

TRANSFER OF
KNOWLEDGE
WORKSHOP

The Status
of
Status Offenders

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MENT OF THE YOUTH AUTHORITY
OF CRIMINAL JUSTICE PLANNING
STATE PARENT-TEACHER ASSOCIATION
April 1986

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PREFACE

The Department of the Youth Authority, in cooperation with the State Office of Criminal Justice Planning, is conducting a series of Transfer of Knowledge Workshops on a variety of subjects that are of importance to the prevention of delinquency, crime and violence. The State Parent-Teacher Association joined the partnership for this workshop.

A Transfer of Knowledge Workshop is not a typical workshop or training event. Based on the belief that there currently exist in California sufficient knowledge and expertise to solve the major problems of crime and delinquency facing our communities, acknowledged experts are brought together to share information and experience. They present and/or develop program models or action strategies that are then made available to interested individuals, programs and/or communities.

The Transfer of Knowledge Workshop on "Status of Status Offenders" and the resulting publication are dedicated to providing meaningful, appropriate and sufficient services to those youth who now fall into the classification of status offenders.

ACKNOWLEDGMENTS

The Department of the Youth Authority wishes to thank the Office of Criminal Justice Planning and the State Parent-Teacher Association. Special recognition goes to the members of the planning committee whose efforts and dedication contributed significantly to the success of this workshop.

Sincere appreciation goes to Dr. Tom David of the University of California who provided invaluable consultation to the staff and the participants throughout the workshop.

Special acknowledgment goes to the participants who freely gave of their time, ability and knowledge. Gerald Buck, Chief Probation Officer, Contra Costa County, combined the ideas of all four groups into a written, working document which the participants, with Jerry's assistance, continually modified. A copy of that document is included in the Appendix.

The participants developed a close and productive working relationship. Our thanks goes to all of the participants for their dedication to improving services for status offenders in California.

TABLE OF CONTENTS

| | Page |
|--|------|
| Introduction | 1 |
| The Transfer of Knowledge Workshop | 4 |
| Information Sharing | 4 |
| Small Groups..... | 9 |
| Workshop Product | 9 |
| Workshop Overview..... | 12 |
| Conclusions..... | 13 |
| Appendices..... | 15 |
| Dr. Tom David's Workshop Summarization | |
| Group Workshop Product | |
| Program | |
| Participants | |

INTRODUCTION

Prior to 1977, children in California under the age of 18 years were processed through the juvenile justice system for offenses of all types. Dependent children were treated under Section 300 of the Welfare and Institutions Code as dependents. Those juveniles who committed offenses which would be crimes if they were adults came under the jurisdiction of the juvenile justice system through Section 602 of the Welfare and Institutions Code. Juveniles who committed offenses which would not be crimes if they were adults (truancy—beyond control—runaway) were brought into the justice system through Section 601 of the Welfare and Institutions Code. Many of these youth were processed through the probation departments and the courts in the same manner as the 602 offenders. In 1976, California passed a new juvenile law (AB 3121) prohibiting the secure detention of 601s (status offenders) after January 1, 1977. This law was instrumental in changing services provided to these offenders. Law enforcement agencies and courts were prohibited from detaining these youth in secure detention except under very limited circumstances. Status offenders could be made wards of the court; but unless they failed in a nonsecure court placement, these offenders could only be held in secure detention for up to 72 hours and then only under special conditions.

The following sections from the Welfare and Institutions Code pertain to these changes in the law.

EXCERPTS FROM THE WELFARE AND INSTITUTIONS CODE

Article 14 Wards—Jurisdiction (Amended and renumbered by Stats. 1976, Ch. 1068)

601. Persons within jurisdiction of court. (a) Any person under the age of 18 years who persistently or habitually refuses to obey the reasonable and proper orders or directions of his parents, guardian, or custodian, or who is beyond the control of such person, or who is under the age of 18 years when he violated any ordinance of any city or county of this state establishing a curfew based solely on age is within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court.

(b) If a school attendance review board determines that the available public and private services are insufficient or inappropriate to correct the habitual truancy of the minor, or to correct the minor's persistent or habitual refusal to obey the reasonable and proper orders or directions of school authorities, or if the minor fails to respond to directives of a school attendance review board or to services provided, the minor is then within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court; provided, that it is the intent of the Legislature that no minor who is adjudged a ward of the court pursuant solely to this subdivision shall be removed from the custody of the parent or guardian except during school hours.

(Amended by Stats. 1975, Ch. 1183 and amended by Stats. 1976, Ch. 1071)

207. (a) No minor shall be detained in any jail, lockup, juvenile hall, or other secure facility who is taken into custody solely upon the ground that he is a person described by *Section 601* or adjudged to be such or made a ward of the juvenile court solely upon that ground, except as provided in subdivision (b). If any such minor, other than a minor described in subdivision (b), is detained, he shall be detained in a sheltered-care facility or crisis resolution home as provided for in *Section 654*, or in a nonsecure facility provided for in subdivision (a), (b), (c), or (d) of *Section 727*.

(b) A minor taken into custody upon the ground that he is a person described in *Section 601*, or adjudged to be a ward of the juvenile court solely upon that ground, may be held in a secure facility, other than a facility in which adults are held in secure custody, in any of the following circumstances:

(1) For up to 12 hours after having been taken into custody for the purpose of determining if there are any outstanding wants, warrants, or holds against the minor in cases where the arresting officer or probation officer has cause to believe that such wants, warrants, or holds exist.

(2) For up to 24 hours after having been taken into custody, in order to locate the minor's parent or guardian as soon as possible and to arrange the return of the minor to his parent or guardian.

(3) For up to 24 hours after having been taken into custody, in order to locate the minor's parent or guardian as soon as possible and to arrange the return of the minor to his parent or guardian, whose parent or guardian is a resident outside of the state wherein the minor was taken into custody, except that such period may be extended to no more than 72 hours when the return of the minor cannot reasonably be accomplished within 24 hours due to the distance of the parents or guardian from the county of custody, difficulty in locating the parents or guardian, or difficulty in locating resources necessary to provide for the return of the minor.

(c) Any minor detained in juvenile hall pursuant to subdivision (b) may not be permitted to come or remain in contact with any person detained on the basis that he has been taken into custody upon the ground that he is a person described in *Section 602* or adjudged to be such or made a ward of the juvenile court upon that ground.

(d) Minors detained in juvenile hall pursuant to *Sections 601* and *602* may be held in the same facility provided they are not permitted to come or remain in contact within that facility.

Many of the proponents of this legislation were of the opinion that community-based organizations could provide appropriate services for status offender youth and these youth would not profit from secure detention.

Opponents of the legislation expressed the opinion that many of these youth needed the protection of the juvenile court, probation and law enforcement agencies. The term "status offenders" became popular and their arrest/detention rate fell drastically. In 1974, there were 107,898 status offenders arrested in California, and in 1984, only 26,724 status offenders were ar-

rested. Many justice agencies ignored status offenders until they committed offenses that would be crimes if they were adults. These offenses allowed secure detention.

