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# **Interdepartmental Committee**

**on Children and Family Services**

## ***Interim Progress Report***

**Department of Educational and Cultural Services**

**Department of Mental Health and Corrections**

**Department of Human Services**

**with: Maine Human Services Council**

**Maine Criminal Justice Planning**

**and Assistance Agency**

**March 1979**



INTERIM PROGRESS REPORT  
OF THE  
INTER-DEPARTMENTAL COMMITTEE

REPORT TO GOVERNOR JOSEPH E. BRENNAN  
AND THE 109TH LEGISLATURE

SUBMITTED BY:

COMMISSIONER SAWIN MILLETT, CHAIRMAN, DEPARTMENT OF EDUCATIONAL AND  
CULTURAL SERVICES

COMMISSIONER GEORGE ZITNAY, DEPARTMENT OF MENTAL HEALTH AND  
CORRECTIONS

COMMISSIONER DAVID E. SMITH, DEPARTMENT OF HUMAN SERVICES



TO: Joseph E. Brennan, Governor, and Members of the  
109th Legislature

FROM: Commissioners George Zitnay, Sawin Millett and  
David Smith

SUBJECT: Coordinating Services for Children and Families

DATE: March 15, 1979

We are pleased to transmit the attached Interim Progress Report of the Interdepartmental Committee. This report represents the combined efforts of the Departments of Human Services, Mental Health and Corrections and Education and Cultural Services to coordinate child and family services in Maine. While much has been accomplished by the Interdepartmental Committee since the initial report of January 27, 1978, this report clearly indicates the challenge which still exists for comprehensive interdepartmental coordinated efforts for services relating to children and family services.

It is our hope that this report accurately reflects the present status of the interdepartmental cooperative achievements and that this past year's efforts have provided an essential foundation for a more effective and responsive system of services meeting the needs of Maine's children and families.



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## INTRODUCTION

Over the past decade, as the problems and needs of families and children in Maine have grown increasingly complex, so has government's response to these problems and needs become increasingly complex. Within state government, at least three major Departments (Department of Education and Cultural Services, Department of Human Services, Department of Mental Health and Corrections) have responsibilities for Maine's children and families in the areas of education and special education, health, income maintenance, safety and protection, nutrition, and justice and corrections responsibilities.

While the goals of each of the above programs is to help Maine's children and families live productively and independently, often these goals are thwarted because of the manner in which responsibilities for the programs are shared between the many Departments of state government. Thus, it has become generally recognized that if the maximum benefit is to be gained in helping Maine's children and families achieve goals of productivity, self-sufficiency, and well-being, all programs and services sponsored by the government must be provided in a consistent and coordinated manner. In the 1980's, this will become a central theme of governmental efforts aimed at helping children and families. For without total coordination at policy and service delivery levels, governmental programs may contribute to, rather than alleviate or lessen, the problems and needs of children and families in Maine.

In this Interim Progress Report of the Inter-Departmental Committee is a

description of a small, but potentially very significant effort of the three major Departments (with the assistance and participation of the Maine Human Services Council) to assure maximum coordination of programs and services to children and families. The report summarizes the Committee's history and background, process and procedures, and progress on issues.

### RECOMMENDATIONS

Although the Inter-Departmental Committee is not presently operating as the result of statutory authority, its roots and origins stem from legislative intent, from citizen expectations for efficiency in the development and delivery of services to children and families in need, and from common sense realizations by all service providers. In order to realize the potential for interagency coordination begun during its first year, the Committee sets forth the following principles:

- I. In Maine, as in the rest of the nation, we are entering a period which will be characterized by limited resources and no new major programs or services for children and families. Therefore, existing structures and mechanisms, acting through formalized interdepartmental coordination mechanisms, hold the key to the resolution of problems facing children and families.

As a corollary, the Inter-Departmental Committee takes the position there is no present need or justification for any new structure or agency for children and family services, but that the three Departments and the Maine Human Services Council have the resources and the ability to coordinate programs and services to children and families.

- II. The Inter-Departmental Committee must concentrate its efforts on policy development and implementation, as opposed to getting involved in specific procedural or administrative matters. The Committee must focus on the total service delivery system, and must concern itself with preventive, as well as prescriptive, programs and services. Specific procedural and administrative problem resolution will be addressed by subcommittees and task groups of the Inter-Departmental Committee.

To reach this goal, it is essential for the Commissioners of the Departments to be personally involved and committed to the Interdepartmental effort.

- III. Because there must be a direct link between policy development and service delivery, the Inter-Departmental Committee will establish regional committees similar in composition to the statewide committee. The regional committees shall communicate and coordinate directly with the Inter-Departmental Committee,

and shall focus their efforts on the coordination of programs and services to families at the service delivery level.

Wherever possible the regional committees must coordinate with other existing committees or councils working on specific (categorical) issues related to children and families.

To sum up, the principal focus for programs and services to children and families in Maine should be through the better use of existing structures and mechanisms; there must be strengthening and support for the effort which has begun to develop and implement inter-departmental policy on children and family services; and regional councils should be developed to assure maximum coordination between policy development and service delivery.

## BACKGROUND

This interim report is being submitted at the end of the first year of operation of the Inter-Departmental Committee (IDC), which is composed of representatives of the Department of Mental Health and Corrections, the Department of Human Services, and the Department of Educational and Cultural Services, with technical and financial assistance from the Maine Criminal Justice Planning and Assistance Agency, and assistance from the Maine Human Services Council.

