Health	0.5
Department of Corrections	0.5
Department of Education	11.2
Department of Public Health	5.2
Department of Transitional Assistance	0.5
Department of Social Services	54.3
Massachusetts Rehabilitation Commission	0.2
Office of Childcare Services	0.1
Parole	0.1
Commissioner of Probation	74.2
Private Service Agency	34.2
Other	18.7

Source: Department of Youth Services.

Office of the Commissioner of Probation.

Risk indicators, such as DSS involvement, educational attainment and family systems, are addressed in Part II of the Fact Book. The Introduction provides an overview of delinquency trends and special issues in the development of the Fact Book, while Part I details current trends in juvenile delinquency.

A *Fact Book: Trends and Issues in Juvenile Delinquency* is designed to provide the general public, the media, professionals and government officials with an easy-to-use reference tool when contemplating policy development, media coverage, legislative action or general research in the field of Massachusetts juvenile justice. The Fact Book was conceived in response to hundreds of requests Citizens for Juvenile Justice has received for relevant and reliable data on juvenile delinquency and delinquency risk factors. As a result, the Fact Book attempts to answer some of the questions raised when discussing juvenile justice

Juvenile Arraignments in MA, 16 years or younger

Year	# of Arraignments
1987	15,756
1988	15,028
1989	16,265
1990	17,359
1991	18,632
1992	19,078
1993	20,254
1994	21,406
1995	22,133
1996	22,507
1997	22,207
1998	20,448

Source: Commissioner of Probation.

policy and presents published data not otherwise available in a convenient single reference.

The Fact Book does not analyze or draw conclusions from the data generously provided from state and federal sources. However, during the data collection phase of this project, Citizens for Juvenile Justice concluded that the Commonwealth lacks the necessary *resources* to track, count and predict rates of juvenile crime, especially by the type of offense. Limited funding for juvenile justice data collection at the municipal and state levels is exacerbated by conflicting definitions of “juvenile” or “youth”. For the purposes of delinquency, a Massachusetts juvenile is a child

under 17 but over 7 years of age, while the federal government defines juvenile as age 18 and under. Even separate agencies and jurisdictions within the Commonwealth employ varying definitions, making data collection and comparisons difficult and in many cases impossible.

Although tracking juvenile crime by offense is difficult, the Commissioner of Probation provides the most accurate and widely recognized general measure of juvenile crime, displayed as arraignments for juveniles 16 years of age and younger. Total juvenile arraignments declined in 1997 and 1998 and now rest at the 1993 level, reflecting a national dip in overall juvenile crime.

The Fact Book consists of four parts. Equal weight is given to both trends in delinquency and risk factors, while additional supporting data is available in the appendices. In the interest of form we have not provided footnotes sourcing each data presented, but rather followed in the path of other similar publications offering a complete Sources appendix. Highlights include:

Part I: Delinquent Behavior by Juveniles: Covers violent crime, youthful offenders, school crime and sex offenders. As arraignments have fallen, so have Youthful Offender Indictments under the Juvenile Justice Reform Act of 1996, especially in the last several months for which data are available.

Part II: Risk Factors to Juvenile Delinquency: Includes CHINS, alcohol and substance abuse, family systems and victimizations. Research from the Office of the Commissioner of Probation suggests that truancy is a significant gateway to juvenile and adult crime. Forty-seven percent (47%) of chronically truant children are subsequently arraigned in the adult or juvenile courts.

Part III: Looking Ahead: Summarizes three items for further research and action.

Part IV: Appendices are provided to assist the reader who seeks additional information. The tables, charts and sources included are only a first step toward an in-depth review of a particular issue in the Massachusetts juvenile justice system.

PART I: DELINQUENT BEHAVIOR BY JUVENILES

1997 MA Juvenile Offenses

Arraignments of juveniles, not including youthful offenders

Offense	Number	% of total
OFFENSES AGAINST PERSONS		
Murder/Manslaughter/Attempt	53	0.13%
Assault	8159	19.82%
Rape/Sexual Assault	604	1.47%
Robbery	741	1.80%
Threat/Intimidation	977	2.37%
Abuse Prevention/209A	91	0.22%
Other	120	0.29%
<i>Total Offenses Against Persons</i>	<i>10745</i>	<i>26.10%</i>
PROPERTY OFFENSES		
Larceny/Fraud	6064	14.73%
Burglary/B&E	3344	8.12%
Destruction of Property	4342	10.55%
Possession of Stolen Property	1708	4.15%
Forgery	155	0.38%
Arson/burning	280	0.68%
Trespassing	1531	3.72%
Other	191	0.46%
<i>Total Property Offenses</i>	<i>17615</i>	<i>42.80%</i>
CONTROLLED SUBSTANCES OFFENSES		
Class A	160	0.39%
Class B	472	1.15%
Class C	32	0.08%
Class D	2133	5.18%
Class E	74	0.18%
Conspiracy to Violate the CS Law	232	0.56%
Hypodermic Needle Possession	14	0.03%
School Property	323	0.78%
Other	219	0.53%
<i>Total Controlled Substance Offenses</i>	<i>3659</i>	<i>8.89%</i>
MOTOR VEHICLE OFFENSES		
MV Homicide	10	0.02%
Driving Under the Influence	70	0.17%
Other	1619	3.93%
<i>Total Motor Vehicle Offenses</i>	<i>1699</i>	<i>4.13%</i>
Public Order Offenses		
Disturbing/Disorderly	2790	6.78%
Firearms	527	1.28%
Prostitution	14	0.03%
Liquor Law Violation	1464	3.56%
Other	2648	6.43%
<i>Total Public Order Offenses</i>	<i>7443</i>	<i>18.08%</i>
TOTAL OFFENSES	41161	