Roles, responsibilities and the availability of resources became confusing. Resulting service gaps were, to some extent, filled by community-based organizations but serious service voids remained. Often services were not available until the juvenile committed a crime and this situation continues.

Status offenders now include those youth under 18 years who are truants, runaways, incorrigible, and out of parental control. Accurate statistics are not available but professional estimates indicate that at least 200,000 to 400,000 California youth run away from home each year. Habitual truants are key to the school dropout problem and about 40% of the state's high school students eventually drop out. A significant portion of those youth escalate to involvement in drugs, prostitution and other criminal offenses. They are often victims.

It was the enormity of the problem and the lack of mandated responsibilities and authority to address these problems that gave birth to this Transfer of Knowledge Workshop.

THE TRANSFER OF KNOWLEDGE WORKSHOP

A wide spectrum of government and private agencies concerned with status offenders was represented at the workshop. The participants were from community-based organizations, law enforcement agencies, district attorneys' offices, probation departments, state drug and alcohol programs, the parent-teacher associations, the Attorney General's Office, county mental health, county and state departments of children's services, state legislators, schools, county departments of social services, the Regents of the University of California, the Office of Criminal Justice Planning, the State Department of Health Services, and the California Youth Authority.

The workshop was divided into three segments: Information Sharing, Small Groups, and Workshop Product.

INFORMATION SHARING

Speakers on the current status of status offender legislation, how to impact status offender legislation, and mental health legislation which affected status offenders provided information in this segment.

These presentations were followed by a panel representing probation, law enforcement, social services and schools who identified the immensity and intensity of the status offender problem in California.

The final presentation of this information sharing segment was a panel entitled "What's Working—Innovative and Successful Programs."

The "What's Working" panel consisted of three representatives of "effective programs and a School Coordinator of Alternative Education. The panel members were:

Gary Yates—Director of the "High Risk Youth Project," Children's Hospital, P.O. Box 54700, Los Angeles, CA 90054.

Terry Moriarty—Executive Director, Santa Cruz Community Counseling Center, 716 Ocean Street, Santa Cruz, CA 95060.

Lt. James Trimble—Hayward Police Department, 300 West Winton Avenue, Hayward, CA 94544.

Tad Kitada—Coordinator, Child Welfare and Attendance, Grant Joint Union High School District, 1221 South Avenue, Sacramento, CA 95838.

Gary Yates—Director of the "High Risk Youth Project," Childrens Hospital

Mr. Yates described the multitude of youth on the streets who were confused and despondent without hope. Their mistrust of adults, combined with no mandate for public agencies to provide services, leaves these youth vulnerable to victimization.

The "High Risk Youth Project" provides direct services for some of these youth where and when they are accepting of these services. This program also integrates existent services in the Hollywood-Wilshire District into a network of helping resources for these high-risk youth. The following is a condensed version of Mr. Yates' report.

A number of medical and social service agencies existed in the Hollywood-Wilshire District prior to the initiation of the High Risk Youth Project in 1982. Many of the youth in that area, however, avoid traditional service providers out of ignorance or fear. A runaway might be hesitant to approach an "establishment" organization for fear that he/she would be reported to the police. Also many of what we define as "problems" are conversely seen by youth as "solutions" for which no services are needed or sought. For example, teenage prostitutes often see themselves as having solved the dilemma of money for food, housing, and other needs. It's only when they contract a venereal disease, become pregnant, or develop other health problems that they seek help. Similarly, a young drug or alcohol abuser may see the use of these substances as a way of avoiding problems, rather than problems themselves.

To consolidate services for these youngsters and to treat all the problems that beset them, the High Risk Youth Project deals with youth at the time and place that they ask for help. For this reason, most of the services to be provided under this program take place in the setting of the Los Angeles Free Clinic, which has long been a refuge and a safe source of services and information for this client population. The free medical care aspect of the clinic creates an open door for young people whose entry point into the health and social care system is primarily a medical complaint (e.g. venereal disease, infection, etc.).

As the program continues, it is projected that there will be a large cadre of specifically trained and expert professionals in this and other communities able to treat the young client with specialized competence. It is also projected that the adolescent and young adult population of this community will have improved access to and information about services available to them. Most importantly, these youth will know how to maintain satisfactory physical and mental health status.

Rather than merely treat the presenting problem (e.g. a shot of penicillin for venereal disease), physicians on the program are trained to work with young people as "whole persons." In the course of the medical examination, physicians conduct a psycho-social interview with their young patients to determine further areas of need which may be present such as food, shelter, a job, mental health and drug abuse counseling. If such needs are identified and if the young person accepts assistance in any of these areas, the physician will introduce them to another member of the interdisciplinary team (social worker, counselor, health educator, etc.). In order to complete this indepth interview, physicians on the program spend an average of 45 minutes with each young person.

This psycho-social interaction by the physician creates an opportunity for the young person to not only receive excellent medical care, but also to be educated about risks, provided with information and referrals to other services, informed about relevant health issues, and offered assistance in meeting some of the basic "socio-physiologic life needs." Once these base issues have been resolved, counselors are available to assist with more psycho-social growth areas such as self-esteem. It is through the identification of these basic life needs

and their resolutions that the "solutions" (e.g. prostitution and drug abuse) can begin to be viewed as "problems" by the young person, thereby opening a door for change and creating an opportunity for many youth to become contributing and productive citizens of our society.

In order to foster networking and cooperation and to meet the needs of high risk youth in the most comprehensive manner, the program works closely with nearly a dozen organizations in the Hollywood-Wilshire area. These include Options House and Children-of-the-Night, both centers for run-aways; the Gay and Lesbian Community Center; the Do-It-Now Foundation which counsels drug abusers; and several more traditional agencies such as the County Department of Social Services and the Los Angeles Police Department. If a youngster's needs cannot be met completely at the youth clinic, he is referred to one or more of these services for assistance. One of the program staff makes personal contact with a staff member of the agency accepting the referrals and follows up to see that the assistance was received. This referral process is a two-way street as these organizations provide an important source of referrals to the High Risk Youth Project. As a means of facilitating this process, representatives of these organizations sit on the project's Community Advisory Committee. The Committee includes several young people and meets on a quarterly basis to provide input and advice for program function and direction. The program also promotes networking of services for youth by implementing a series of community workshops for professionals working with youth in the Los Angeles area.

During its first three years of operation, the Los Angeles High Risk Youth Project has demonstrated successful attainment of its philosophy and goals. More than 3,000 young people have received services through the program's youth clinics and many have been diverted from repetitive cycles of self-destructive behavior toward more rewarding satisfying lives. In addition, over 200 professionals (physicians, nurses, social workers, psychologists, health educators, etc.) have received on-site training and many will continue to use their new-found skills to assist youth in communities across the nation. The positive impact of the training program is demonstrated by the fact that since the program's beginning, the training program in adolescent medicine at Children's Hospital has become one of the most popular for third-year pediatric residents. Finally, more than 3,000 community professionals representing 250 agencies and organizations have participated in the program's community workshop series.