The three state departments listed above all have significant responsibility for and impact on the lives of Maine children and families at risk - those who lack the basic necessities of life such as food, shelter and safety, those who are mentally, physically or emotionally handicapped and therefore require special education and supportive assistance, and those who, as the result of such deprivation and handicaps, require residential care and treatment. Yet, for many years, these three state departments have cooperated only on an informal basis and principally at the local operational levels.

The IDC represents the first formal effort by these three departments, through their Commissioners and key staff members, to develop a state level mechanism and procedure for improving the coordination and delivery of services to Maine children and families at risk. The mechanism is the policy-making and conflict-resolving IDC and its working group, the Inter-Departmental Team (IDT), both of which are described in detail in this report. The Committee carries out its work through series of inter-connected subcommittees and task groups.

The formation of the IDC did not occur in a bureaucratic or legislative vacuum. An early effort towards similar ends is represented by the 1973 interdepartmentsl TRI-PLAN: A Design for Integrated Screening and Social Service to Children. Although some of its objectives were never realized in practice, a number of strong

interagency links were developed. During 1975-1977, increasing realization of the extent and complexity of human service needs in Maine, new state and federal initiatives in human services, and increased legislative and citizen concerns for greater efficiency of operation resulted in a number of significant documents, including reports from the following: (1) The Maine Human Service's Council's Child Abuse and Neglect Task Force, (2) The Children and Youth Services Planning Project, (3) the Commission to Revise the Statutes Relating to Juveniles, and (4) the Greater Portland United Way's Substitute Care Task Force. In large part, as the result of these and various other Ad Hoc committees and task forces, several significant children and family service legislative documents were enacted by the 108th Maine Legislature in 1977 and 1978. These include An Act to Establish the Maine Juvenile Code, the Childrens Services Act, and revisions of An Act Relating to the Education of Exceptional Children.

Finally, as a direct result of explicit and implicit legislative intent in all of these enactments, the three departments developed the January, 1978 report entitled Coordinating Services to Children and Families, addressed to the Governor and members of the 108th Legislature. This interim IDC report is intended to document early progress, and problems, in implementing the recommendations set forth in the report to the Governor and members of the 108th Legislature.

## HISTORY

In the closing days of the first session of the 108th Legislature a mandate was given to the Departments of Human Services and Mental Health and Corrections to jointly develop a long-term coordinated policy for child and family services. The departments were instructed to submit a report to the Legislature by January 1, 1978 outlining short and long-term steps that would be taken to develop a systematic approach to meeting the needs of children and families in the State of Maine. From the beginning of the project, it was clear that it was necessary to include the Department of Education and Cultural Services as an equal partner in the process of developing the coordinated policy mandated by the Legislature.

Thus, in early November, 1977, a group of representatives from the three Departments began meeting to address the issue of coordinating services to children and families. This "Children's Team" worked intensively for three months and produced the report "Coordinating Services for Children and Families". On January 27, 1978, Commissioners David Smith, George Zitnay, and Sawin Millett presented this report to the second session of the 108th Legislature.

The report outlined the combined recommendations of the three Departments pertaining to the coordination of children and family services in Maine, and contained a series of recommendations, some of which required legislative action. One of the principle



findings of the report was:

"...that a long-term coordinated policy that would have meaningful application to a range of services and issues could not be viewed as an isolated product; rather the policy would need to be developed through a sustained inter-departmental effort involving people at the local, regional, and state levels from public and private agencies as well as the legislature."

The report recommended the Commissioners "Establish an Inter-Departmental Coordinating Team composed of the Commissioners of the Departments of Human Services, Mental Health and Corrections, and Educational and Cultural Services and key policy makers from those Departments selected by the Commissioners, to continue the planning process and coordinating activities begun by the Inter-Departmental Children's Team".

Between the date of the submission of the report to the legislature and the Governor and the first interdepartmental meeting, the Commissioners appointed an Ad Hoc Committee to develop the principles and framework for the operation of the Inter-Departmental Committee on March 16, 1978, the first meeting of the Inter-Departmental Committee was held, at which a set of Points of Agreement were adopted. Principle items of agreement include: (1) that each Commissioner chair the Committee for a period of one year.

Commissioner Sawin Millett of the Department of Education and Cultural Services agreed to chair the Committee for the first year.

(2) Each Department nominate three key staff persons for membership on the Committee. The Committee will meet monthly with the Commissioners, with the departmental representatives meeting as

often as necessary as a team between meetings. (3) The Committee would assign such subcommittees or task groups as necessary to carry out its work. Each of the subgroups will have designees from the three Departments and other appropriate members (i.e., legislature, other state agencies, and Maine Human Services Council). A representative of the team will serve as liaison to each subgroup. (4) It was agreed that while eventually the Inter-Departmental Committee could be concerned with other issues, its first priority would be to implement the recommendations made in the report which was presented to the legislature.

Initially four subgroups were established. These were (a) a committee on substitute care, (b) a committee on education issues, (c) a committee on development of a twenty-four hour emergency services system, and (d) a committee of the Juvenile Code. It was agreed that any staff or consultants hired to work for the Inter-Departmental Committee would be responsible to the full committee and accountable to the chairperson and would perform only in an administrative capacity.