Source: Office of the Commissioner of Probation.

Specific data tracking juvenile arrest trends by offense are not easily obtainable in the Commonwealth. The lack of arrest trend data is attributable to the fact that police departments are not required to report crime data under the FBI's Uniform Crime Reporting system and the general minimal investment in data collection and research functions at the state and municipal level. Consequently, predicting and tracking juvenile delinquency trends is difficult, if not impossible, especially by offense.

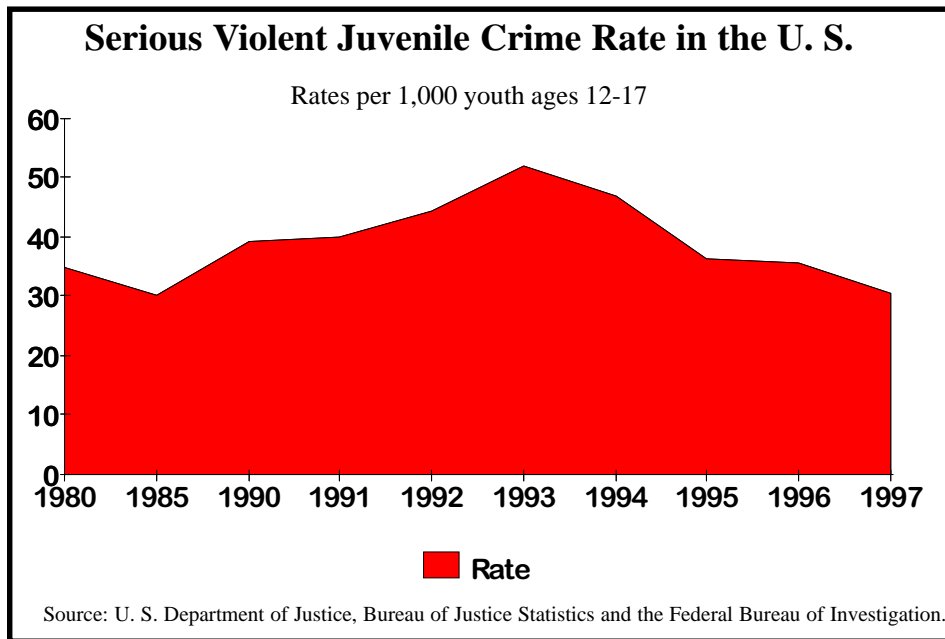
The Office of the Commissioner of Probation does, however, provide insight as to the nature of juvenile delinquency based upon offenses arraigned in the juvenile courts. Offense data is a more accurate reflection of juvenile delinquency than DYS population data by offense, as not all offenders are committed to DYS. Each arraignment may include one or more offenses. A review of the type of offenses offers a glimpse into the nature of juvenile delinquency.

In 1997, the most recent year available, property

offenses accounted for 42.80% of all offenses, while offenses against a person accounted for 26.1% of all offenses. Offenses against the public order were 18.08% of the total 41,161 offenses. According to the Commissioner of Probation, offenses have held relatively stable between 40,000 and 41,000 in 1995, 1996 and 1997. In the absence of reliable juvenile delinquency trend data in Massachusetts, the Violent Crime section below relies heavily upon nationally compiled trend figures. Again, the reader is cautioned against drawing comparisons not otherwise made explicit due to the varying definitions for “youth” and “juvenile”.

VIOLENT CRIME

Nationally, the violent juvenile crime rate for youth ages 12-17 was 30.7 per 1,000 youth in 1997, the lowest recorded in this decade, after a peak of 51.9 per 1,000 youth in 1993 (Table A, Page 25). In 1997, juveniles were involved in 86,462 violent crime arrests in the United States, while in the state of



Massachusetts, 2,818 juveniles were arrested for violent crimes.