Terry Moriarty—Executive Director, Santa Cruz Community Counseling Center

This program provides a wide variation of services for "at-risk" youth and their families. Services include employment assistance, school counseling, tutoring and family and individual counseling. This program places an emphasis on substance abuse counseling and crisis counseling services. Law enforcement and probation officials in Santa Cruz County utilize this program as the primary 601 (status offender) service agency. The clients are directed toward

accepting responsibility for their own behavior. The Director verbalizes this as "providing real limits and real opportunities."

Approximately 6,000 crisis calls are handled per year; over 600 family units are treated each year; and placement for over 100 high risk youth are provided. This program also facilitates over 50 other youth placements each year.

Mr. Moriarty spoke about the process that "is pertinent to any serious strategy that's proposed to meet a social need." That process is *denial, blame, competition for solutions, acceptance* and *coordination*.

The example of *denial* given by the speaker was the refusal to admit that runaway kids are in need of services. Instead they are seen as delinquents and should be ignored or punished. The next phase, *blame* is verbalized as "it's the school's fault, the police department's fault, the kid's fault, etc. The next step in the process is *competition for solutions*. This results in "mine's better than," or "I have the whole solution to the problem."

The next step identified in the process is one that is more productive. That is *acceptance* of both the problem and of limited and inter-dependent solutions. Mr. Moriarty spoke of his hope that youth-serving agencies and organizations have stopped blaming each other and stopped competing with each other for limited resources. He suggested that "maybe we can, as a limited participant in a multifaceted system, truly realize some new and more effective solutions."

The staff of the Santa Cruz Community Counseling Center began with the assumption that their responsibility was to "save kids" and to have the answers to the youth's problems. That assumption has progressed to treating whole families in close cooperation with schools, law enforcement, probation and other public and private youth-serving agencies.

The four basic elements that contribute to the success of the Santa Cruz Community Counseling Center are *accessibility, acceptance, integration* and *support*.

Accessibility to youth and to the community is accomplished through 10-12 hours per day staff availability, in person, supplemented by 24-hour availability by phone. In a crisis situation, a trained staff person is available at all times through a beeper system. The program has bi-cultural/bi-lingual staff. Staff members circulate in the community and regular in-person contacts are made with schools, law enforcement agencies and probation department staff.

Acceptance by parents, youth and youth-serving agencies is maintained by providing fair, realistic services and through open communications.

Integration has been made into the system and the community. This is a program that doesn't just serve the community, but is a part of the community.

Support is an absolute necessity and there has been adequate funding for this program. Without adequate funding, the other necessary elements of a successful program are difficult to sustain.

Lt. James Trimble—Deinstitutionalization of Status Offenders Program, Hayward Police Department

This program is a unique unit in which six sworn police officers and seven family counselors work. They are supervised by a family counselor. Other D.S.O. programs operate throughout Alameda County, but this is the only one in that county run by and housed out of a police department. Each community in the county has a community-based program that contracts with the Alameda County Probation Department.

The coordinating body for this countywide operation is the Alameda County Juvenile Officers' Coordinating Council. The Council has members from the probation department, law enforcement agencies and schools. The juvenile court judge is also a member of that Council.

The patrol officers in the Hayward Police Department receive 30 hours of crisis intervention training. These officers network with the program officers and other resources including two crisis homes. The probation department, private groups, and law enforcement all have a vested and coordinated interest in the processing and treatment of these youth. The police identify and work with status offenders and their families.

This is a 24-hour program. As soon as a youth arrives at a crisis receiving home or the Crisis Program, the involved family is called.

This operation enables law enforcement and therapists to find out why these youth are status offenders. What are they running from? Abusive and non-supervising parents are identified and brought into the problem resolution effort at the time of the crisis.

Through the utilization of the Deinstitutionalization of Status Offenders (D.S.O.) Unit, patrol officers are able to identify status offenders and to utilize all of the available community resources for treatment. Officers have noted a decrease in repeat status offenders and this operation has proven to be the least expensive and most effective method of processing these youth.

Tad Kitada—Coordinator, Child Welfare Attendance—Grant Union High School District

Mr. Kitada was invited to participate in this panel because of his success in coordinating school efforts to gain acceptance of the re-entry of high-risk youths into school. Truants and youth in shelter-care often return to an unaccepting school situation. Successful return of these youth to the community may depend on coordination of the probation department, schools, law enforcement and other youth service agencies. More specifically, Mr. Kitada expressed the belief that School Attendance Review Boards (S.A.R.B.) should play important roles as providers of service to youth and as a coordinator of agencies which serve youth. The legislative intent according to this viewpoint was more than that of an enforcement organization.

The S.A.R.B., as presented by Mr. Kitada, is a community function, not just another "school meeting." In the Grant Union High School, members include officials who provide services to youth, such as the sheriff, and the meetings are convened in the Municipal Courthouse. Those involved in ser-

ving high-risk youth are actively involved in the S.A.R.B. A more complete evaluation of each family problem is completed and the S.A.R.B. is involved in creating needed resources. Those resources include partnerships between high-risk youth and senior citizens. This program includes informal counseling, tutoring and recreational activities.

Student peer groups were formed by S.A.R.B. to help habitual truants get to school on time. One student calls another in the morning to assure attendance. Chicano students, who were identified as leaders and were successful students, were paired with ninth and tenth graders. These peers encouraged regular attendance and stressed the importance of school. A peer leader might be a low-rider and, therefore, a peer with whom a Chicano student would identify, but the peer leader must also be a successful student who would lead another student to regular school attendance and active scholastic participation. The overall emphasis of this S.A.R.B. is to ensure the availability of services to students.

SMALL GROUPS

The second segment consisted of the participants breaking into four small groups of approximately ten people in each group, representing as wide a variation of agencies as possible. A facilitator and a recorder assisted each group.

All groups were given the same four issues to address. Those issues were:

- ⊙ Mandates to provide services for status offenders (who—under what conditions—how?)
- ⊙ Problems with existing services—are these services adequate or appropriate?
- ⊙ Problems of unmet status offender needs—are services available?—What kinds of services are lacking or totally unavailable?
- ⊙ How do we expand/replicate successful programs or processes to other California locations?

The groups completed their meetings with numerous recommendations to improve services for status offenders. These recommendations were utilized to develop the workshop product.

WORKSHOP PRODUCT

The product of this workshop was the previously mentioned working draft which advocates major changes in providing services to status offenders. The draft is included as Appendix B.

The term status offenders is replaced with "*Youth In Need of Service*" (YINS). The emphasis of YINS includes:

- ⊙ Assuring that a specific agency representative has primary responsibility for each youth in need of service.
- ⊙ Providing services based on the needs of the youth; not solely on symptomatic behavior (e.g. why did the youth run away from home, not just that he or she is a runaway).