With the adoption of the Points of Agreement the Committee was officially promulgated and began the work assigned to it. Each Commissioner sent out a memorandum to employees in their Departments announcing the Committee and asking all their employees to give their wholehearted support to the Committee.<sup>1</sup>

1. The full text of Commissioner Zitnay's memorandum is quoted here for reference...

As you are probably aware, I recently submitted, with Commissioners Smith and Millett, a report titled "Coordinating Services for Children and Families" to the Governor and the 108th Legislature. This report was written in cooperation with the Department of Human Services and the Department of Education and Cultural Services and sets forth a number of recommendations for a comprehensive and coordinated approach to the delivery of services to children and families in Maine. These recommendations will require action by the individual departments, the legislature, and the Governor's office. One of the principle recommendations made in the report, and additionally that the committee serve as the focus for coordination of all issues and services which overlap departmental lines of authority. I have agreed to establish this committee with Commissioners Smith and Millett and have appointed Don Allen, Kevin Concannon, and Marya Faust to the core team to represent the Department of Mental Health and Corrections.

I consider the work of this committee to be of top priority in the Department of Mental Health and Corrections. I think we would all agree that it is no longer possible for us to do our job without coordinating our activities with the other departments. In the near future individuals from the Inter-Departmental Committee will be contacting you for service on subcommittees or task groups which are being established. I want to ask you to cooperate to the fullest extent possible with this committee. Every attempt is being made to ensure that the work that you will be asked to do is an extension or a supplement to your ongoing responsibility and job. I have been very encouraged by the support and mutual cooperation that has been evidenced over the past years on inter-departmental issues and I hope that you will also enthusiastically support the work of this Inter-Departmental Committee.

I am enclosing a copy of the Points of Agreement which set forth the structure and agenda for the IDC. A copy of the report is available from the Bureau of Resource Development, Department of Human Services. (April 1978)

## ACTION

### COMMITTEE PROCESS AND PROCEDURES

As noted above, the Inter-Departmental Committee was to be made up of the Commissioners from the Departments of Education and Cultural Services, Mental Health and Corrections, and Human Services, and three representatives from each of those Departments who make up a working group called the Inter-Departmental Team.<sup>2</sup>

The full Committee has met monthly since March and the team has met at least two or three times each month in addition to meeting with the Commissioners. Minutes have been kept of all meetings of the full Committee, the team, and subcommittees and these minutes are distributed to key people throughout the three Departments.

While a staffing grant for the Committee was approved by the Maine Criminal Justice Planning Assistance Agency in April, 1978 the Committee only received authorization from the Governor's office to hire the staff which will be so vitally needed for the continuation of the Committee's work on December 28, 1978.

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2. Peter Walsh, Director, Bureau of Resource Development, DHS,  
Team Leader  
Raymond Swift, Deputy Commissioner, DHS  
Harry Bedigan, Director, Region III, DHS  
Edward Hinckley, Director of Children's Services, DMH&C  
Carol Lenna, Developmental Disabilities Planner, DMH&C  
Chase Whittenberger, Director, Planning, DMH&C  
Omar Norton, Associate Commissioner, Bureau of Instruction, DECS  
John Kierstead, Director, Division of Special Education, DECS  
Joseph Pecoraro, Curriculum Consultant, DECS

In September, Woodman Jones, Chairperson of the Maine Human Services Council, was invited to attend Committee meetings and subsequent to this meeting the Maine Human Services Council has been represented at both the full Committee meetings and the meetings of the team.

More recently the Maine Criminal Justice Planning and Assistance Agency has also been represented at all meetings.

## PROGRESS OF THE COMMITTEE

### INTRODUCTION

In reviewing the results and accomplishments of the Inter-Departmental Committee it is important to remember the Committee has been functioning for one year. As with any other committee of this nature, most of the activities of the initial months were directed to the organizational and administrative aspects of the committee itself. These aspects included the drafting and signing of the memorandum of agreement, appointment of committee members, development of an appropriate agenda for the committee, and beginning of the process of learning how to work together.

The importance of these organizational activities should not be minimized, given the fact that the three Departments, except for a few exceptions, has traditionally planned and implemented policies and programs in isolation from one another and without seeing the

need for coordination and consolidation of its activities with those of other Departments. Thus, there had developed over the years uncoordinated and duplicative policies and programs affecting children and families in Maine.

Therefore, the formation of the Inter-Departmental Committee must be seen as only a first step in building a coordinated system of services which matches the needs of children and families. Also, the Committee recognized that to be able fully and completely to address its mandate, it would need full-time staff. Thus, a staffing proposal was written, submitted, and subsequently funded by the Law Enforcement Administration Agency; because of various problems, the staff has only recently been hired.

In the Coordinating Services for Children and Families report, recommendations were grouped into nine different areas.<sup>3</sup> However, the committee decided to address four major areas which it considered had the top priority. These are:

- Substitute Care, including the recommendations on Short-Term Emergency Services and Licensing, and overseeing the Residential Treatment and Group Home (Sheepscot) project;
- Educational issues, including the Pre-School Handicapped project;

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3. These are Twenty-Four Hour Emergency Services, Short-Term Emergency Services, Family Crisis Services, Return to Families, Child Protective Services, Substitute Care/Alternative Living, Education, Pre-School Handicapped Children, and Juvenile Code.