Homicide

In 1997, 46 Massachusetts juveniles were arrested for 53 incidents of homicide, manslaughter and attempted homicide according

to the Commissioner of Probation. Nationally, the rate of juvenile homicide went from 5.7 per 100,000 juveniles in 1985 to 8.2 per 100,000 in 1997, after a peak of 14.5 per 100,000 juveniles in 1993 (Table B, Page 26).

Sexual Assault

In 1997, 604 sexual assaults were committed by juveniles in Massachusetts, 1.47% of all offenses that year, according to the Commissioner of Probation. In 1997, juveniles were involved in 3,792 forcible rape arrests in the United States, accounting for 11% of all forcible rape arrests. Note, the federal definition of forcible rape varies with the Commonwealth's definition of sexual assault.

Robbery

In 1997, 589 Massachusetts juveniles were arrested for 741 robberies, according to the Commissioner of Probation. Nationally, the juvenile robbery rate decreased from 161.4 per 100,000 in 1981 to 132.9 per 100,000 in 1997 after reaching a peak of 199.8 per 100,000 in 1994.

Arson

According to the National Fire Protection Association, as of 1998, 53% of arsons were set by juveniles under the age of 18. In 1988, juveniles were responsible for 40% of all arson cases in the nation. This increase suggests arson is a dangerous trend in juvenile delinquency.

In the state of Massachusetts 14 juveniles per 100,000 were arrested on arson charges in 1997, compared to 29 per 100,000 in the United States, according to the Federal Bureau of Investigation. The number of arsons committed by juveniles in 1997 in the state of Massachusetts was 71 and 4601 in the United States.

YOUTHFUL OFFENDERS

The Massachusetts Juvenile Justice Reform Act of 1996 changed the manner in which certain juveniles were legally held responsible for their actions. Prior to the Act, juveniles participated in a two-part judicial transfer hearing before being prosecuted as an adult for certain crimes. The Reform Act eliminated the judicial hearing process and placed in the hands of the district attorney the decision to prosecute as a juvenile or as a “youthful offender” if they met certain eligibility criteria.

Eligibility as a Youthful Offender

A juvenile may be prosecuted as a youthful offender and be subject to an adult sentence if the offender is between the ages of 14 and 17, committed a felony and either:

- A. had been previously committed to DYS
- B. been charged with a felony that involved bodily harm or the threat of bodily harm or
- C. had carried a firearm in the conduct of the crime.

Youthful Offender Sentences

Upon the finding of guilt, the court has the option of choosing one of three sentences:

of Youth Indicted as Youthful Offenders

October 1996 - September 1998
under Juvenile Justice Reform Act of 1996

1996

October	16
November	17
December	16

1997

January	24
February	25
March	25
April	19
May	19
June	18
July	27
August	17
September	22
October	15
November	5
December	18

1998

January	25
February	13
March	14
April	10
May	6
June	4
July	10
August	4
September	3
TOTAL	372

Source: Department of Youth Services.
Editor's Note: The Department's count includes only those indictees placed in the custody of DYS.

A. commitment to DYS until the age of 21

B. commitment to DYS until the age of 21 with an adult suspended sentence and probation or

C. any adult sentence prescribed by law.

Provisions of the Juvenile Justice Reform Law

Juvenile court proceedings and juvenile court records are open to the public in youthful offender

cases. All 14, 15, and 16 year-olds charged with

murder are automatically tried in adult court and

receive an adult sentence if convicted (first degree

murder: life without parole; second degree murder:

life with parole eligibility after 15 years). Sentences

are to be served in adult facilities, not in DYS.

Juveniles convicted of murder are not held with

adults, but in “youthful offender units” separated from

the sight and sound of the general prison population

until the age of 17.

Disposition

Of the 372 juveniles indicted as youthful

offenders from October 1996 to September 1998,

Disposition	Number	Percent
YO: Adult Sentence	41	11.0%
YO: DYS to 21	126	33.9%
YO: DYS and Probation	19	5.1%
DYS to 18	19	5.1%
Probation	27	7.3%
Fined/Restitution	1	0.3%
Not Guilty	12	3.2%
Dismissed	43	11.6%
Indicted/Pending	42	11.3%
Continued w/o finding	1	0.3%
Continued	2	0.5%
Filed	8	2.2%
Bailed	13	3.5%
Released/Court	18	4.8%
Total	372	100.0%

Source: Department of Youth Services.
Editor's Note: The Department's count includes only those indictees placed in the custody of DYS.