- ⊗ Assuring the youth would not have to escalate to 602 (criminal) behavior in order to get services.
- ⊗ Assuring that networking and communication between youth-serving agencies and organizations, both public and private to be open and continuous.
- ⊗ Assuring that youth with multifaceted needs receive multifaceted services.
- ⊗ Assuring a multidisciplinary assessment of each youth in need of service.

The Transfer of Knowledge Workshop working draft sets forth the following:

The YINS Act should abandon the concept of the "status offender" and should be founded on a demonstrated unmet need for service rather than symptomatic behaviors such as being beyond control, truant or a runaway child.

The guiding principle of reform should be prevention and diversion through collaborative and collective efforts of all community resources. There is a recognition that many communities lack sufficient resources to meet the needs of youth effectively, especially those suffering from multiple anomalies. *This proposal does not suggest that sufficient resources are available.* The needs of youth extend far beyond the scope of this reform. However, the methods and systems proposed can maximize the use of available resources for multi-problem youth.

The purpose of this proposal should not be interpreted to provide all unmet needs nor should it be viewed as a means of abdicating any existing responsibility to meet the needs of dependent, pre-delinquent or delinquent youth. Services in education, mental health, substance abuse and juvenile justice must continue and are in dire need of enrichment.

This proposal is geared to those youth who do not clearly fall within the purview of existing agencies, those whose needs are multiple in nature and those whose needs are not presently being met at an early stage or those who now often "fall between the cracks" of existing systems.

Youth in need of service should only be petitioned to the Juvenile Court as a last resort when all collective resources to divert the youth have been exhausted.

It is further recognized that there is no systematic method of identifying service gaps at the local level so that a concerted effort can be made to fill these gaps. The provision of a multidiscipline approach to youth in need of service can serve to readily identify service gaps and call these to the attention of agencies and legislative bodies.

The working plan places the initial responsibility on the agency that is first aware of the YINS. This includes private agencies, law enforcement, schools and a wide variation of other private and public organizations. If possible, the youth's needs should be met expeditiously by resources available to that agency.

Those youth whose needs are not currently being expeditiously met would be referred to a *Multidiscipline Assessment Team (MAT)*. Each county would have one or more MATs. Each of these teams would have representation from:

- ⊙ Law enforcement
- ⊙ Probation
- ⊙ Social services
- ⊙ Mental health services
- ⊙ Drug and alcohol services
- ⊙ Health services
- ⊙ Education
- ⊙ Community-based private service agencies
- ⊙ And others determined at local option

The Multidiscipline Assessment Team would accept referrals, conduct a needs assessment, designate a lead agency for each referral, and as a last resort recommend a petition to the juvenile court.

The combined knowledge and resources of the MATs would be available to each "Youth In Need of Service." The local MAT would also identify service area gaps and needed resources.

A state MAT would receive annual reports from each of the local teams, thereby developing information crucial to the provision of services to these youth on a statewide basis.

If a YINS is petitioned to appear before the juvenile court by the probation officer, the court could find that it had jurisdiction over the minor as a Youth In Need of Service. Upon determination of this jurisdiction, the court could order the provision of other services in the community, direct the parents to comply with court orders, order limited secure custody to enforce court orders or remove parental custody and direct appropriate placement.

The participants arrived at the conclusion that youth with multifaceted needs often receive little or no services. Those youth with clear single-service needs were more likely to receive a clearly defined service. Therefore, in order to be selective of the youth who would be eligible to be judged a YINS, these youth would have demonstrated a need for multifaceted services as shown by at least two of the following:

1. Family conflict which is beyond the family's ability to resolve.
2. School attendance and/or behavioral problems.
3. Non-disabling emotional instability.
4. Minor delinquent behavior including drug and alcohol abuse.
5. Victimization through sexual or psychological abuse.
6. Homelessness.

The workshop product also included a *State Multidiscipline Assessment Team* (the State MAT). Membership on this group would include:

- a. State Superintendent of Education
- b. Attorney General
- c. Representative of the Chief Probation Officers Association
- d. Representative of the California District Attorneys' Association

- e. Director of the State Department of Social Services
- f. Director of State Mental Health
- g. Director of the State Health Department
- h. Director of the State Alcohol and Drug Programs
- i. California Child, Youth, and Family Coalition
- j. California State PTA

The local Multidiscipline Assessment Teams shall keep and report statistical records of cases referred and outcomes to the State Multidiscipline Assessment Team.

The state organization shall annually report to the Legislature and Governor on the status of YINS, including the need for services not available.

WORKSHOP OVERVIEW

Dr. Tom David of the BUSH Program in Child and Family Policy, UCLA School of Social Welfare, summarized the entire workshop.

Dr. David noted that the full spectrum of government and private agencies and organizations concerned with status offenders were represented as participants. He also commented that, in spite of diversity of opinion on definition of issues and policy responses, the participants emphasized points of agreement.

Dr. David wrote that the participants went from confusion to consternation to confidence and finally achieved remarkable consensus.

The consensus recommendations included:

- ⊙ Redefine "601"
 - The new definition should take into account not only an expanded list of chronic behavior but also causal factors (e.g. emotional disturbance, substance abuse, availability of parent, family disruption, history of abuse).
 - The term "status offender" itself should be changed to reflect the true nature of this population; i.e., that they are troubled youth in need of service.
- ⊙ Require a thorough assessment of these youth by a multidisciplinary assessment team to ensure an accurate diagnosis and referral to appropriate resources.
- ⊙ A lead agency should be designated which has ultimate responsibility for the management of each individual case.
- ⊙ Develop statewide standards of service that establish interagency coordination and training in how to deal with this population.
- ⊙ Develop a continuum of care for youth in need of service including long-term residential care, preparation for emancipation and provision of short-term crisis intervention placements.
- ⊙ Develop, on a county level, a planned and coordinated provision of services.
- ⊙ Identify, with the direction of county multidiscipline assessment teams, unmet services for a wide group of status offender youth who are currently unserved or underserved.

- ⊗ Enhance and coordinate existing services in schools, mental health and protective services with an emphasis on reaching out to Youth In Need of Services.
- ⊗ Publicize successful status offender programs through the media and association newsletters.
- ⊗ Establish countywide clearinghouses for Youth In Need of Service strategies.

The Appendix includes both Dr. Tom David's workshop summary and the working revised draft of the workshop product. These reports provide more information regarding group recommendations.

CONCLUSIONS

It was the unanimous conclusion of the participants that the Youth In Need of Service model *would not* resolve the status offender problems in the State of California. Greater resources will be necessary to address the housing, educational, drug, child abuse and other causal factors relating to status offenders. However, the YINS model would offer several potential benefits within existing resources.

This model would provide services to some of those youth who are now falling between the justice system service gaps. In order to bring about this improvement, Section 601 of the Welfare and Institutions Code would be redefined. The emphasis would be directed toward the causes for the youths' behavior rather than on the behavior itself.

