

# Report:

## **ALTERNATIVES TO THE COMMITMENT OF DEPENDENT-INCORRIGIBLE YOUTH**

State of  
Washington  
Department  
of Social & Health  
Services



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State of  
Washington  
Department  
of Social & Health  
Services

December 1, 1976



The Honorable Pete Francis, Chairman  
Senate Judiciary Committee  
Legislative Building  
Olympia, Washington 98504

Dear Senator Francis:

In accordance with Section 5, Chapter 71, Laws of 1975-76, 2nd Extraordinary Session, the Department of Social and Health Services is herewith submitting its report regarding the preparation of alternatives to the commitment of dependent-incorrigibles. This report is based upon a discussion of those populations directly impacted by the implementation of Chapter 71; i.e., the 133 dependent-incorrigible youths who would previously have been sent to a juvenile correctional institution; and the 1,079 dependent-incorrigible youths who would have been detained in a detention facility and will henceforth be placed in receiving home care. The report includes:

1. An inventory of services available for incorrigibles, in addition to institutions maintained by the department;
2. The efforts of the department to augment such services; and
3. A fiscal impact statement of Section 1 of this amendatory act.

The report is the product of a coordinated and cooperative dialogue between the department and community service delivery organizations. The department respectfully submits the attached report for your information and consideration.

Sincerely,

A handwritten signature in cursive script, reading "Milton Burdman".

MILTON BURDMAN  
Secretary

cc: Senate Social & Health Services Committee  
House Social & Health Services Committee  
Senate Ways and Means Committee  
House Ways and Means Committee

Enclosure

December 1, 1976

State of  
Washington  
Department  
of Social & Health  
Services



The Honorable Walt O. Knowles, Chairman  
House Judiciary Committee  
Legislative Building  
Olympia, Washington 98504

Dear Mr. Knowles:

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cc: Senate Social & Health Services Committee  
House Social & Health Services Committee  
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House Ways and Means Committee

Enclosure

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REPORT TO THE  
LEGISLATURE OF THE  
STATE OF WASHINGTON

\* \* \*

INVENTOR , AUGMENTATION AND FISCAL IMPACT OF  
SERVICES RESULTING FROM CHAPTER 71, LAWS 1975-76  
SECOND EXTRAORDINARY SESSION

\* \* \*

DECEMBER, 1976

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SECTION I

SUMMARY





## SUMMARY

### What the Law Does

The purpose of Chapter 71, Laws of 1975-76, 2nd Extraordinary Session is to provide an augmented social services program which allows the dependent-incorrigible child to remain in the community and the family environment. The child is to be separated from the parental home only when necessary.

When issuing a Juvenile Court order for the Care, Custody or Commitment of the Dependent-Incorrigible child after July 1, 1977, the juvenile court may commit that child to a State diagnostic and treatment facility for not more than 30 days and that commitment is subject to specific conditions, including separation of housing and treatment from delinquents.

Child Welfare Services (Chapter 74, RCW) are amended to emphasize the inclusion of the dependent-incorrigible youth. The Department was instructed to prepare a Report to the Legislature which includes an inventory of services for incorrigibles, institutions maintained by the Department, efforts of the Department to augment required services and the fiscal impact of the Amendatory Act.

### Target Population

The Department will be prioritizing its efforts to concentrate on the more serious dependent-incorrigible youth. This law does not address the total number of status offenders in the community (a status offense is a non-criminal act that subjects the child to the jurisdiction of the Juvenile Court). It is estimated that some 18,000 dependent-incorrigible youth could be processed by the juvenile courts in the State during the next biennium.

### Inventory of Services

The Department conducted an inventory of its available services for dependent-incorrigibles. The inventory also identifies the Departmental institutions which serve dependent-incorrigible children. The inventory data reflects a need for additional community services particularly in the areas of specialized foster family care and foster group care.

### Program Augmentation

The following program increases have been recommended:

#### Specialized Foster Family Care and Foster Group Care

An increase in existing receiving home placements will be required for dependent-incorrigible youth currently housed in county juvenile detention facilities. It is projected that approximately 2,200 of these youth per biennium will be placed in receiving home care. Medical costs are included in the following total.

TOTAL	\$ 211,447
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The Department will need to provide additional short-term and long-term foster care for the dependent-incorrigible youth who previously had been committed to the state's juvenile correctional institutions.

The Department is also planning to improve the quality of specialized foster care programs. Increased vendor rates are proposed to augment services provided to dependent-incorrigible youth in specialized foster family homes and in foster group homes and child care agencies.

The Bureau of Juvenile Rehabilitation will be transferring approximately 260 youth per biennium from institutional care to the Bureau of Social Services for specialized foster family care and foster group care. Foster parents will receive a total of \$262 per month for these youth while group care facilities will receive an average of \$600 per youth per month. Plans are to increase the specialized rate for disturbed adolescents to \$98 totalling \$262 per month for 200 dependent-incorrigible youth currently receiving foster family care. Medical costs are included in the following total.

TOTAL	\$1,822,887
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#### DSHS/Community Diversion Program Project Request

DSHS has cooperated with communities in the establishment of local community diversion programs. Two examples of the Department's efforts to augment services for dependent-incorrigible youth in the community are Youth Alternatives, Inc., in Spokane and the Rebellious Youth project in Seattle. The Department is requesting funds to continue current level match monies in joint funding with the non-governmental sectors for these community diversion program projects.

TOTAL	\$ 67,000
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#### Casework Service - Crisis-Intervention

There is a departmental need for 58 additional FTEs for the biennium<sup>\*</sup> to provide crisis-intervention services and to develop additional specialized foster care resources for the dependent-incorrigible youth.