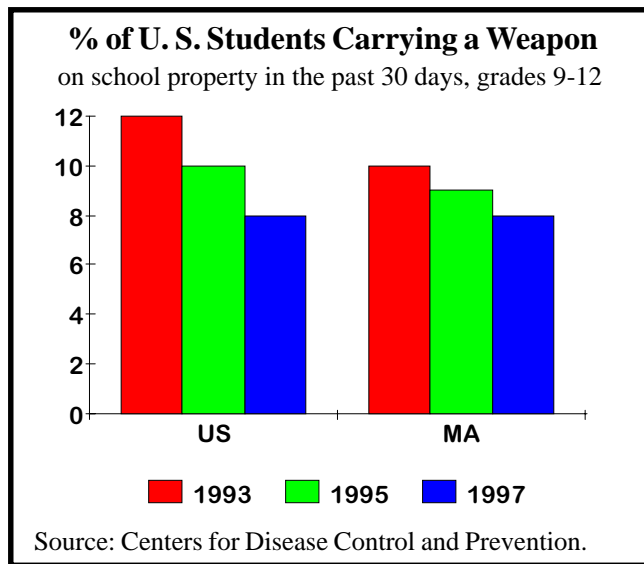
62.4% of their cases concluded with a guilty disposition ranging from a full adult sentence (11%) to a fine or

restitution (.3%). Only 3.2% were found not guilty, 11.3% were still pending before the court as of

September 30, 1998 and 11.6% had been dismissed. Commitment to the Department of Youth Services until the age of 21 was the most likely disposition, accounting for 33.9% of all indictments.

SCHOOL CRIME

On a national level, the overall school crime rate declined from 164 to 128 for every 1,000 students between the years of 1993 and 1996, according to the U. S. Department of Justice. In fact, the U. S. Department of Education found that 43% of schools never reported a crime to the police in the 1996-1997 school year, while 10% reported violent crimes in the 1996-1997 school year.



Carrying a Weapon to School

Both in Massachusetts and the nation, the rate of juveniles carrying weapons to school decreased according to the Centers for Disease Control and Prevention. In Massachusetts, the rate decreased from 10% in 1993 to 8% in 1997, while nationally, the rate fell from 12% to 8% between 1993 and 1997.

Threats and Injuries with Weapons

The rate at which threats and injuries with weapons on school property occurred was higher in the state of Massachusetts than it was across the country. Between 1993 and 1997 the rate of Massachusetts high school students threatened or injured one or more times in the past 12 months rose from 9% to 11%, according to Department of Justice. Nationally, the rate

increased from 4% to 5% over the same time period from 1993 to 1997.

SEX OFFENDERS

The Sex Offender Registry Board was established in August, 1996 in compliance with federal statutes. The law's intent is to inform parents, guardians and law enforcement officials about the presence of known sexual offenders working or living in the proximity of potential victims, especially children. The law mandates three levels of notification depending upon the risk of re-offense. Information about low-risk offenders is held by law enforcement agencies only and not distributed to the public. Moderate-risk offender information is available if requested in person at a police department, and the presence of a high-risk offender is "actively disseminated" in a community.

Forty-five (45) juveniles were subject to the registry on July 1, 1999, and 44 had registered in compliance with the law. Five hundred ninety-three individuals (593), now age 18 plus who offended as juveniles, are subject to the registry, but have had no subsequent offense. A total of 13,000 adults and juveniles are subject to the registry, but only 8,125 are properly registered. The Sex Offender Registry is installing a new offender database that will allow for a more complete analysis of the offender population and may provide some evidence as to the deterrent affect of treatment and the sex offender registry.

Several risk factors contribute to the delinquency of juveniles. Although specific data relative to all factors is not available, a report from the Office of the Commissioner of Probation indicates that the overwhelming majority of juvenile probationers demonstrate key behavioral indicators, such as peer relation difficulty, home and school discipline problems and alcohol/drug abuse. We have focused upon CHINS cases, alcohol and substance abuse, family systems and victimizations in an effort to further investigate the sources of various at-risk behaviors.

CHINS

In the state of Massachusetts, parents, legal guardians, supervisors of school attendance and police may submit a petition to the Juvenile Court for a child-in-need-of-services (CHINS) petition for the following non-delinquency behaviors:

Runaway - a child below the age of 17 who persistently runs away from home.

Stubborn Child - a child below the age of 17 who fails to obey the reasonable commands of his/her parents.

Truant - a child between the ages of 6 and 16 who persistently and willfully fails to attend school.

School Offender - a child between the ages of 6 and 16 who persistently violates the lawful and reasonable regulations of his/her school.

The most common type of CHINS cases are stubborn children, accounting for almost 40% of all cases, then truants at 29%, runaways at 27% and school offenders at 4.8%. Overall, girls account for 49% and boys account for 51% of the total CHINS population. According to the Office of the Commissioner of Probation, almost 24% of all CHINS cases have previous court involvement for delinquency and 54% of all

CHINS cases have a subsequent arraignment for delinquency within three years of the original CHINS.