- Twenty-Four Hour Emergency Services;
- Juvenile Code

1. Substitute Care Subcommittee

The principal activity that the Substitute Care Subcommittee has been involved with has focused on the development of a set of recommendations and mechanisms to coordinate a system of residential care for emotionally disturbed children. To address this issue the three Departments each provided a small sum of money to hire a consultant firm (Sheepscot Associates), to study the entire system of residential care. This study has included recommendations of (a) a coordinated licensing procedure for residential treatment centers and group homes with minimum and differential standards for differing facilities; (b) an analysis of funding patterns and allocations in residential treatment centers with recommendations for improved reporting and budgeting procedures; (c) a mechanism to improve the referral and placement procedures by which schools, community mental health centers, and Department of Human Services regional offices obtain residential care for children; (d) an indication of trends in the field of residential care in terms of service delivery and utilization; (e) an identification of gaps and weaknesses in the present residential care system with recommendations for improvement. The study has now been completed and was presented to the three Departments in December of 1978. The Inter-Departmental Committee is currently in the process of reviewing the recommendations. Once this review is

completed, necessary action will be taken to implement those recommendations which the committee feels should be carried out. As the Sheepscot study progressed it became clear that a major difficulty with the contract was that its limitation in scope prohibited the Departments from adequately addressing the needs and weaknesses of the totality of the systems designed to provide services to children. Thus, an extension was negotiated with Sheepscot Associates to identify a system of comprehensive mental health services to children. In this continued study Sheepscot Associates will provide the Inter-Departmental Committee with (a) a spectrum of comprehensive services to children with mental health needs; (b) a prioritization of those services on a statewide basis; (c) an identification of service delivery needs and methods on a regional basis; (d) a mechanism for monitoring service development, planning and utilization; (e) a phase-in plan for service development; (f) identification of any statutory or regulatory barriers to implementation.

In early October the committee received notice from the regional office of the DHEW of a request for proposal which was being issued designed to help states improve efforts to plan, manage, and deliver services to children and their families in a coordinated manner. In response to this request, the committee submitted a proposal which would if granted, enable the committee to carry out many of the recommendations in the Sheepscot proposal regarding joint licensing procedures. The committee requested grant funds to achieve an operational joint



licensing procedure for children's residential services based on the model developed by the three Departments. When implemented, the model would solve three major problems inherent in the existing licensing processes: (a) currently each Department has at least one separate licensing policy and procedure. These policies and procedures are uncoordinated and complicate the administration of services for the Departments as well as the facilities and that several often applied to the same facility; (b) currently the statutory responsibilities and administrative roles of each Department in the licensing area are unclear and often duplicative; and (c) licensing requirements for any given type of facility are unclear and unstandardized. The proposed model would resolve these problems by developing standard policies and procedures and processes for the licensing of residential centers and group homes throughout the state. As of the time of the writing of this report the Departments had not yet been notified whether or not they had received the grant. Even if the grant is not forthcoming this area of coordinated licensing will have to assume a top priority as it is of crucial importance to the development of a coordinated residential service system for children.

In addition, the Substitute Care Subcommittee is cooperating with the Education Subcommittee on the development of inter-agency agreements clarifying responsibility for the education of children in substitute care placements. Finally, a six-month moratorium on "start-up" funding of non-foster family

child caring agencies (i.e., emergency shelters, group homes, and residential treatment centers) was drafted by the subcommittee and accepted (with minor revisions) at the December 13 meeting of the Inter-Departmental Committee. This funding moratorium does not apply to facilities for mentally retarded persons. The purpose of this moratorium (signed by the three Commissioners and the executive director of the Maine Criminal Justice Planning and Assistance Agency, effective January 1, 1979) is to give the involved agencies time to develop staffing standards, coordinated licensing requirements, technical assistance capabilities. Additionally, the initial Sheepscot Associates report has documented a significant number of inappropriate residential treatment center placements and a 30% vacancy rate in group homes, while a waiting list of hard-to-place children is constantly maintained.

2. Twenty-Four Hour Emergency Services Subcommittee

In the report Coordinating Services for Children and Families it was recommended that there be established a coordinated comprehensive system for the provision of twenty-four hour emergency services to children and families in Maine and that a draft of the system be completed before anything was actually put into place. The Inter-Departmental Committee established a subcommittee to develop the draft of the system design. This group conducted a review of existing emergency services in Maine as well as researching several systems that have been developed in other states. One member of the group was

involved in the development and implementation of a child and family services network now in use in the State of Connecticut. This committee recognized that the task of establishing a coordinated comprehensive system is a long range one which will require the involvement of a larger spectrum of program planning. However, they have recommended that there are sufficient services now in place to make recommendations for a framework under which existing services can be coordinated and future services be augmented.

In its initial report the subcommittee outlined the requirements of a coordinated emergency services system. They noted that if emergency services is to be effective it must be accessible and quickly available. Emergency Services must be organized as a network of services with the ability to communicate and operate rapidly and effectively between components. An essential consideration is linking with police departments which will always be a key access point for emergency services. A single point of entry should be available from the standpoint of effectiveness, cost, public accessibility, and knowledge. Allowance for multiple entry must be maintained, however, through a network approach. This single entry point must be able to handle or transfer all types of calls including life-threatening situations and crisis consultation.

This system must take into account all available services and make maximum use of other resources in its development. Trans-

portation and temporary shelter are key issues in emergency services. Appropriate training is necessary for personnel who are staffing the emergency services system. The system must respect the needs of confidentiality. It must be widely publicized and have a sufficient funding source with a formal commitment from the various administrative, political, and financial jurisdictions. Finally, it must have current accurate information resources available. The subgroup then recommended that the emergency service network be regionally oriented with the most promising configuration being county lines. They further recommended that the network be developed according to a regional plan with a 'lead' agency receiving the commitment and responsibility from other program areas to implement and manage the system.