Responsibility would be placed on a specific agency or organization to ensure that each Youth In Need of Service received services. This would be accomplished through the Multidiscipline Assessment Team. Local assessment and the provision of services would assist youth before they committed criminal offenses. The responsibility to provide these services would be mandated. The advantages of networking and coordinating the provision of services would be inherent in the operation of the assessment team.

The participants of this workshop continue to meet to further develop the YINS Model. The participants are informing and involving their fellow workers and professional organizations.

Further information regarding this Transfer of Knowledge Workshop may be acquired by contacting:

California Youth Authority
 Prevention & Community Corrections Branch
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APPENDICES

Summary of CYA Transfer of Knowledge Workshop on The Status of Status Offenders

Sacramento, April 22-24, 1986

By

Dr. Tom David

**BUSH Program in Child & Family Policy
UCLA School of Social Welfare**

By design, the participants in the meeting represented the full spectrum of government and private agencies concerned with status offenders, including law enforcement, probation, the courts, schools, and community-based organizations. As might be expected, there was some diversity of opinion regarding this population on basic matters such as definition of the issues and appropriate policy responses. But several of the first-day speakers set the tone for the meeting by encouraging the participants to emphasize points of agreement and to focus their efforts on activities they might undertake subsequent to the workshop. As the small groups went to work, they took that advice seriously. The end result was a striking unanimity of opinion on a recommended course of action. All four groups felt that Section 601 of the Welfare and Institutions Code should itself be reworked before a new generation of policies can be developed. Moreover, they developed a variety of concrete proposals to change the definition of status offender and to describe appropriate governmental responses that recognize the underlying family problems that contribute to runaway, truant and incorrigible behavior.

Three seemingly contradictory words describe the starting point of the workshop: confusion, consternation, and confidence. After describing each, the recommendations of the groups (which achieved remarkable consensus) and prospective next steps will be summarized.

Confusion

Several participants initially expressed their confusion about the purpose of the workshop in fairly direct terms. "Why am I here?" "What is new since AB 3121 that makes us think we can have an impact on these kids?" are two of the questions that were asked. More common was confusion about the exact nature of the population of young people that are rather loosely referred to as "status offenders." Anecdotes about specific cases related by individual speakers reflected this confusion. Some cases described were clearly victims of abuse (ostensibly 300s) while others had committed crimes (supposedly 602s). Where do 601s fit in this spectrum? Is there such a thing as a "pure" 601 a la the Michael G. case, or is "601 behavior" merely one possible outcome of a random sampling of behavior from a troubled adolescent who at another moment might just as easily be classified as a dependent or a juvenile ward? The Welfare and Institutions Code is also unclear in this point. Participants referred to Section 601 expecting to find clear definitions of status offender "types." Instead, they only found reference to "beyond control of parents" and truancy.

There was considerable variation in mental images of status offenders among the participants based on their own background. School people, for example, tend to define 601s as truants. Law enforcement is more likely to see them as runaways. Similarly, many participants were unclear whether "status offenders" referred only to formally adjudicated 601s (a very small number of cases) or to the larger group of young people engaging in "601-type" behavior. Some participants also seemed to be referring primarily to the 5%–20% (estimates varied) of status offenders who are "chronic" or "hard core" runaways and truants, for whom there appears to be no current remedy. These multiple sources of confusion were directly reflected in the amount of time that the discussion groups later chose to spend examining current mandates and redefining the notion of status offender.

Consternation

A high level of frustration was expressed by many of the participants about the current status of this population and policies affecting them. That consternation stimulated some rich metaphorical allusions in the speakers' presentations: the need for "fangs" or a "hammer" or a "sword of Damocles" to toughen the current law; the notion that "the train has already left the station," thus stymieing policy initiatives; and the description of the current situation as "train tracks leading over the cliff." It is interesting that the emotions these images conjure up—aggression, abandonment, self-destruction—describe not only professionals' feelings about this population but also the way these young people feel themselves.

There was consternation about the changing demographics of the status offender population. The kids are more disturbed and from more pathological families, yet so few of them are being served by existing agencies. In particular, participants reported that they had been unable to connect adolescents with needed help in the mental health or child welfare systems. In some jurisdictions, a young person must commit a 602 offense before services will be provided.

Others expressed frustration with current law. In essence, it prescribes what cannot be done (secure detention) but not what should be done with this population. Also, except in the case of Michael G. in Fresno, judges have been unable to enforce a court order with status offenders, thus leaving them in a position of limited authority. As Dennis Sweeney summed up the current law, "It leaves it up to the kid to catch our attention."

Conference participants also registered their dismay about larger societal forces that may dictate policy for this population such as the emerging crisis in school liability and impending federal budget cuts that could directly affect runaway and delinquency prevention programs. But perhaps most of all, the participants expressed frustration about those chronic runaways and truants that all recognized we are losing.

Confidence

Despite their frustration, the workshop participants were confident that we do know something about how to effectively deal with status offenders and

that there are a number of model programs around the state that are worth replicating. Several counties feel that they are doing a good job of coordinating resources to serve this population. Moreover, there was a general sentiment that we can identify the key characteristics of successful programs.

Networking among participating agencies was central to all the effective programs described. It creates a sense of ownership of the project within each of the organizations. In some instances, this has meant that the organizations took responsibility for creating needed resources (e.g., volunteer programs) rather than simply expressing their frustration at the lack of same. Collaborative give-and-take relationships have evolved between public and private agencies that exemplify the true spirit of partnership.

Making services accessible to young people in a setting that they trust (e.g., a free clinic or community counseling center or a place "owned" by the community such as city hall) is another characteristic of effective programs. Hot lines that operate on a 24-hour basis and mobile counseling teams that go to the problem are other aspects of accessibility.

A focus on underlying causes rather than behavioral symptoms is another attribute shared by successful programs. Status offender behavior is often indicative of family problems that require a response to the entire family rather than just the young person. Thorough assessment is essential to ensure appropriate referrals. Also, early identification of family problems (e.g., via poor school attendance in the early grades) is not only possible but desirable to stimulate intervention before difficulties escalate to an unmanageable level.

Overall, making the process visible and concrete to all participants (the youth and agency personnel) is another key to success. As Terry Moriarty put it, a program needs to provide young people with both real limits and real opportunities. Also, Jim Trimble noted that the strong support provided by law enforcement to the program in Alameda County resulted from their ability to see success. Most status offender youth are helped via family reunification or referral to programs that work. They do not end up right back on the street. Law enforcement's confidence in the efficacy of the programs ensures their continued involvement.

Consensus

Working independently, the four discussion groups reached a surprising degree of consensus on the key issues and on recommended courses of action regarding status offenders. As noted earlier, all of the groups devoted the largest portion of their time to the question of current policy mandates, focusing on the definition of "status offender." They concluded that the current definition is unclear and describes certain categories of behavior without addressing underlying causes or service needs. Second, they noted that services are not mandated for this population. The law specifies the authority to act but no process or accountability or guidelines regarding standards or service. When these factors are considered in the context of inadequate funding, it is not surprising that status offenders are a low priority in most jurisdictions.