According to research conducted by the Commissioner of Probation in the Fall of 1998, 47% of juveniles

Number and Type of CHINS in Massachusetts				
% Prior Delinquency and % Subsequent Arraignment				
1994 data, subsequent arraignment data results based on three years of case tracking				
Type of CHINS	Number	Percent	% Prior Delinquency	% Subsequent Arraignment
Runaway	2750	39.7	24.6	53.9
Stubborn	1977	28.5	24.1	58.7
Truant	1870	27	20.5	47.1
School	332	4.8	33.4	72.3
TOTAL	6929	100	23.8	54.3

Source: Office of the Commissioner of Probation

before the juvenile court for truancy offenses were later arraigned in the adult or juvenile courts, yet only 20% had a delinquency arraignment previous to being identified as

chronically absent from school. Consequently, truancy is gaining significant attention as a growing risk factor for juvenile delinquency and adult criminal behavior.

In May 1999, the Supreme Judicial Court (SJC) ruled that the juvenile court does not have the power to issue orders of contempt for the failure to comply with orders of the court in CHINS truancy cases (*Commonwealth v. Florence*). The SJC decision upheld previous case law prohibiting juvenile courts from issuing binding orders in CHINS cases.

ALCOHOL AND SUBSTANCE ABUSE

“A striking consequence of drug use by young people,” according to Dr. Ken Winters, Director of the Center for Adolescent Substance Abuse, “is its association with violence and delinquency. Conduct problems and the related characteristics of the delinquency spectrum have shown a deep, pervasive and

long-standing association with youth drug involvement.” Indeed, 64.7% of new juvenile probationers in 1997 demonstrated a drug or alcohol abuse problem, according to the Commissioner of Probation.

Tobacco

The average age for a juvenile to begin smoking in Massachusetts is 12 years old, according to the Massachusetts Department of Public Health. The majority of those smokers (94%) claimed they got their cigarettes from friends; however, among those students in grades 7-12 who tried to purchase cigarettes, 57% were not asked for proof of age, according to the Department of Public Health. In grades 8, 10, and 12, Massachusetts youth significantly outdistanced the national average for the percent of youth who currently use cigarettes. For instance, 26.5% of Massachusetts 8th graders reported using cigarettes at least once in the 30 days prior to the survey, compared with only 16.7% of 8th graders nationally (Table C, Page 27).

Alcohol

Overall in the state, heavy drinking (five or more drinks in a row) increased among youth in grades 7-12 from 23% in 1993 to 26% in 1996, according to the Department of Public Health. Predictably, the percent of youth reporting heavy drinking in Massachusetts increases by grade level, with 8% of 7th graders reporting heavy drinking and over 40% of 12th graders reporting heavy drinking. However, 53.6% of all 9-12th graders reported some current alcohol usage in 1996 (Table D, Page 28).

Drunk Driving

According to a 1997 Department of Public Health study, drunk driving by high school students held steady in the mid-1990s. The percentage of high school students reporting driving after drinking in Massachusetts in the past month was 26%, the same as in 1993. Eleven percent (11%) had five or more

drinks before driving, also the same as in 1993.

Illicit Drugs

Over one-third (36.8%) of Massachusetts high school students reported current use (at least one use within 30 days prior to survey) of illicit drugs in 1996, the highest rate reported over the past 10 years, according to the Department of Public Health. Almost two-thirds (61.6%) of Massachusetts high school students reported using illicit drugs once in their lifetime, also the highest rate reported over the past 10 years, according to the Department of Public Health. Marijuana accounted for a significant portion of the overall jump in illicit drug use, 33.4% of high school students reported current marijuana use in 1996, up from 23.1% in 1993 and 16% in 1990. The Public Health Department also found statistically significant increases in the current and lifetime uses of psychedelics and narcotics (Table D, Page 28).

FAMILY SYSTEMS

Family atmospheres influence the physical and emotional behaviors exhibited by juveniles. The ability or willingness of parents to provide necessary levels of economic and social support within a violence-free household directly impact a juvenile's delinquency risk.

Care and Protection Petitions

Care and Protection petitions, which focus upon the ability and willingness of a parent or guardian to provide basic levels of support expected by society for the raising of a child, have grown by 49.2% since 1987. Any person may petition the juvenile court on behalf of a child under age 18 if the child is:

A. is found without the necessary physical or educational care or discipline

B. is growing up under conditions damaging to the child's sound character development

C. lacks the proper attention of parent or guardian or

D. has a parent or guardian who is unwilling, incompetent or unavailable to provide care, discipline or attention.

**Total Care and
Protection Petitions**

1987-1998

Year	Petitions
1987	1570
1988	1788
1989	2373
1990	2709
1991	2817
1992	2325
1993	2432
1994	2584
1995	2454
1996	2556
1997	2494
1998	2343

Source: Office of the
Commissioner of Probation.

Upon such finding, the court may compel the parents to provide evidence to show cause as to why the child should not be committed to the Department of Social Services. As noted earlier, 54% of the youth committed to DYS are simultaneously clients of the Department of Social Services.

Child Abuse and Juvenile Delinquency

According to the HRI Trauma Center/Boston University School of Medicine, children that are abused or neglected are 1.8 times more likely to be arrested as juveniles and 1.5 times more likely to be arrested as an adult than children that are not abused or neglected.