TOTAL	\$1,058,983
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#### Twenty-Four Hour Crisis-Intervention Services

Since a significant number of interpersonal crisis (i.e., family conflict, runaways, etc.) occur outside the standard 8:00 a.m. - 5:00 p.m. workday and on weekends, 24-hour crisis-intervention services are necessary. This includes the establishment of the 24-hour service statewide and maintenance costs (i.e., standby and overtime, travel and telephonic service costs).

TOTAL	\$ 360,000
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\* FTE - Full Time Equivalent (29 staff members each year for two years).

## Educational/Vocational/Employment Project Request

It is proposed that the Department purchase community services needed to provide limited vocational training, on-the-job experience and/or alternative education for the dependent-incorrigible youth as mandated by Chapter 71. A contingency fund for this purpose has been recommended.

TOTAL	\$ 500,000
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### Planning and Research Project

Each juvenile court approaches the dependent-incorrigible differently. Many youths are informally processed by the juvenile courts. Others are referred to DSHS for subsequent supervision and placement.

New administrative and/or judicial changes in dispositions by the juvenile courts, as a direct result of ESB 3116, cannot be accurately assessed at this time. Therefore, it is proposed that the Department re-evaluate the dependent-incorrigible activities in the community after the first six months of the next biennium and report back to the Legislature in January of 1978 as to what significant administrative and judicial changes have taken place as a result of ESB 3116.

In addition, the Department is vitally concerned about the effectiveness of existing community services for dependent-incorrigibles served. No evaluative mechanisms for systematically evaluating the present social services in the community exists. Therefore, in order to develop greater accountability in the areas of performance, the Department is requesting funds for a planning and research project.

TOTAL	\$ 250,000
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### Future Plans

As the Department is able to gain access to more reliable data as related to the dependent-incorrigible status offenders, it will be able to more effectively advise the Legislature about additional programs and services which may be required.

TOTAL BIENNIUM FISCAL IMPACT

<i>Receiving Home Care And Medical Vendor Payments</i>	<i>\$ 211,447</i>
<i>Specialized Foster Care And Medical Vendor Payments</i>	<i>1,822,887</i>
<i>DSHS/Community Diversion Programs</i>	<i>67,000</i>
<i>58 FTEs (Specialized Staff)</i>	<i>1,058,983</i>
<i>24 Hour Crisis-Intervention Services</i>	<i>360,000</i>
<i>Educational/Vocational/Employment</i>	<i>500,000</i>
<i>Planning And Research Project</i>	<i>250,000</i>
<i>TOTAL</i>	<i>\$4,270,317</i>

## SECTION II

### "WHO IS A "DEPENDENT-INCORRIGIBLE?"

*"If a Man have a stubborn or Rebellious Son, of sufficient years and understanding (viz.) sixteen years of age, which shall not obey the voice of his Father, or the voice of his Mother, and that when they have chastened him, will not harken unto them; then shall his Father and Mother, being his natural parents, lay hold on him, and bring him before the Magistrates assembled in Court, and testified unto them, that their Son is Stubborn and Rebellious, and will not obey their voice and chastisement, but lives in sundry notorious crime; such a Son shall be put to Death, or otherwise severly punished."*

*(Early Massachusetts Bay Statute)  
1640's*



WHO IS A "DEPENDENT-INCORRIGIBLE?"<sup>1</sup>

Their problems affect our homes, our schools and our communities. They are the kids with no place to go, who are hard to care for and whose parents no longer know what to do. They are the school drop-outs, the disadvantaged, the low income kids with no job skills and no friends who can get them a job. They show up in our homes, foster homes, group homes and institutions. They are punished, coddled, treated and ignored. They are real.

Jim: Age 14, lives at home with his five year old half-sister, mother and stepfather. This is mother's second marriage. She is unemployed. Stepfather is retired military presently working for his brother-in-law at the family owned garage. Jim does not get along at home. He is openly hostile and defiant towards his mother and is frequently abusive to his half-sister. Stepfather openly favors Carrie (the half-sister) and has assumed the role of family disciplinarian, tolerating neither disobedience nor disrespect, particularly from Jim. Mother, although aware and unhappy with the situation, is afraid to intervene in the ritual fights between Jim and his stepfather. Jim attends 9th grade at the local public school. His performance and attendance has been poor and he is being considered for suspension due to numerous disciplinary infractions. Jim was employed for approximately six weeks last summer through the Neighborhood Youth Corps Program. He had anticipated working part-time through the school year, however, federal funding of the program was reduced and Jim was no longer eligible for services due to his age. Jim is on official probation, having been adjudicated as dependent-incorrigible based upon findings of truancy, curfew violation and runaway. His probation officer has a caseload of 75 kids and sees Jim about once every month and a half.

Holly: Age 16, presently resides at a State institution. She was adjudicated as dependent-incorrigible based upon findings of incorrigibility, truancy, runaway and sexual acting out. Prior to the juvenile court proceedings, Holly had been apprehended due to runaway from home. She had been gone for a period of approximately one and a half months and was found in the company of an older male. Mother stated she was no longer able to control Holly, would not take her back into the home and requested that she be sent to an institution. Mother lives at home with Holly's sister, age 12, and has been covertly uncooperative with the treatment efforts of the juvenile courts. While in the institution Holly has hinted at involvement in drugs and prostitution and may be pregnant.

1. Refer to Title 13, Juvenile Courts and Juvenile Delinquents, Appendix 1, pg. 42.

#### DEPENDENT-INCORRIGIBLE DEFINITIONS LACKING AGREEMENT

There is no consistent or universally accepted behavioral or legal definition of dependent-incorrigibles. The lack of agreement on a definition between the Department, the Juvenile Courts and private and public community agencies makes sound recommendations for appropriate community services extremely difficult.