The consensus recommendations regarding service mandates were:

1. Redefine "601"

- a. The new definition should take into account not only an expanded list of chronic behavior (e.g., emotional disturbance, substance abuse, school adjustment problems) but the family situation (e.g., availability of parent, family disruption, history of abuse) as well.
 - b. The term "status offender" itself should be changed to reflect the true nature of this population; i.e., that they are troubled youth in need of service. One group suggested "Children and Youth in Need of Service" or CYNS as a new description for this population.
2. Require a thorough assessment of these youth by a multidisciplinary assessment team to ensure an accurate diagnosis and referral to appropriate resources. A lead agency should be designated which has ultimate responsibility for the management of each individual case.
 3. Develop statewide standards of service that establish interagency coordination and training in how to deal with this population.

The next question the working groups addressed was services for status offenders. Here, again, they identified the lack of statewide standards as a critical issue. They felt that this situation results in uneven delivery of services as well as differential rates of adjudication and escalation to 602 across jurisdictions.

Lack of coordination among affected agencies was also singled out as a major problem in the current status of service. This disconnectedness is a consequence of unclear lines of responsibility for this population. The result is a lack of planning and training and increased tension around organizational turf issues. Similarly, they noted that although different "pieces" of a treatment system exist (e.g., emergency shelter, crisis counseling), there is no real continuum of care for this population that includes needed services such as long-term residential care, preparation for emancipation and respite care options. Once again, a lack of funding contributes to the inadequate level of treatment resources.

Recommendations regarding current services addressed two levels of government. The participants called for planning at the county level to more effectively utilize existing resources, identify the population to be served, ensure interagency coordination and monitor service quality. Such planning could be made a requirement of the AB 90 funding process or stimulated via incentive grants from the Youth Authority. Another policy option is to tie a planning requirement into SB 883. They also recommended planning at the state level to develop a statewide system that specifies a minimum level of services and standards of quality.

The third question addressed by the discussion groups was unmet needs. While noting that they had already partially answered this question, they did identify three areas in which new initiatives are needed. First, they recommended the development of status offender services for several special populations who are currently underserved or unserved: minorities, gay and lesbian youth, refugees, learning disabled, substance abusers, severely emotionally disturbed and "multimodal" (multi-problem) kids.

The second recommendation for unmet needs was to enhance existing services in schools, employment training, mental health and protective services to ensure better outreach to 601-type youth. Currently, there is no incentive for these systems to provide help to young people perceived as "difficult cases," yet they are in the best position to undertake early identification and intervention. A third, related recommendation was for better coordination and integration of these existing services. The successful models shared at the workshop all emphasized interagency coordination, yet that remains the exception rather than the rule statewide.

The fourth question addressed by the groups was how to replicate "what's working." There was general consensus that any diffusion of knowledge efforts should concentrate on the replication of currently successful models, particularly those emphasizing interagency networking. A variety of media strategies were recommended to help publicize these models, ranging from articles in association newsletters to public service announcements to "road shows" (to demonstrate program ideas face-to-face) to working with producers of popular TV shows to incorporate appropriate content into a program episode.

Mechanisms for replication at the county level were also discussed. It was recommended that an umbrella organization be identified within the county to serve as a clearinghouse for 601 strategies. That organization should have broad-based credibility in the community and support for its 601-related activities should begin at the highest level of the administration. The Youth Authority could play a pivotal role here in ensuring that its youth service bureaus exemplify the networking model.

Commitment

While the workshops generated a great deal of enthusiasm among the participants along with several concrete policy proposals, real change will require individual commitment to affect institutional priorities. There was broad-based consensus on the need to redraft Section 601 of the Welfare and Institutions Code. The workshop participants represented organizations with the ability to bring such a proposal onto the political agenda. What is required, all agreed, is careful collaboration to ensure a united front among their disparate constituencies. Plans were made for subsequent meetings in both the North and the South to carry the recommendations of the workshops forward.

STATUS OF STATUS OFFENDERS A MODEL OF REFORM

"YOUTH IN NEED OF SERVICE ACT"

PREFACE

The term "status offender" is frequently used to describe youth who may fall within the jurisdiction of the juvenile court under Section 601 of the California Welfare and Institutions Code. This statute describes jurisdiction by behaviors: 1) being beyond the control of parents by persistently and habitually refusing to obey reasonable and proper orders and directions of parents, guardians or custodians; 2) violating age-based curfew ordinances; 3) habitual truancy or failure to respond to direction of school authorities and failure to respond to directives of a school attendance review board. Generally "status offenders" may be described as youth whose behavior is not acceptable, but who have not committed an offense which would be a crime if they were over the age of 18. It is important to note that California statutes do not define "status offender" nor do they cite runaway as a behavior which in itself might bring a youth within the jurisdiction of the juvenile court.

A national movement to deal with "status offenders" apart from delinquents resulted in changes in California statutes in 1977 which prohibit secure detention for non-delinquent youth, except under very limited time frames and circumstances. These statutes and prohibitions against comingling "status offenders" with delinquents have substantially diminished the ability of the juvenile court to effectively enforce its orders and directions. This has impacted arrest and adjudication of youth falling under the jurisdiction of Section 601 WIC.

The immediate and continuing impact has been one of frustration for authorities and parents intent on meeting the service needs of these youth so that they don't become delinquent. Current statutes have ambiguous and vague delineation of mandates to provide services for these youth and many fall through the gaps of service which exist throughout the state.

Statutes have been enacted which permit limited secure detention (24 hours or 72 hours for out-of-state runaway youth). Legislation to extend secure detention to five days for assessment and diagnostic purposes has been introduced. These statutes still prohibit comingling with delinquents. Few counties have the ability to provide separate secure detention due to prohibitive expense. Therefore, secure detention of "status offenders" is in fact rarely provided. Many believe secure detention does not serve to resolve basic problems and may serve only to aggravate the basic relationship breakdown between parent and child.

Based on national studies of runaway youth, it is estimated that 200,000 to 400,000 youth run away each year in California; yet only one in five are arrested. These runaways vary from brief departures spent with friends or relatives, to youth who become permanently homeless living on the streets and susceptible to exploitation. National studies indicate that 36% of youth who

run do so because of physical or sexual abuse; 44% are from families of severe and long-term problems; and 20% run from temporary or less severe crisis. Twenty-five percent of runaways become "street kids."

There is no typical runaway, but they tend to be adolescents from every community and ethno-economic strata. Some are "pushouts" and "throwaways," abandoned by parents. Federal studies indicate the reasons children leave home are: (1) poor communications with parents; (2) fear of abuse; (3) unreasonable demands by parents; and (4) disruption within the family. Children run from situations, not to different environments. These youth typically see no alternative for themselves. Existing statutes do not differentiate runaways who are escaping intolerable conditions from those youth who are kicked out or those who are simply unruly from those who suffer from emotional problems.

It is not unusual for a youth to be denied service when their needs are multifaceted. Those who clearly fall into a mandated service area are most likely to receive service while those with multiple needs may either be mislabeled or receive no service at all.