In 1997, the Department of Social Services received 62,631 complaints of child abuse and neglect relating to 103,533 children. Almost one-third of those cases (28.8%, 29,815 children) were found to have been neglected, physically abused, sexually abused or emotionally maltreated. While determining an absolute number of abused and neglected children in the Commonwealth is difficult, the consequences for delinquency and adult crime are serious.

Witnessing Domestic Violence

In 1995, the Commissioner of Probation estimated that 43,000 children are exposed to domestic violence in Massachusetts each year. Studies conducted using the Child Behavior Checklist from the University of Vermont, Department of Psychiatry have shown that children who witness domestic violence in their homes are more likely to exhibit more aggressive and antisocial behaviors compared to counterparts who have not witnessed domestic violence. A special 1996 report from the Governor's Commission on Domestic Violence affirms that finding stating that the children of domestic violence are "at great risk" for child abuse, developmental delays, psychological damage and emulating violence in their adult relationships.

Families Headed by a Single Parent

According to the Annie E. Casey Foundation and the HRI Trauma Center/Boston University School of Medicine, children raised in fatherless households are more likely to be abused, neglected or incarcerated later in life. Therefore, living in a single-parent family household becomes a risk factor for delinquency (see Child Abuse and Delinquency, page 19). Nationally, the number of families headed by single parents have increased from 22% in 1987 to 27% in 1996 (Table E, Page 29). In Massachusetts, the percent of single-parent families was 26% in 1996, up from 23% in 1987. The Commonwealth of Massachusetts ranks 20th in the United States, slightly above average, in the percent of households with families headed by a single parent.

Parents with No Full-time, Year-round Employment

Parents with no full-time, year-round employment are more likely to be poor according to the Annie

E. Casey Foundation, causing negative psychological effects. Lack of positive role models and routine household schedules offer limited stability for children who can often be at risk for delinquency.

Nationally, households with parents that had no full-time, year-round employment declined from 31% in 1987 to 30% in 1996 (Table F, Page 30). In the Commonwealth of Massachusetts, the rate of children living with parents with no full-time, year-round employment has held relatively stable from 1985 to 1996 at approximately 29% of all children, according to the Casey Foundation.

VICTIMIZATIONS

Young people who experience, witness or feel the threat of violence are more likely to commit acts of serious violence than young people who do not, according to the Federal Interagency Forum on Child and Family Statistics. The rate of serious juvenile violent crime victimization in the United States declined from 43.2 per 1,000 youth in 1990 to 27.1 per 1,000 youth in 1997 (Table G, Page 31). However, the Office of Juvenile Justice and Delinquency Prevention found that youth ages 12-17 are three times more likely to be victims of violent crimes than adults.

Homicide

Homicide is the second leading



cause of death (behind motor vehicle accidents) in the United States for individuals ages 15-24. Juveniles in the United States account for 35% of all murder victims.

Teen Dating Violence

Between September 1992 and June 1993, 757 civil restraining orders were issued by District and Probate courts against youth between the ages of 11 and 17, according to the Commissioner of Probation. Seventy-seven percent (77%) of the defendants were male, while 23% were female. Eighty-seven percent (87%) of teenage batterers involved in dating violence are 16- and 17-year olds, according to the Office of the Commissioner of Probation. Fifty-four percent (54%) of the defendants had a prior delinquency for a violent offense.

Nationally, in 1997, 37% of boys and 36% of girls reported that they had experienced physical dating violence, according to the National Center for Victims of Crime. According to the Massachusetts Youth Risk Behavior Survey in 1997, 7% of boys and 20% of girls reported being physically or sexually abused on a date in Massachusetts.

Sexual Assault

According to data collected by the Massachusetts Department of Public Health from rape crisis centers, between 1988 and 1997 there were 4,069 sexual assaults against juveniles under the age of 12 and another 8,002 sexual assaults against youth 13-19 years old. Nationally, over 50% of all rapes are of adolescents, according to Jane Doe, Inc.

A Fact Book: Trends and Issues in Juvenile Delinquency was conceived as an attempt to answer requests for reliable juvenile justice data. However, during the course of writing the Fact Book we have raised in our own minds additional questions and issues relative to research priorities, interagency partnerships and legislative initiatives. Specifically, Citizens for Juvenile Justice recommends the following items for further review:

According to the Executive Office of Health and Human Services and Professor James Fox of Northeastern University, the Commonwealth is expecting a 24% increase in the adolescent population from 1995 to 2005. The Commonwealth's reaction to this population jump, which is especially concentrated in census tract zones already the focus of disproportionate delinquency, will be a significant test of whether the most recent decline in juvenile arraignments will continue or reverse.