Based on Chapter 71, some of the above community agencies' representatives believe that the Department has the fiscal responsibility for all status offenders in the community. Some Juvenile Courts emphatically state they are going to refer all status offenders to the Department, including dependent-incorrigibles, while other Juvenile Courts indicate they will not refer any dependent-incorrigibles to the Department.

#### Labeling of Dependent-Incorrigibles

Youth may be informally labelled or even legally adjudicated dependent-incorrigible "when beyond the control of their parents" as well as alleged to be delinquent. Allegations of runaway, curfew violation, possession or consumption of intoxicating liquor, auto theft, burglary (and one instance even murder!) have caused youth to be adjudicated dependent-incorrigible and committed to state institutions.

#### FY 1977-1979 Dependent-Incorrigible Population - 1975 Juvenile Court Statistics \*

Based upon 1975 data, Washington State Juvenile Courts processed 2,300 formal (judicial hearing) and 5,700 informal (handled by probation staff) referrals which were disposed of as dependent-incorrigibles. This totaled 8,000 cases but contained duplicative counts due to repeat referrals to the courts. To reduce this figure of 8,000 dispositions to one-time appearances and eliminate repeat referrals, an 80% factor\*\* was applied (20% was estimated to comprise the number of repeat referrals). Thus, there were one-time referrals of approximately 6,400 dependent-incorrigible for 1975.

Using 1975 as the base year, projections were then made for the years 1975 through 1979 by applying a calculated 12% annual increase\*\*\* in the number of dependent-incorrigibles.

\* 1975 Statistical Report of the Washington Association of Directors of Juvenile Court Services.

\*\* Delinquency-Prevention Services: Six-Year Plan (Committee Estimate).

\*\*\* Using 1975 as a base year, a 12% increase in dependent-incorrigible referrals was projected, based upon a 12% statewide increase in referrals in 1971-73, and an 18% statewide increase in 1974-75. The Office of Program Planning and Fiscal Management projects a 4.7% decrease in the 14-17 year old population for the next biennium. This is offset by the juvenile courts receiving an increasing number of referrals for dependent-incorrigibles. A projected 12% increase in the number of dependent-incorrigible dispositions is thereby a conservative one.



Annual One-Time Referrals Disposed of as Dependent-Incorrigibles

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Duplicative Dispositions	8,067	9,035	10,206	11,444	12,803
First-Time Disposition	6,454	7,228	8,165	9,155	10,242

A final FY 1977-1979 population of 18,359 was arrived at using the previous annual projections ( $8,165 \div 2 + 9,155 + 10,242 \div 2 = 18,359$ ). This figure is an estimate of how many dependent-incorrigible youth could be referred by the Juvenile Courts in FY 1977-1979.

There is a long standing need to develop a comprehensive data system capable of following individual justice offenders through the juvenile justice system and related community service programs. The Law and Justice Planning Office, Office of Community Development, is developing the initial research for a data system that addresses both juvenile and adult offenders. This system should serve to more accurately determine the Department's ability to effectively plan and integrate programs for all juveniles. The Department is supportive of this effort.

*The Department, because of the uncertain dependent-incorrigible statistical data base, proposes a progressive address of the problems of dependent-incorrigibles by concentrating initially upon the committed adjudicated dependent-incorrigible population and moving knowledgeably and systematically toward an address of the issues of all status offenders. It is recommended that an initial six month period of DSHS service development and delivery be observed and then re-evaluated. Whatever alterations or appropriations may become necessary can then be addressed to the supplemental legislative session at that time.*



SECTION III

LEGISLATIVE MANDATE

NEW SECTION. SEC. 1

*The purpose of this 1976 amendatory act is to provide a program of protective supervision, care and rehabilitation in the community for children adjudicated as incorrigible as defined by 13.04.010(7) RCW, with primary emphasis on achieving the foregoing purpose in a family environment whenever possible, separating the child from his or her parents only when necessary for his or her welfare.*



1975-76 Second Extraordinary Session  
JUVENILE DELINQUENTS-REHABILITATION  
Chapter 71

LEGISLATIVE RESPONSE AND INTENT

The purpose of this 1976 Amendatory Act<sup>2</sup> & <sup>3</sup> is to provide a supportive social services program which allows the dependent-incorrigible child to remain in the community and the family environment. The child is to be separated from the parental home only when necessary. RCW 13.04.010(7) defines a child adjudicated as incorrigible as one "who is incorrigible, that is, who is beyond control and power of his parent, guardian or custodian by reason of the conduct or nature of said child."

When making an order for the care, custody or commitment for the dependent-incorrigible child after July 1, 1977, the juvenile court may commit that child to a diagnostic and treatment facility for not more than 30 days and that commitment is subject to specific<sup>4</sup> conditions, including separation of housing and treatment for delinquents.

Child Welfare Services (Chapter 74 RCW) are amended to include the dependent-incorrigible youth. Child Welfare Services philosophy and the philosophical base of the purpose of the 1976 Amendatory Act are the same. Services are to be expanded to include contracting with private and public entities to provide basic training and vocational training.

IMPLEMENTATION DIRECTIONS

The Department is instructed to prepare a Report to the Legislature for the effect of this law regarding alternatives to the commitment of incorrigibles to institutions consistent with the Child Welfare Services law. The Report is to include an inventory of services for incorrigibles, institutions maintained by the Department, efforts of the Department to augment required services and the fiscal impact of the Amendatory Act. With deinstitutionalization of the dependent-incorrigible youth, savings of monies, if any, appropriated to institutional rehabilitation programs may be transferred to the Child Welfare Services program subject to approval of the Legislative Budget Committee.