At the current time the recommendations of the subgroup are being circulated to the three Departments and other agencies who will be involved. A final report will shortly be presented to the Inter-Departmental Committee for implementation. This report will contain the feedback from all agencies throughout the state who would be involved in the planning and implementation of this twenty-four hour system.

### 3. Education Subcommittee

On July 27, 1978 a progress report was made to the Inter-Departmental Committee on the progress of implementing the education recommendation in the Coordinating Services to

Children and Families. The immediate changes included amendments to the School Finance Act of 1978 and the Regulations for the Education of Exceptional Children. The Finance Act was amended to define institutional residence and an authorization of payment of state allocation for residents of state institutions residing at the institutions but attending the educational programs of the administrative unit in which the institution was located. Approximately \$150,000 was appropriated for this purpose. This was paid directly by the state to the administrative unit in the year in which the program was provided at 100 percent of cost. Further authority was given to the Commissioner to make direct payments to private residential schools for tuition and board of State Wards. Approximately \$200,000 was appropriated for this purpose. This also was paid in the year the program was provided at 100 percent of cost. This strengthens the commitment of the state to children in its custody.

Regulations changes included the formalization of the State Pupil Evaluation Team for the purposes of placing state wards, increasing the allowable cost of room and board to \$40 a week, setting forth regulations for the educational responsibility of non-state wards where no parent or legal guardian exist; state wards residing in Intermediate Care Facilities; state wards in day school placement and state wards residing at State institutions and attending public schools. The regulations further clarified the coordination with Human Services of the Early Periodic Screening, Diagnosis and Treatment Program.

The regulations were further changed to include a clearer and stronger relationship of pre-vocational and vocational services to the exceptional child. Selected vocational programs were visited and task force meetings held with vocational and special education directors in completing this position. A policy statement was issued by the Commissioner of Education and Cultural Services reiterating this position and outlining the conditions for the development of regional vocational special education programs. Legislation will be introduced to the 109th Legislature outlining the conditions for regionalization of special education programs. Meetings have been held and are continuing on the development of coordinated policies and procedures regarding truancy and drop-outs.

Joint Agreements between the Department of Education and Bureaus of Mental Health and Corrections, Vocational Education and Vocational Rehabilitation and Eye Care are drafted and being reviewed by the Inter-Departmental Team. Joint Agreements between Education, Maternal and Child Health, Title XX and Title XIX are also being drafted.

As part of the report Coordinating Services for Children and Families, a bill was filed with the 108th Legislature, requesting an appropriation to field test a coordinated service delivery model for pre-school handicapped children. After the passage of this bill, five sites were funded for one year, from July 1, 1978 - June 30, 1979, selected through a competitive proposal

process designed by the Inter-Departmental Coordinating Committee for Pre-school Handicapped Children. The five sites selected - Cumberland County, Lincoln County, Knox County, Hancock County and Washington County - really got underway in mid-August, when each had completed hiring a local Coordinator. The progress to date has been encouraging. Local coordinating committees, established prior to the grant application, have assumed major roles in beginning to look at existing services and programs in order to identify points where services can be coordinated, where gaps in service exist, and how best to meet those needs. Two projects have begun mass screening efforts, screening all three and four year olds in the county. Two projects are supplementing existing health screening efforts by providing developmental assessments to the process and the fifth project is screening on an individual child basis because of the amount of screening already available. To date, approximately 450 children have been screened for handicapping conditions through the five sites. Of these children 15-20 percent have been referred for a recheck in one or more areas, or for indepth diagnostic evaluations. A small number of children have been identified and provided with programs, but as screening and diagnostic activities are completed, it is expected that this number will increase.

Probably the two greatest benefits to date resulting from the projects is the increased public awareness of and support for pre-school handicapped services and the direction for coordinating

services which is being provided through the committee structure and the project coordinators.

At the state level, the Pre-School Handicapped Committee has established the site selection process, designed a format for comprehensive third party evaluation of the entire project and completed selection of the evaluator. They have also developed forms for collecting information from the pilot sites which will provide the data based for eventual legislation. A major amount of time in this year has been spent in establishing the pilot sites and getting them functional. A major task for the future will be the analysis of program planning and funding at the Department level and the design of a planning system which will allow for coordination of services at the state level.

An interim progress report has been prepared and submitted to the 109th Legislature giving more detail on the progress in implementation of the pre-school handicapped project. A new bill has been submitted requesting continuation funding for the existing pilot sites for an additional year. In addition, the bill requests the State to pick up the position of Early Childhood Consultant to the Division of Special Education, which has served as staff to the project through the use of a Federal grant.



4. Juvenile Code Subcommittee

The IDC has served as a focal point for exchange of information regarding the problems the Departments were having in implementing the Juvenile Code including the Court Intake Program and in guaranteeing that the three Departments were involved in the training programs for the Court Intake workers. However, in November of 1978 a subgroup of the IDC was convened to develop the joint agreements between the Departments of Human Services and Mental Health and Corrections that were called for in the Juvenile Code. This group is working on the following agreements:

- a. Interagency Responsibility - Referrals for services required by this section will be arranged by intake workers and Department of Human Services personnel according to procedures and standards jointly adopted by the Departments of Human Services and Mental Health and Corrections.
- b. Detention - Agreements are being worked out concerning application of child care licensing statutes and standards and descriptions of cases appropriate for referral to the Department of Human Services. This will include assignment of the roles and responsibility for the temporary case plan, home finding, and identification of financial resources.