The 54% case overlap between DYS and the Department of Social Services merits further review and study. Recently, DYS and the Department of Mental Health (case overlap .5%) held a staff summit to review the role of mental health services for the DYS committed population. A similar summit should be conducted under the auspices of the Executive Office of Health and Human Services that would include the Juvenile Court and the Commissioner of Probation.

Linked with that effort should be a thorough effort to analyze the CHINS system and statute. While Citizens for Juvenile Justice does not recommend criminalization of CHINS behaviors, clearly CHINS youth are prime targets for diversion and prevention efforts. The ultimate goal of CHINS and our entire juvenile justice system should be the creation of a safe, positive environment for children, youth and families throughout the Commonwealth.

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Table A**National Serious Violent Juvenile Crime Rate***

Number and Rate of Serious Crimes Involving Youth ages 12-17

	1985	1990	1991	1992	1993	1994	1995	1996	1997
<u>Rates per 1,000 youth ages 12-17</u>									
Total	34.9	30.2	39.1	44.4	51.9	47	36.3	35.5	30.7
<u>Number of serious violent crimes</u>									
Total (in millions)	3.4	3.5	3.7	4	4.2	4.1	3.3	3.3	3
Number involving youth ages 12-17 (in thousands)	652	785	811	925	1108	1031	812	805	706
Percentage involving youth ages 12-17	19.4	22.4	21.8	23.2	26.4	25	24.7	24.7	23.2

* Comparable Massachusetts data unavailable.

Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1980-1997. Federal Bureau of Investigation, Uniform Crime Reports.

Table B

National Juvenile Arrest Rates for Violent Crimes, 1981-1997*

Rates are per 100,000 youth, ages 12-17

<u>Year</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
Homicide	7	6.6	5.4	5.4	5.7	6.4	6.9	8.5	10
Forcible Rape	16	17.1	17.4	19.7	20.4	21.2	20.9	19.4	21.1
Aggravated Assault	138.2	139.7	132.8	140	147.5	160.9	163.9	181.1	210.8
Robbery	161.4	151.1	140.4	132.4	129.4	128.2	118.9	117.5	139.6
Arson	25.1	22	21.3	22.8	23.6	22.8	22	23.9	24.1
<u>Year</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	
Homicide	11.9	13.1	12.5	14.5	13.3	11.2	9.9	8.2	
Forcible Rape	21.8	23	22	22.5	20.3	18.5	18.8	17.7	
Aggravated Assault	239.5	250.1	273.3	283.4	294.7	284.2	257.8	247.7	
Robbery	155.4	175.2	175	185.3	199.8	198.1	178.8	132.9	
Arson	25.6	28.2	29.3	29.6	34.3	30.9	29.4	28.8	

* Comparable Massachusetts data unavailable.

Source: Snyder, Howard. *Juvenile Arrest Rates, 1981-1997*. Adapted from Snyder, H. *Juvenile Arrests 1997* Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 1998. OJJDP Statistical Briefing Book. 1998.

Table C**Lifetime and Current Use of Tobacco**

Massachusetts/National Comparison, 1993-1996, by percent

		Grade 8		Grade 10		Grade 12	
		1993	1996	1993	1996	1993	1996
Lifetime Cigarettes	MA	52.2	49.8	59.5	63.8	69.7	67.9
	USA	45.3	49.6	56.3	61.2	61.9	63.5
	<i>Smokeless</i>						
	MA	19.2	12.8	22.8	20.6	27.3	26
	USA	18.7	20.4	28.1	27.4	31	29.8
Current Cigarettes	MA	26.5	26	28.9	33.6	37.8	40.6
	USA	16.7	21	24.7	30.4	29.9	34
	<i>Smokeless</i>						
	MA	7.2	3.4	9.2	6.3	8.7	6.7
	USA	6.6	7.1	10.4	8.6	10.7	9.8

Note: Lifetime use defined as smoking once in lifetime. Current use defined as at least once in 30 days prior to survey.

Source: *Adolescent Tobacco Use in Massachusetts*. Commonwealth of Massachusetts, Department of Public Health. May, 1997.

Table D**Lifetime and Current Use of Tobacco, Alcohol and Other Drugs**

Massachusetts grades 9-12, by percent

<i>Substance</i>	1984	1987	Lifetime		
			1990	1993	1996
Cigarettes	68.7	66	62.7	63.6	62.4
Smokeless Tobacco	NA	19	19.3	24.6	20.3
Alcohol	89.8	91.1	85.1	85	86
Any Drug	59.7	50.8	47.9	51.4	61.6
Marijuana/Hashish	51.2	42.6	35.4	38.2	51.7
Inhalants	19.1	16.2	16.4	21.9	20.4
Psychedelics	15.5	10.2	9.4	8.4	15.4
Narcotics	11	9.8	9.4	5.5	8.4
Cocaine/Crack	17.4	12.2	7.8	5.4	5.9
Amphetamines	24.1	13.8	6.3	7.3	11.8
Barbiturates	9.2	5.5	2.7	2.9	4.9
Tranquilizers	12.1	9.7	18.5	17	24.1
Steroids	NA	NA	NA	2.1	2.3