2. Refer to Appendix 2, pg. 50, for full text of RCW, Chapter 71, Laws of 1975-76 2nd Extraordinary Session (commonly known as Engrossed Senate Bill 3116).
3. Refer to Appendix 3, pg. 53, for Legislative History: Chapter 71.
4. Refer to Appendix 4, pg. 56, Juvenile Justice System.



#### SECTION IV

##### THE ADJUDICATED DEPENDENT-INCORRIGIBLE STATUS OFFENDERS

*Sec. 2. Section 6, chapter 302, Laws of 1961 as amended by section 1, chapter 137, Laws of 1967 and RCW 13.04.095 are each amended to read as follows:*

*When any child shall be found to be delinquent or dependent, within the meaning of this chapter, the court shall make such order for the care, custody, or commitment of the child as the child's welfare in the interest of the state require. Subject to further order, the court may commit the child:*

*. . . . (5) To the department of ((institutions)) social and health services: PROVIDED, That a child found to be delinquent may be placed in a facility established pursuant to chapter 72.05 RCW or chapter 72.16 through 72.20 RCW ((if the court finds such child to be delinquent, or a dependent child whose dependency arises from incorrigibility, as defined by RCW 23.04.010(?) except that a dependent child whose dependency arises from incorrigibility, as defined by RCW 23.04.010(?) may be committed to a diagnostic and treatment facility for not more than thirty days if the court finds that (a) the conduct of the child evidences a substantial likelihood of degenerating into serious delinquent or criminal behavior if not corrected, and (b) other, less restrictive alternatives have failed, and (c) custodial treatment in a diagnostic and treatment facility is available and is reasonably expected to correct such degeneration: PROVIDED, That such housing and treatment shall be entirely separate from that of delinquents....*





## THE ADJUDICATED DEPENDENT-INCORRIGIBLE STATUS OFFENDERS

### Responsibility of the Department of Social and Health Services

Chapter 71, Section 2(5) stipulates the conditions by which the court may commit a dependent-incorrigible child to a diagnostic and treatment facility. The law also stipulates the child may not be committed for more than 30 days after July 1, 1977. Commitment is dependent on three conditions:

1. Evidence of degenerating conduct;
2. Failure of other, less restrictive alternatives;
3. Availability of custodial treatment reasonably expected to correct degeneration.

All three conditions are subject to the requirement that housing and treatment for the dependent-incorrigible child be separate from that of housing for delinquents. This portion of the bill becomes effective on July 1, 1977 and applies retroactively to all persons previously committed pursuant to Chapter 13.04 RCW (Section 7).

### Dependent-Incorrigible Children in Institutions

In 1975, a total of 1,172 children were committed to this state's juvenile institutions. To prepare for the compliance of ESB 3116, the Department's Bureau of Juvenile Rehabilitation identified committed dependent-incorrigibles in order to begin planning for the gradual release of these children prior to July 1, 1977. At this time, a total of 205 children were in institutions. Complete data was available on 190 children; incomplete data was available on 15. Based on available data, the 190 children were classified into four groups:

1. Class I - Children who had one or more allegations of misdemeanors on their records (99 children).
2. Class II - Children who had one or two allegations of felonies on their records (34 children).
3. Class III - Children who had three or more allegations of felonies on their records (27 children).
4. Class IV - Children with special problems, such as mental retardation, deafness, or tendencies toward suicide attempts (30 children).

Following this classification, the Department developed a release schedule. Class I incorrigibles were to be released by October 1, 1976. This has been accomplished. Thirty to forty percent of the Class II incorrigibles will be released by December 1, 1976. The remainder of the Class II's and all of the Class III's are to be released by January 1, 1977 and all of the Class IV's by July 1, 1977.

The Bureau of Juvenile Rehabilitation and the Bureau of Social Services supported the efforts of the Planning and Research Division to obtain a Law Enforcement Assistance Administration grant through the State Law & Justice Planning Office, but this request was rejected.<sup>5</sup> Subsequently, a Law & Justice Planning Office grant was awarded to the Center for Law & Justice, University of Washington.<sup>6</sup>

#### Departmental Supervision of the Dependent-Incorrigible Child

According to Sections 3 and 4, Child Welfare services are to be provided to the dependent-incorrigible child. Within the Department, this is the responsibility of the Bureau of Social Services. The Department established procedures for the transfer of these children from the Bureau of Juvenile Rehabilitation to the Bureau of Social Services.<sup>7</sup> Both these Bureaus are within the Department's Community Services Division. According to the purposes of Chapter 71, children are returned to their own homes in the community. Alternative living arrangements in foster care and group homes are used when this is not possible.

5. Refer to effects of Engrossed Senate Bill 3116 regarding juvenile status offenders, Division of Planning and Research and Bureau of Juvenile Rehabilitation, DSHS. (See Appendix 5, pg. 59.)
6. Refer to The Impact of Diversion on Status Offenders, Dependent Children and the Juvenile Justice System, Weis and Doyon, Center for Law & Justice, University of Washington. (See Appendix 6, pg. 62.)
7. Refer to joint DSHS memo, subject title "Transfer of Supervision for Dependent-Incorrigible Youth from BJR to BSS. (See Appendix 7, pg. 77.)