- c. Court Ordered Dispositional Services - Agreements are being written developing the roles and responsibilities of the Court Intake Worker, the Department of Human Services social worker and the probation worker, and agreements with the juvenile judges regarding the detail required in the dispositional orders and the possible need for consultant services, and case management and reports involving the Department of Human Services and probation after disposition.
- d. Runaways - The target population described in the Juvenile Code is the same as that assigned to the Department of Human Services in Title 22. Agreements are being written regarding the delineation of the two target populations, coordination of DMH&C's 24-hour phone with the DHS' 24-hour phone, guidelines for law enforcement regarding referrals, and role and responsibility of Court Intake Workers and DHS workers regarding the development of the case plan and managing the plan.
- e. Other considerations for which agreements are being written include delineation of data needs of both DMH&C and DHS funding issues including field staff, 24-hour phone, client board and care, coordination/responsibility with legislative and other study groups including necessary reports and development of joint policies and procedures. It is expected these agreements will be drafted and signed within the next two months.

## OUR FAMILIES: A PLANNING CONFERENCE ON FAMILIES AND PUBLIC POLICY

On December 1, 1978 an all day Planning Conference on Families and Public Policy was held at the Augusta Civic Center. Goals of the conference were:

- To better understand the changes taking place in Maine's families and their implications for public safety.
- To identify ways that government, the world of work, the court system, education, the professions and churches, and the media impact on families, and to identify areas in which policy can and should be more supportive of families.
- To assess the problems and needs of families in crisis.
- To determine who is responsible for what's happening to families.
- To recommend and plan for positive action on behalf of Maine's families.

Approximately three hundred and fifty-five (355) invitations were sent out and about two hundred and one (201) persons registered, including facilitators and recorders, for the work groups that were held during the day. Total attendance for the opening ceremonies and keynote address was estimated at two hundred and seventy (270). Participants represented all walks of life, including public

officials both state and local, legislators, youth, elderly, parents, business persons, and members of the academic community, including humanists, sociologists, and so forth.

Initial sponsorship for the conference came from the Department of Mental Health and Corrections and the Maine Council for the Humanities and Public Policy. Through the Inter-Departmental Committee the Departments of Human Services and Education and Cultural Services also became sponsors. Additional assistance was given by the Maine Criminal Justice Planning and Assistance Agency, the United Way of Greater Portland, the Commission on Family Ministries of the Episcopal Diocese of Maine, Diocesan Human Relations Services, and the Maine Human Services Council.

Primary responsibility for organizing the conference was given to James Harrod, Humanist-in-Residence at the Department of Mental Health and Corrections. He was ably assisted by Chase Whittenberger and Jamie Morrill of the Department of Mental Health and Corrections, David Stockford of the Department of Education and Cultural Services, Edgar Merrill of the Department of Human Services, and Robert Frates, of the Maine Human Services Council.

It was one of the recommendations of the participants that this conference serve as a prelude to regional and local grassroots Conferences on Families that would culminate in a two or three day Blaine House Conference on Families, a process that would prepare the State of Maine for participation in the 1981 White House

Conference on Families. The Inter-Departmental Committee was urged to assist in this planning process and to review the many recommendations of the Conference and to take direct action where possible.

## SUMMARY

### RECOMMENDATIONS AND PROCESS -

#### "COORDINATING SERVICES FOR CHILDREN AND FAMILIES"

#### PROGRESS TO DATE

#### STRUCTURE FOR INTERDEPARTMENTAL COORDINATION

1. Establish an Interdepartmental Coordinating Team (ICT) composed of the Commissioners of the Departments of Human Services, Mental Health and Corrections, and Educational and Cultural Services and top level policy makers from those Departments selected by the Commissioners, to continue the planning process and coordinating activities begun by the Interdepartmental Children's Team. To formulate the ICT, the Commissioners should work according to the following principles and procedures: Accomplished
  - a. The Commissioners agree personally to head the joint effort
  - b. The Commissioners draft and sign a memorandum of agreement regarding the specific authority, tasks and responsibilities of the committee, which includes:
    1. a set of procedures whereby participation of staff and line personnel is clearly and adequately provided for
    2. a fixed meeting schedule and agenda
    3. identification of priority problems assigned to ad hoc project teams comprised of members of the three Departments and target dates set for completion of their work.
  - c. High level staff and line personnel be informed by the Commissioners that the three Departments have committed themselves to a joint planning and problem-solving process.

## PROGRESS TO DATE

2. Establish a Conference Committee made up of the Chairmen or their designees of the Health and Institutional Services, Education, and Appropriations and Financial Affairs Standing Committees to review and monitor for consistence all bills relating to children and families. In this regard:
  - a. Draft and sign memorandum of agreement regarding the specific authority, tasks and responsibilities of the committee
  - b. Develop standards and methods to implement family impact statements which include an analysis of pending legislation, policies, regulations and programs in order to make explicit
    - 1) their potential effects, both negative and positive, on families, and
    - 2) the potential lack of coherence or conflict with existing laws, policies, regulations and programs.
3. Develop and approve a formalized mechanism for the ICT to review, comment and make recommendations at the development and drafting stages of any proposed legislation regarding children and families.