<i>Substance</i>	1984	1987	Current		
			1990	1993	1996
Cigarettes	33.6	31.8	29.2	33.6	35.6
Smokeless Tobacco	NA	2.8	6.4	9.3	5.6
Alcohol	58.6	60.5	51.1	49.2	53.6
Any Drug	31.5	24.5	20.4	28.8	36.8
Marijuana/Hashish	27.7	21.1	16	23.1	33.4
Inhalants	3.8	3	4.2	6.2	5.2
Psychedelics	4.8	3.4	3.2	3.3	5.2
Narcotics	2.3	2.4	1.8	1.9	3.1
Cocaine/Crack	7.4	4.7	2	1.8	2.1
Amphetamines	6.3	3.8	1.3	1.8	4.1
Barbiturates	1.8	1.7	0.8	1	1.9
Tranquilizers	2.5	1.5	4.5	5	8.5
Steroids	NA	NA	NA	0.7	0.8

Note: Lifetime use defined as smoking once in lifetime. Current use defined as at least once in 30 days prior to survey. Any Drug does not include alcohol, tobacco, methamphetamine, MDMA and steroids.

Source: *Adolescent Substance Use in Massachusetts*. Commonwealth of Massachusetts, Department of Public Health. May, 1997.

Table E

Percentage of Families Headed by Single Parents

Massachusetts	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
Rate	23	24	25	26	26	26	26	26	26	26
State Rank	30	34	35	36	36	32	28	28	23	20
United States										
Rate	22	23	23	24	25	25	26	26	27	27

Note: Rank of 1 is the lowest percentage of families headed by single parents.

Source: *Kids Count Data Book: State Profiles of Child Well-Being, 1999*. The Annie E. Casey Foundation. ISSN 1060-9814. Baltimore, MD. 1999.

Table F

**Percentage of Children Living with Parents with No Full-Time,
Year-Round Employment**

Massachusetts	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
Rate	27	28	29	30	31	31	31	30	29	28
Rank	15	21	24	28	35	33	30	28	24	22
United States										
Rate	31	31	30	30	30	31	31	31	30	30

Note: Rank of 1 is the lowest percentage of children living with parents with no full-time, year-round employment.

Source: *Kids Count Data Book: State Profiles of Child Well-Being. 1999.* The Annie E. Casey Foundation. ISSN 1060-9814. Baltimore, MD. 1999.

Table G

National Youth Victims of Serious Violent Crime*

Number and rate of victimization for youths ages 12-17 by age, race and gender

	1985	1990	1991	1992	1994	1995	1996	1997	
<u>Rates per 1,000 youth ages 12-17</u>									
Total	34.3	43.2	40.7	38.8	41.3	28.3	30.3	27.1	
Age									
12-14	28.1	41.2	37.8	37.6	34.5	26.7	24.9	23.5	
15-17	40.3	45.2	43.6	40.1	48.5	30	35.8	30.7	
Gender									
Male	49.8	60.5	60.7	49.8	51.5	39	40.4	33.1	
Female	18.2	24.9	19.6	27.2	30.6	17	19.7	20.8	
Race									
White	34.4	37	40.1	35.2	38	25.5	27.7	27.6	
Black	35.2	77	48	54.3	63	44.5	43.4	30.4	
Other	28.8	37.3	25	48.7	27.5	23.7	31.2	9.7	

Number of victimizations of youth ages 12-17

Age								
12-17	742815	866272	825895	809118	905544	633301	687638	622302

* Comparable Massachusetts data unavailable.

Source: U.S. Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, 1980-1997. Federal Bureau of Investigation, Uniform Crime Reports.

Table H

National % of Offenses Known to Police Cleared by the Arrest of a Youth*

under 18, by type of offense, United States, 1972-1997

	Total Crime Index	Violent Crimes
1972	27.3	13.2
1973	30.6	12.2
1974	31.3	12.5
1975	30	12.8
1976	28.6	12.2
1977	28.4	11.8
1978	28.1	11.7
1979	26.6	11.6
1980	24.4	11.2
1981	21.4	9.8
1982	20.6	9.5
1983	20.1	9.5
1984	20.1	9.8
1985	20.1	9.6
1986	19.1	9
1987	18.1	8.5
1988	18.1	8.9
1989	17.8	9.5
1990	19.2	11.2
1991	19.3	11.4
1992	20	12.8
1993	20.5	13.4
1994	21.7	14.2
1995	22.1	14.1
1996	20.6	12.8
1997	20.2	12.4

* Comparable Massachusetts data unavailable.

Source: U.S. Department of Justice, Federal Bureau of Investigation, *Crime in the United States 1972*.
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