SECTION V

INVENTORY OF SERVICES

*NEW SECTION. SEC. 5*

*The department of social and health services shall begin immediately to prepare for the effect of section 1 of this 1976 amendatory act, and shall submit a report to the legislature by December 1, 1976, regarding its preparation of alternatives to the commitment of incorrigibles to institutions which shall be consistent with the purposes of chapter 74.13 RCW. Such report shall also include:*

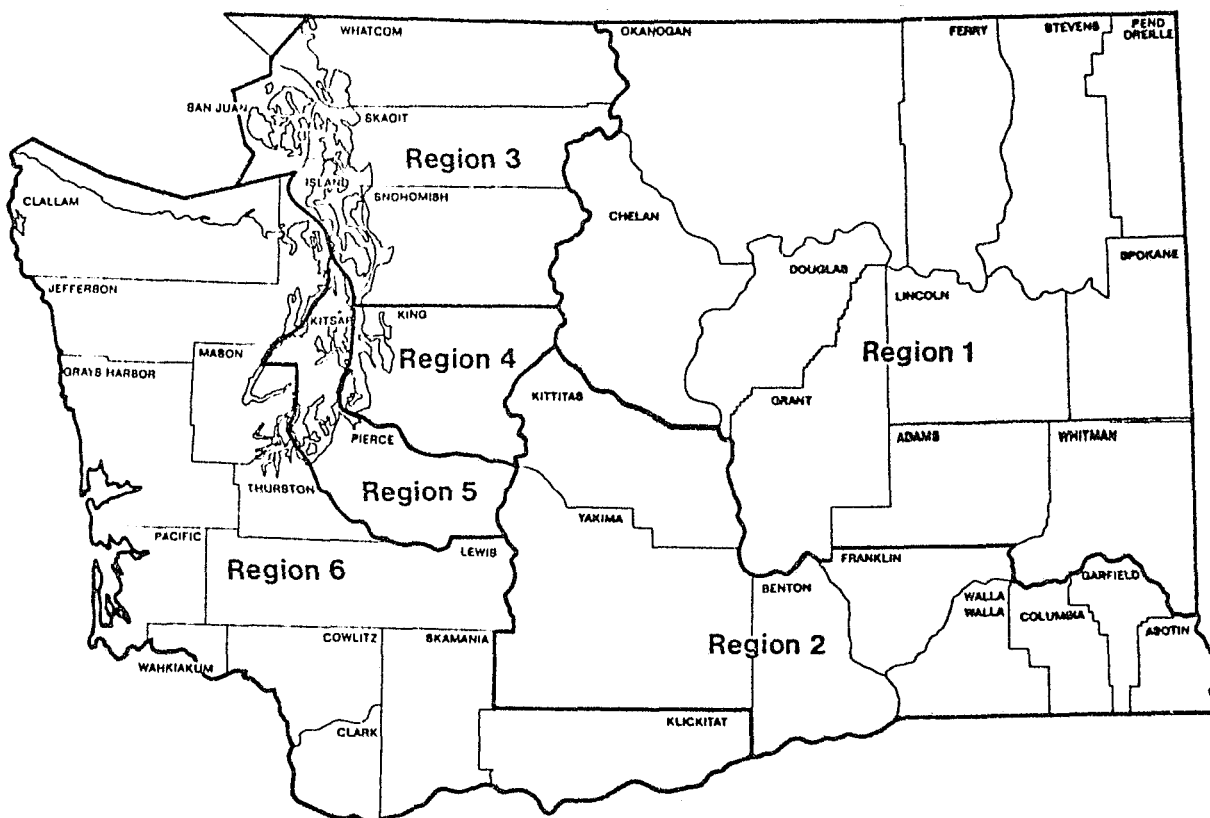
*(1) An inventory and evaluation of services for incorrigibles, in addition to institutions maintained by the department of social and health services;*

*(2) The efforts of the department of social and health services to augment such services; and*

*(3) The fiscal impact, if any, of section 1 of this 1976 amendatory act.*



This Section is primarily an inventory of services provided by the Department of Social and Health Services. There are services provided at the community level by voluntary organizations which may not be listed. The Department provides service through its six administrative regions. A geographical division of these regions is indicated below:



#### INSTITUTIONS MAINTAINED BY THE DEPARTMENT

In compliance with Chapter 71, RCW, the following is a listing of institutions maintained by the Department under the direction of the Division of Community Services.

##### Bureau of Developmental Disabilities

###### Schools for Retarded:

- Fircrest School, Seattle, Washington
- Francis Haddon Morgan Child's Center, Bremerton, Washington
- Interlake School, Medical Lake, Washington
- Rainier School, Buckley, Washington
- Lakeland Village, Medical Lake, Washington
- Yakima Valley School, Selah, Washington

###### Other Facilities:

- School for the Deaf, Vancouver, Washington
- School for the Blind, Vancouver, Washington
- Cerebral Palsy Center, Seattle, Washington

Bureau of Juvenile Rehabilitation

Juvenile Institutions:

Cascadia Juvenile Reception-Diagnostic Center, Tacoma, Washington  
Echo Glen Children's Center, Snoqualmie, Washington  
Green Hill School, Chehalis, Washington  
Maple Lane School, Centralia, Washington

Youth Camps:

Cedar Creek Youth Camp  
Mission Creek Youth Camp, Belfair, Washington  
Naselle Youth Camp, Naselle, Washington

Group Home Services:

Canyon View Group Home, Tacoma, Washington  
Oakridge Group Home, Tacoma, Washington  
Pioneer Group Home, Tacoma, Washington  
Sunrise Group Home, Richland, Washington  
Woodinville Group Home, Woodinville, Washington

Bureau of Mental Health

Mental Health Hospitals:

Eastern State Hospital, Medical Lake, Washington  
Western State Hospital, Tacoma, Washington  
Child Study & Treatment Center, Tacoma, Washington