Parents, officials and service providers express much dissatisfaction in the present "status" of status offenders. There is no clear mandate to provide services which prevent, deter or treat; the definition of jurisdiction is vague and not accurately descriptive; and intervention is controlled by behaviors rather than assessment and provision of services to meet the needs which generate the behaviors. These frustrations often result in a call for secure detention but it is evident that "lockup" alone will not resolve the complex issues related to these youth in need of service.

AREAS WHICH NEED ATTENTION AND LEGISLATIVE REFORM

- I. Jurisdiction and Mandates.
 - A. A clarity of definition of youth in need of service which shifts the focus from symptomatic behavior toward assessment of causal factors, prevention, and diversion from formal handling whenever possible.
 - B. A clear mandate for provision of services for youth in need who do not fall within other mandates placed on local and state agencies.
 - C. Authority in the Juvenile Court to set limits of behavior which are in the best interest of the minor and the Court's ability to enforce its orders.
- II. Provision of Needed Services.
 - A. Emergency shelter for runaway and homeless youth.
 - B. Immediate crisis counseling.
 - C. Delivery of services by the appropriate existing service system following assessment and referral.
 - D. Long-term out-of-home residential services.
- III. Improved Networking between Local Service Delivery Services.
 - A. Avoidance of inappropriate labeling of youth in need of service.
 - B. Provision of multi-disciplinary assessment.
 - C. Prevention and diversion from formal handling by the Juvenile Justice

- System should predominate wherever possible.
- D. Improved data base and services planning effort.

RECOMMENDATIONS

It is felt that a major redrafting of Section 601 and other related sections of the Welfare and Institutions Code is needed which reflects the following principles and procedures of a "Youth in Need of Service Act" (YINS).

Purpose and Principles:

The YINS Act should abandon the concept of the "status offender" and should be founded on a demonstrated unmet need for service rather than symptomatic behaviors such as being beyond control, truant or a runaway child.

The guiding principle of reform should be prevention and diversion through collaborative and collective efforts of all community resources. There is a recognition that many communities lack sufficient resources to meet the needs of youth effectively—especially those suffering from multiple anomalies. This proposal does not suggest that sufficient resources are available and the needs of youth extend far beyond the scope of this reform. However, the methods and systems proposed can maximize the use of available resources and minimize multi-problem youth from receiving little or no service.

The purpose of this proposal should not be interpreted to provide all unmet needs nor should it be viewed as a means of abdicating any existing responsibility to meet the needs of dependent, pre-delinquent or delinquent youth. Services in education, mental health, substance abuse, and juvenile justice must continue and are in dire need of enrichment.

This proposal is geared to those youth who do not clearly fall within the purview of existing agencies, those whose needs are multiple in nature and those whose needs are not presently being met at an early stage or those who now often "fall between the cracks" of existing systems.

Youth in need of service should only be petitioned to the juvenile court as a last resort when all collective resources to divert the youth have been exhausted.

It is further recognized that there is no systematic method of identifying service gaps at the local level so that a concerted effort can be made to fill these gaps. The provision of a multi-discipline approach to youth in need of service can serve to readily identify service gaps and call these to the attention of agencies and legislative bodies.

Jurisdictional Definitions:

A Youth in Need of Service (YINS) is a minor under the age of 18 who has demonstrated a need for service or whose circumstance can be described by two or more of the following situations and who has been provided a service which has not been effective in resolving or correcting the need for service.

Circumstances depicting need for service are:

- A. Family conflict which is beyond its ability to resolve.

- B. School attendance and/or behavior problems which cannot be resolved by the educational system.
- C. Non-disabling emotional instability which cannot be handled by the family or a singular service agency.
- D. Minor delinquent behavior including drug and alcohol abuse which does not necessitate formal action by the Juvenile Court.
- E. A history of victimization.
- F. Homelessness.

Service System Plan:

Whenever possible, the youth's needs should be met immediately and expeditiously by the resources of whichever agency first discovers the need. This includes private agencies, police, shelters, schools, social services, mental health, drug abuse services or probation departments.

A. The MAT:

It shall be required that there be one or more Multi-Discipline Assessment Teams (MAT) in every county. Each MAT shall have the responsibility to:

- 1. Accept referrals from any individual or agency of a youth whose need for service is not being met as defined.
- 2. To resolve through local community resources the youth's need short of petitioning of the YINS to the juvenile court by the probation officer.
- 3. To conduct a needs assessment by MAT agency representatives which considers the youth's welfare, the needs of the family and the prevention of unacceptable behavior as the primary objective.
- 4. To designate a lead agency responsible for the provision of services or securing services when the youth has multiple service needs. Such designation shall be at the discretion of the MAT. The lead agency shall accept case management responsibility for cases so assigned. The lead agency shall report back to the MAT on case progress.
- 5. Only upon exhaustion of all efforts and resources of the MAT shall any YINS be petitioned to the juvenile court.

B. Administration of MAT:

The administration of the MAT, interagency agreements, necessary support services and the number of MATs shall be at the determination of the County Board of Supervisors.

C. MAT Membership:

Each MAT shall have representation from:

- 1. Law enforcement.
- 2. Probation.
- 3. Social services.
- 4. Mental health services.
- 5. Drug and alcohol services.
- 6. Health services.
- 7. Education.
- 8. Community-based private service agencies.
- 9. And others determined at local option.

Juvenile Court Jurisdiction:

- A. YINS may be petitioned to appear before the juvenile court by the probation officer when the MAT reports that all services available have been unsuccessful in resolving the problem or meeting the need for service. A petition shall be filed by the probation officer when facts support the need for juvenile court intervention to protect the minor or others.
- B. Upon the hearing of evidence and consideration of the probation officer's report, the court may find it has jurisdiction over the minor as a youth in need of service.
- C. Upon determination of jurisdiction, the court may direct a continuance and the provision of additional services in the community while under the supervision of the probation officer.
- D. The court shall have jurisdiction to direct parents accordingly and to impose sanctions on parents failing to comply.
- E. The court may order limited secure custody necessary to enforce its orders. Such custody shall be separate and apart from alleged or adjudicated delinquents.
- F. The court may, upon exhaustion of other alternatives, declare a YINS to be a ward of the court, remove the minor from the custody of his or her parents and direct appropriate placement by the probation officer.

Data Base and YINS Planning:

Local MAT groups shall have a responsibility to maintain statistical records of cases referred and outcomes and shall report such data to a state level MAT of comparable representatives. The state MAT shall forward such data to the State Department of Justice.