Recommendation made to Leadership of second session 108th Legislature without result. Request to be reviewed

To begin with first session of 109th Legislature

## TWENTY-FOUR HOUR EMERGENCY SERVICES

1. Establish a coordinated, comprehensive system for the provision of 24-hour emergency services to children and families in Maine.
2. Complete a draft of the system design by 4/1/78. The design should address, but not be limited to, the following:
  - a. Feasibility of common intake, referral and follow-up procedures; uniform assessment criteria, report forms and training
  - b. Adequate array of emergency care programs with clear definitions of responsibility for provision of services
  - c. Coordinated public information plan
  - d. Confidentiality issues and "right to know" legislation
  - e. Regional versus statewide approach

Not yet accomplished

Draft completed by 12/31/78

PROGRESS TO DATE

- f. Staffing patterns in light of state personnel requirements
  - g. All potential funding sources and a plan for their coordination
  - h. Development and integration with the larger service delivery system designed for children and families.
3. Continue at present levels staffing for the Department of Human Services 24-hour emergency line presently authorized by 22 MRSA §3712 and funded under Title II of the U.S. Public Works Employment Act of 1976. Accomplished

SHORT-TERM EMERGENCY SERVICES

1. Define and ensure an adequate range of short-term residential and non-residential emergency services for children and families that reflect the goal of maintaining and supporting the family unit. Not yet accomplished
2. Complete a draft of the short-term emergency service system design. The design should address, but not be limited to, the following: Touched on in Sheepscot report but not fully developed
- a. Availability on a 24-hour basis and coordinated through 24-hour emergency services
  - b. Development and integration with the larger service delivery system designed for children and families
  - c. Training for staff in crisis and counseling techniques to support the family as well as the child
  - d. Funding plan with funds allocated by the legislature to each Department based on service needs defined in design
3. Eliminate discrepancies in the notice and consent sections of 15 MRSA Part 6 §3501 and 22 MRSA §3895-96 by amending the bill submitted to the 108th Legislature by the Department of Human Services as follows: In process
- Amend 22 MRSA to allow the Department of Human Services to provide short-term emergency services to children referred by the intake worker for up to 6 hours without the child's consent,



PROGRESS TO DATE

and amend 15 MRSA to allow the Department of Human Services to provide voluntarily accepted emergency services for up to three days.

FAMILY CRISIS SERVICES/CHILDREN AND FAMILIES AT RISK

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| 1. Make "families in crisis" a major topic of the proposed Blaine House Conference on Children and Families to consider the direction planning should take for the provision of services.                        | Planning conference held on 12/1/78 with 200 invited participants |
| 2. Analyze all family crisis services provided by state and community agencies and make recommendations for change to next legislature.  | Not accomplished  |
| 3. Continue at present levels staffing for Department of Human Services "family crisis workers" presently authorized by 22 MRSA §3712 and funded under Title XX of the U.S. Public Works Employment Act of 1976. | Accomplished  |
| 4. Monitor caseloads now and through the fiscal year starting July 1978 to see if workers need to be added to maintain 1:25 ratio.   | On-going  |

RETURN TO FAMILIES

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| 1. Establish in the three Departments an administrative policy that the first priority goal for children committed or admitted to any agency or program be the safe return of that child to his/her own family. To this end each Department should review its programs and make appropriate modifications to assure that: | Established in DHS more clearly than in other Departments |
| a. Services be provided to families which creates an environment to which a child can be returned   |   |
| b. Resources of all agencies be coordinated toward the goal of reuniting families with clarity of roles and responsibilities for case management  |   |

## PROGRESS TO DATE

- c. The family be included to the maximum extent possible in the experience of the child and that exceptions be made a matter of record
  - d. Planning for reuniting families whose children are in institutional programs begin at admission, precede discharge and be followed up after discharge.
- 2. Continue funding twenty-two family crisis workers authorized by 22 MRSA §3712-17, a portion of whom are designated as "return to family" workers (see Family Crisis Services recommendation 1). Accomplished
  - 3. Amend 22 MRSA §3713 to make return to family services a function rather than a staff assignment. Accomplished
  - 4. Amend 22 MRSA §3803 to clarify issues regarding notification to parents and the court of jurisdiction. In process

## CHILD PROTECTIVE SERVICES

- 1. Clarify definitions, roles and current services of the three Departments under the general rubric of "protection of children". Not yet accomplished
- 2. The Department of Human Services develop standards and guidelines for Child Protective Services involving abuse and neglect. These standards shall:
  - a. Be promulgated by the Department of Human Services which has overall authority and responsibility for protective cases involving abuse and neglect
  - b. Be referred to the Interdepartmental Coordinating Team for review and acceptance
  - c. Clarify roles and responsibilities in protective service provision
  - d. Once accepted, be incorporated in contractual agreements with provider agencies.In process but not at the ICT level

PROGRESS TO DATE

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| 3. Continue funding for 30 positions mandated in 22 MRSA §3712-17 for child protective services and screeners for 24-hour emergency telephone system without eliminating or reducing other staff or existing services. | Accomplished         |
| 4. Through legislation allow the Department of Human Services to maintain contingency funds to purchase services for child abuse and neglect clients on an "as needed" basis.  | Not yet accomplished |