ALTERNATIVE LIVING CARE SERVICES

Should placement outside the home become necessary, the Department provides out-of-home care through foster family homes and foster group homes. Their availability by the service regions is presented as follows:

Services Available in Foster Care<sup>8</sup>

Youth in Foster Family Homes are eligible for casework services provided by the Bureau of Social Services, i.e., counseling, medical coverage, etc. The Department has conducted an inventory of all alternative living resources pursuant to the directives of Chapter 71, RCW. For the purposes of this inventory, Foster Family Care was categorized into Receiving Homes, Short-Term Placements, Non-Specialized Care, Specialized Care for Acting Out or Rebellious Youth, Minority Care and Care for Unwed Mothers and Pregnant Girls.\* The deficiencies noted by this inventory are presented in the table below. A determination of sufficient or insufficient resources was made based upon the extent to which these resources were used by the regions. These are the service areas that are over used and that consequently result all too often in overcrowded conditions and inappropriate placements. Although the results of this inventory are presented in terms of number of placements needed it should not be interpreted to mean that quantity implies quality...each category of service requires specific skills and training. The figures are not duplicated and each category can be considered a statement of need in its own right.

8. Refer to Appendix 8, pg. 79, Foster Care Services.

\* Clarification of these terms is found in the Glossary Section IX, pg. 128, Foster Care.

A determination of need was based upon a particular service category being utilized in excess of 80% capacity.\* The number of placements needed is the determination of the number of placements necessary to reduce the capacity of service to 80% use. This section provides an identification of those service areas with insufficient resources and an indication of the extent to which they are deficient.

#### Foster Family Homes

<u>Category</u>	<u>Regions Reporting Insufficient Resources</u>	<u>Number of Youth Placed</u>	<u>Number of Placements Needed</u>
Placements for Acting Out Youth	I,III,IV,V,VI	416	97
Traditional Placements	I,III	3,540	85
Short-term Placements	I	586	102
Placements for Unwed Mothers	V	88	3
<b>Totals</b>		<b>4,360</b>	<b>287</b>

#### Services Available in Group Care

Youth in Foster Group Care are also eligible for casework services provided by the Department. For purposes of the inventory conducted by the Department, Foster Group Care was categorized into Non-Specialized Group Care, Group Living for Pregnant/Unwed Mothers, Group/Independent Living for Emancipated Youth, Specialized Group Care for Rebellious or Acting Out Youth and Short-Term Diagnostic/Evaluation Facilities.

#### Group Care Facilities

<u>Category</u>	<u>Regions Reporting Insufficient Resources</u>	<u>Number of Youth Placed</u>	<u>Number of Placements Needed</u>
Placements for Independent Living**	I,II,III,IV,V,VI	4	Unknown
Placements for Acting Out Youth	II,III,IV,V,VI	859	197
Placements for Unwed Mothers	II,III,IV,VI	70	19
Traditional Placements	I,III,VI	705	34
Short-term Placements for Diagnosis & Evaluation	V,VI	102	60
<b>Totals</b>		<b>1,740</b>	<b>310</b>

#### Services Available in the Home

The Department provides services which attempt to avoid dissolution of the family. The following charts reflect at a cursory level the regional availability of services which are preventative in nature. Their intent is to redirect the necessity for alternative living arrangements.

Reporting of services by the multitudinous private agencies has for the most part been incomplete and inadequate. Some indications of availability of services were provided in some instances, however, these determinations were for the most part highly speculative and subject themselves to individual bias in reporting as well as actual commitment to dealing with a highly unmotivated and resistive population. The significance of these services, however, cannot be discounted.

\* A figure of 80% usage was used as a maximum rate for providing effective alternate care services. This is the percentage reported by a sampling of community agencies providing these services.

\*\* Only 4 youth statewide were reported in independent living placements as of 9-30-76. There is no reliable method of determining need based upon this figure. Since all regions reported this as an area of need however, the number of placements necessary are most likely considerable.

Service Category:		Region I	Region II	Region III	Region IV	Region V	Region VI
<u>Family/Group Counseling</u>							
Peer Group Counseling.....	yes	no	no	yes	yes	yes	yes
On-going Family.....	yes	yes	yes	yes	yes	yes	yes
Follow-up.....	yes	yes	yes	yes	yes	yes	yes
Marriage Counseling.....	yes	yes	yes	yes	yes	yes	yes
Minority Counseling.....	yes	no	no	yes	no	yes	yes
Family Assessment.....	yes	no	yes	yes	yes	yes	yes
<u>Individual Counseling</u>							
One to One .....	yes	yes	yes	yes	yes	yes	yes
Volunteer Programs.....	no	no	no	yes	yes	yes	yes
<u>Alcohol &amp; Drug Treatment</u>							
Alcohol/Drug Counseling.....	yes	yes	yes	yes	yes	yes	yes
Maintenance Programs.....	yes	unk	yes	yes	yes	yes	yes
In-patient, Short-term Detox care	yes	yes	yes	yes	yes	yes	yes
<u>Crises Counseling</u>							
Crises Line Services.....	no	no	no	yes	yes	yes	yes
Emergency Services..... (24 Hr. Mobile Units)	yes	no	yes	yes	yes	yes	no

Service Category:		Region I	Region II	Region III	Region IV	Region V	Region VI
<u>Job Placement Services</u>							
Orientation & Job Finding .....	yes	yes	yes	yes	no	yes	yes
Job Placement .....	yes	yes	yes	yes	no	yes	yes
Part-time Employment.....	yes	yes	no	yes	yes	yes	yes
<u>Medical/Dental Services</u>		yes	yes	yes	yes	yes	yes