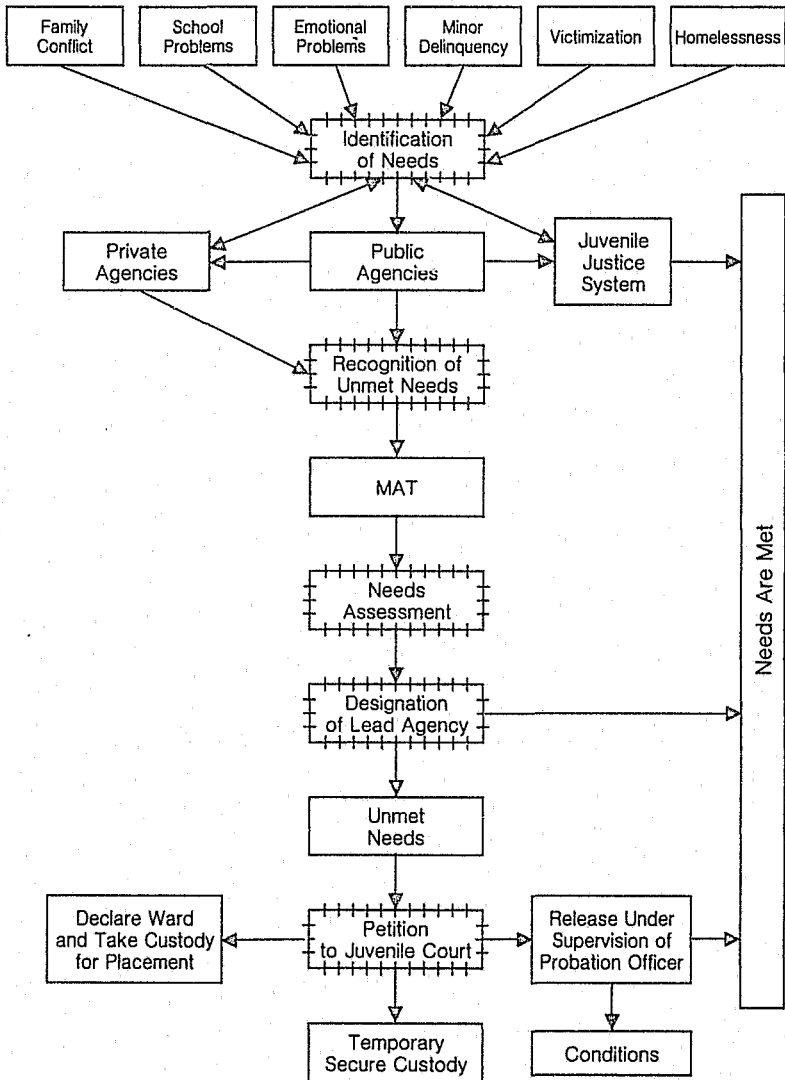
Local MAT groups will also be responsible for identifying service area gaps or lack of needed resources for YINS and shall report its findings annually to the county board of supervisors and to the state MAT. The state MAT will provide the Legislature and the Governor an annual report on the status of YINS including the need for services not available.

Needs for Services:

Provisions for the following services for YINS are needed in every community:

- A. Family crisis intervention services.
- B. Temporary protective shelter on a voluntary basis (2 to 15 days).
- C. Long-term out-of-home care in licensed community-care facilities as wards of the juvenile court.
- D. Emancipation services preparatory to independent living.
- E. Non-traditional, non-residential educational services.
- F. Residential centers for homeless youth.

YINS SYSTEM
(Circumstances Demonstrating a Need for Service)



PROGRAM

A TRANSFER OF KNOWLEDGE WORKSHOP STATUS OF STATUS OFFENDERS

April 22, 23, 24, 1986

THE BEVERLY GARLAND HOTEL
1780 Tribute Road
Sacramento, CA 95815-4493

TUESDAY, APRIL 22, 1986

| | | |
|--------------------------|--|---|
| 11:00 a.m.— 1:00 p.m. | Registration—Donner Room | |
| 1:00–1:20 p.m. | Introduction & Welcome | Ronald W. Hayes, Deputy Director California Youth Authority |
| 1:20–1:40 p.m. | Workshop Task and Schedule | Bernard Kammerer, Consultant California Youth Authority |
| 1:40–2:00 p.m. | Planning Committee | Jean McIntosh, Assistant Director Los Angeles County Department of Children's Services |
| 2:00–2:15 p.m. | Status Offender Legislation | Dorrine Davis, Assistant Director California Youth Authority |
| 2:15–2:30 p.m. | How to Effectively Impact Status Offender Legislation | Jane Henderson, Consultant on Senate Select Committee on Children and Youth |
| 2:30–2:45 p.m. | Mental Health Legislation Impact- ing Status Offenders | Sue North, Principal Consultant to Assemblyman Bruce Bronzan |
| 3:00–5:00 p.m. | Problem Identification <i>Panel:</i> Moderator John Bryan Los Angeles County Sheriff's Office | H. Kirkland Jones, District Attorney, The Kenyon Juvenile Justice Center Dennis Sweeney, San Francisco Probation Randy Meacham, Youth Advocates, San Francisco John Burton, Los Angeles Co. Schools Helen Knutson, Alameda Co. Social Services Agency |
| 6:00–7:00 p.m. | Dinner | Speaker Kenny Hahus, Deputy District Attorney of Fresno County, "Michael G.—(A Landmark 601 Case)" |

PROGRAM—Continued
A TRANSFER OF KNOWLEDGE WORKSHOP
STATUS OF STATUS OFFENDERS

April 22, 23, 24, 1986

THE BEVERLY GARLAND HOTEL
1780 Tribute Road
Sacramento, CA 95815-4493

WEDNESDAY, APRIL 23, 1986

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|------------------|---|--|
| 7:30-8:00 a.m. | <i>Continental Breakfast—Donner Room</i> | |
| 8:00-10:00 a.m. | "What is Working" <i>Panel: Moderator Queen Esther Watson, Department of Alcohol and Drug Programs</i> | Gary Yates, Director of High Risk Youth Project, Children's Hospital of Los Angeles Tad Kitada, Coordinator, Child Welfare and Attendance, Grant Union High School District, Sacramento Terry Moriarty, Santa Cruz Community Counseling Center James Trimble, Hayward Police Department |
| 10:15-10:30 a.m. | Facilitating Process | Linda Glassman, Chairperson California Child, Youth and Family Coalition |
| 10:30-12:00 noon | Small Groups | |
| 12:15-1:30 p.m. | <i>Lunch</i> | Speaker Senator Robert Presley |
| 1:30-3:00 p.m. | Small Groups | |
| 3:15-5:00 p.m. | Small Groups | |
| 6:00-7:00 p.m. | <i>Dinner</i> | Speaker Don Mathis, Prior Associate Director of the National Network of Runaway and Youth Services—Washington D.C., Present Project Coordinator Centinela Valley Juvenile Diversion Project |

THURSDAY, APRIL 24, 1986

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|------------------|--|------------------------------------|
| 7:30-8:00 a.m. | <i>Continental Breakfast—Donner Room</i> | |
| 8:00-9:00 a.m. | Small Groups | |
| 9:30-10:30 a.m. | Group Reports to General Assembly | |
| 10:45-11:45 a.m. | Development of Recommendations | Thomas G. David, Ph.D. U.C.L.A. |
| 11:45 a.m. | Closing Remarks | |

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