SUBSTITUTE CARE/ALTERNATIVE LIVING

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| 1. Establish a policy for interdepartmental coordination of planning, program development and resource development for substitute care.  | In process  |
| 2. Develop a statement addressing responsibility for funding, placement, licensing and standard-setting for substitute care.   | Recommendations included in Sheepscot report  |
| 3. Reimburse services at 100% of audited costs for all children for whom the state has responsibility. The Interdepartmental Coordinating Team shall develop a set of principles of reimbursement to determine what costs shall be allowable.  | Request made to 109th Legislature, principles being developed (Peat, Marrick, Mitchell) |
| 4. Develop a plan for residential services such as shelter care, foster care, therapeutic foster care, respite care, and residential treatment showing the array of services that should be available locally, regionally and statewide. Assure that respite care programs, both in and out of the home, be available to foster parents. | Plan included in Sheepscot report   |
| 5. Assure the delivery of preservice and inservice training for staff and caretakers of substitute care clients as well as back-up and support for difficult or crisis situations.   | Not yet accomplished  |
| 6. Study Title XIX of the Social Security Act and the concomitant state plan to determine the feasibility of permitting reimbursement for outreach and/or home-delivered services by licensed and/or non-licensed personnel.   | Not yet accomplished  |

## PROGRESS TO DATE

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| 7. Encourage evaluation and research efforts to provide further understanding of the impact of substitute care programs and techniques.  | Not yet accomplished                               |
| 8. Establish a policy that individual program plans for any child in substitute care be developed, that the plans, when possible, be developed with the family, and that the plans, when possible, include the role of the family. | On-going and included in Sheepscot recommendations |

## EDUCATION

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| 1. Clarify the roles and responsibility of the three Departments for the education of all children in the State of Maine, and particularly for those 20 percent who require interagency services.  | On-going through joint agreements |
| 2. Develop written joint agreements between the Departments of Educational and Cultural Services, Mental Health and Corrections, and Human Services regarding the assurance of appropriate education for children for whom each agency is responsible, including, but not limited to:<br><br>a. Education of children in state-operated institutions<br>b. Education of children in group care under custody of the Department of Human Services<br>c. Education of children who are emotionally disturbed in need of psychiatric treatment<br>d. Education of blind children<br>e. Education of children under the jurisdiction of correction and detention facilities<br>f. Education of mentally retarded children<br>g. Education of children with multiple problems | In process                        |
| 3. Include in the Division of Special Education regulations a formalization of a state pupil evaluation team process for the purpose of developing an individualized educational plan for children in the custody of the Department of Human Services who are not the responsibility of the local pupil evaluation teams.  | Accomplished                      |

PROGRESS TO DATE

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| 4. Increase from \$25 to \$40 per week the room and board allowance in lieu of transportation for children placed in residential treatment facilities for Special Education.  | Accomplished                                       |
| 5. Review each regional vocational program to determine the need for Special Education and take appropriate action to assure that Special Education programs are made available where indicated. In addition, consider allowing fourteen-year-olds to attend vocational education programs as an exception to the present eligibility requirements. | Accomplished and on-going                          |
| 6. Address the issue of dispositional alternatives available to judges under the Juvenile Code to assure appropriate responsibility for placement of children and provision of education.   | On-going   |
| 7. Develop proposed legislation to assure that secondary students have available free public transportation to school according to the prevailing community standards for elementary students.  | Previous legislative proposals failed.<br>On-going |
| 8. Develop policies to assure that the receiving school be responsible for notifying the sending district immediately when their students drop out of school; that no child be considered a truant or drop-out because of lack of transportation; and that truancy or expulsion not be cumulative from one year to the next.                        | In process   |
| 9. Study the roles of the Positive Action Committee in evaluating school truants and drop-outs, including, but not limited to, an evaluation of the positive and negative impact of the classroom and school situation on the child.  | In process   |

PRE-SCHOOL HANDICAPPED CHILDREN

The Interdepartmental Children's Team endorses the following recommendations from the "Early Education for the Handicapped" report:	Accomplished
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## PROGRESS TO DATE

1. That \$150,000 be appropriated by the 108th Legislature to fund pilot projects to demonstrate interagency cooperation to deliver services to pre-school handicapped children.
2. That the pilot projects be evaluated and a report summarizing the outcome be made to the 109th Legislature for future action.
3. That a state interagency committee for pre-school handicapped children be established to plan for services.

In addition, the Team recommends the following:

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| 1. Make the aforementioned pre-school inter-agency committee a subcommittee of the Interdepartmental Coordinating Team to ensure that the planning of service delivery for pre-school handicapped be a part of the greater plan for children and family services. | Adjunct to IDC<br>Educational Subgroup |
| 2. Consider the aforementioned pilot projects as a possible model for coordination of services for the larger human resource system.  | On-going                               |

## JUVENILE CODE

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| 1. Develop, among the Departments of Mental Health and Corrections, Human Services, and Educational and Cultural Services, the joint policies and agreements necessary to implement those provisions of the Juvenile Code which have impact on the three Departments.                        | Accomplished         |
| 2. According to the roles and responsibilities assigned, plan for and develop the resources necessary to comply with the new service provisions of the Code.   | On-going             |
| 3. Provide the necessary funding for any expansion of services required to implement the Juvenile Code, including funds for Department of Mental Health and Corrections intake workers and Department of Human Services and Department of Mental Health and Corrections placement resources. | Not yet accomplished |

PROGRESS TO DATE

4. Maintain the authority of the intake worker to be able to make appropriate referrals within the limits of available resources.

Accomplished