Service Category:		Region I	Region II	Region III	Region IV	Region V	Region VI
<u>Education</u>							
Tutoring .....	yes	yes	no	yes	yes	yes	yes
Alternative Junior High School..	no	yes	no	yes	yes	yes	yes
Alternative High School.....	yes	yes	yes	yes	yes	yes	yes
Educational Counseling .....	yes	yes	yes	yes	yes	yes	yes
GED Preparation .....	yes	yes	yes	yes	yes	yes	yes
Sexual Education.....	yes	no	no	yes	yes	yes	yes
<u>Recreation</u>							
Group Recreation Programs.....	yes	unk	unk	unk	unk	unk	yes
Individual Recreation.....	yes	unk	unk	unk	unk	unk	yes
Recreation Facilities.....	yes	unk	unk	unk	unk	unk	yes
<u>Vocation</u>							
Employment Counseling.....	yes	yes	yes	yes	yes	yes	yes
Job Training.....	yes	yes	yes	yes	yes	yes	yes
Follow-up Counseling.....	yes	yes	yes	yes	yes	yes	yes
<u>Legal Services</u>							
Legal Consultation .....	yes	unk	unk	yes	yes	unk	unk
Legal Representation.....	yes	unk	unk	yes	yes	unk	unk



Descriptions of programs and services available to the dependent-incorrigible population are presented in the following pages by service divisions: the Division of Community Services (further categorized into bureaus); the Division of Vocational Rehabilitation; and the Division of Health Services.

## DIVISION OF COMMUNITY SERVICES

### Description:

Community Social Services provides services directed toward improving family life, encouraging self-help and self-support, and the protection of children. Social services are provided through categories of Family & Children's services under the Bureau of Mental Health, Bureau of Social Services, Bureau of Juvenile Rehabilitation and the Bureau of Developmental Disabilities.

### Bureau of Mental Health

#### Program Description:

The mental health program provides comprehensive mental health services to citizens of the state through Community Services, Institutional Rehabilitative Services, Special Projects and Program Support.

#### Priority Services Target Groups:

The Bureau of Mental Health provides mental health services for all citizens of the State of Washington in need.

#### Pertinent Services for Dependent-Incorrigible Youth:

##### Community Rehabilitation Services

Aid in the development and support of community mental health programs through consultation with county mental health advisory boards and county commissioners. This includes technical assistance in program development and in federal grant applications for staffing and facilities construction. More specifically, state support is provided for the following activities: (1) aid to county mental health program in the development of alternatives to institutionalization; (2) aid to county mental health programs in their administration of the Civil Commitment Act; (3) support to county alcoholism programs in their implementation of the Uniform Alcoholism and Intoxication Treatment Act; (4) coordination and planning with local groups throughout the state for the operation of drug abuse treatment and education programs; and (5) matching funds to assist communities in funding mental health construction projects.

##### Institutional Rehabilitative Services

The category includes the two state mental institutions, Eastern and Western State Hospitals. The purpose of this category is to provide psychiatric treatment for persons too ill to be treated in the community and to facilitate their return to the community. The state hospitals provide psychiatric services for acutely and chronically mentally ill persons and for geriatric and extended-care patients; and education, vocational training, religious services, recreation, counseling, placement services, and medical and dental care for all residents. In addition, both hospitals operate programs for mentally ill offenders and Western State Hospital serves the needs of mentally ill children through the administration of the Child Study and Treatment Center.

### Bureau of Social Services

#### Program Description:

This program provides services directed toward improving family life, encouraging self-help and self-support, and the protection of children. This Bureau covers all social services provided to families and children. Services are either provided directly by departmental staff or purchased from other public or private agencies. The programs are carried out by a network of local Economic and Social Service Offices which are linked to the Community Services Division through six (6) regional administrators. Historically, the Bureau of Social Services has

provided a multi-service approach to the care, supervision and treatment of dependent children in this state (RCW 74.13.020 -- Child Welfare Services) or a dependent child transferred to DSHS by the Interstate Compact on Children. The gradual accumulation of a variety of social services over the past several decades has lead to the potential for multiple social services to status offenders. It is hoped that most of the incorrigible youth referred by the court can be helped more efficiently and effectively through these services. The section which follows discusses service descriptions of those services which impact on the dependent-incorrigible child.

#### Priority Services Target Groups:

The Bureau of Social Services addresses the social needs of the citizens of the State of Washington as appropriate.

#### Pertinent Services for Dependent-Incorrigible Youth:

##### Aid to Families with Dependent Children (AFDC)

Aid to Families with Dependent Children includes income payments, medical assistance and food stamps which increase the buying power of the food dollar. Funding for the AFDC program is a joint state and federal responsibility. State funds are authorized by the State Legislature.

The child and his family must be in financial need, and the parents must meet specific eligibility criteria. Applications for income maintenance are made to DSHS local Economic and Social Service Offices.

If a dependent-incorrigible youth meets the eligibility requirements, other Income Maintenance Programs are: Continuing General Assistance, Non-Continuing General assistance, or Emergency assistance for Families with Dependent Children.

##### Adoption Services

Adoption is a legal and social process provided for by law to establish the legal relationship of child and parent when they were not so related by birth. Provide counsel to biological parents and children to achieve permanent families (legal and social) for children. Utilize courts, legal counsel and juvenile court specialist for termination of parental rights and granting of adoption petitions. Obtain diagnostic information for the total medical/social evaluation of children. Recruit, study and approve adoptive families. Evaluate child and adoptive resources; facilitate child's adoption by relatives or foster parents or place children with approved waiting families. Counseling and/or referral of families and children after placement to facilitate the adoption, or make alternate plans the adoption placement is not beneficial to the child and/or family. Locate and exchange (state and nationally) children and adoptive families and administer the state's adoption subsidy for private agencies and the department.

The department administers the Interstate Compact on the movement of dependent children and cooperates, upon request, with other state public agencies in the adoptive planning for children.

Volunteers are utilized in working with potential adoptive families, post-placement and recruitment of homes.

##### Child Protective Services

Child Protective Services provides or arranges for a wide spectrum of services on behalf of children who are reported to be abused, neglected or exploited or who are threatened with harm through abusive, neglectful or exploitive acts by those responsible for their health, safety and welfare. The services are directed at the cause of or reason for the abuse, neglect or exploitation and are rehabilitative or ameliorative not punitive in nature. Provision is made however, for the reporting of appropriate situations to law enforcement officials or to juvenile court. Staff in this program must, therefore, work in a coordinated and cooperative way with staff from this and a variety of other agencies and programs to protect such children.

##### Child Foster Care

This service includes services to children in their homes to prevent the need for foster care; information and referral service to prevent the need for foster care and information and referral service to reunite families of children who have been placed in foster care; referral to voluntary agencies and voluntary agency institutions.

This service also includes staff activities in recruitment, study and licensing of foster care facilities, including foster family homes and group care facilities (including voluntary agency group homes and institutions) in the placement process (i.e., "matching" individuals and foster care facilities); supervision of those homes studied and licensed by the Department; monitoring of other facilities or agencies (group homes and voluntary agency institutions licensed by the Department); periodic re-evaluation of the home or facility.

Placement services include assessment of child's need for such placement, determining eligibility for foster care, counseling services with, or on behalf of, individuals and their families to remedy the need of foster care or plan for stable long-term, substitute care; follow-up services to the child in his own home after replacement there; services to aid children who reach their majority, while in foster care, to become self-sufficient. The Interstate placement of children according to the requirements of the Interstate Compact on Placement of Children including a determination of their eligibility in both states.

Foster care is 24-hour substitute care provided for children under 18 years of age whose parents cannot or will not care for them or who cannot live with their own families because of conditions which threaten the healthy development of the child. Referrals for this service come primarily from the courts, law enforcement agencies and the child's parents. Services appropriate to maintaining the child in the child's home are explored to the extent possible prior to placement. The types of placements used are: receiving home (interim care); temporary foster care; permanent foster care; specialized care for children with psychiatric, behavioral and development problems; and foster family care, group home care and institutional care provided through voluntary child placing agencies.

#### Health Support Services

Those counseling, assessing, referring and coordinating services necessary to help individuals, including children and their families, identify and understand their health needs, limitations; and how to secure and utilize appropriate resources to attain or maintain a favorable condition of health; thus protecting their functioning, education and/or well being.

Health Support Services include a broad spectrum of services to eligible persons who are ill or disabled or who have health problems of either a temporary or chronic nature. The services includes: (1) informing, motivating and referring adults, families children to medical care providers of their choice; (2) the application of established preventive measures such as the Early and Periodic Screening, Diagnosis and Treatment program for children, home delivered meals for certain at-risk elderly persons; and (3) establishing case planning, and services for children released from mental institutions.

This service includes planning and coordination with Health Services, Crippled Children's Services, Maternal and Child Health Services, Bureau of Developmental Disabilities and Office on Aging Agencies Services, Income Maintenance Services and Community Services.

#### Support Services

Support for Income Maintenance Services includes social service activities directed at enabling a financial or medical assistance client to receive or continue to receive such assistance. These services include social service activities required to provide applicants/recipients with special aid such as eye glasses, telephone, etc., as well as caseworker activities as a protective payee and similar support functions.

#### Information and Referral

Information and referral is a separate, identified service offered by the Department of Social and Health Services or by Community Agencies through Purchase of Service contracts. Similar information and referral activities occurring in other Department of Social and Health Services programs and community agencies are not to be included under information and referral services. The service is offered to individuals or those acting in their behalf who call, write or walk into the office seeking information regarding resources in the community and may be referred to other Department of Social and Health Services programs or to a community agency. Services may also involve contact with other agencies, particularly those having information and referral services to act as liaison on behalf of the client and to determine the effectiveness of the referral.

#### Homemaker Services

Homemaker services include a broad spectrum of services which will allow a continuum of care that most adequately meets an individual's or family's needs at any given time. These services include recruiting, screening, training, supervising qualified agency personnel to directly provide in-home care; interpreting the nature and scope of homemaker services to other agency personnel, as well as to the community-at-large; conferring with other professional and non-professional persons involved in any given case (i.e., family, doctor, mental health professional, BDD case service staff, nutritionist, etc.), to discuss progress, changes of plans and alternate forms of care where appropriate (chore service, foster care, day care, institutionalization). The casework element in the team approach to the delivery of Homemaker Service has been expanded in this service description in response to public concern regarding the cutback in casework staff and its effect on the Homemaker program.

Homemaker services include the direct provision of in-home care as well as the teaching of home management and self-help skills to individuals and groups. There is an evaluation and reporting system which will enable us to more quickly identify and correct problems in service delivery in individual cases as well as the overall service program itself.

Homemaker services differ from other In-Home Care Programs by definition and method of service delivery. Homemaker services are basically geared to crisis intervention (sudden illness, death, loss of responsible caretaker, threat of removal from the home due to neglect or abuse) and homemakers are specifically selected and trained to react quickly and competently in a crisis situation. Homemakers are on call 24 hours per day, seven days per week. Homemaker services are often used only until the crisis can be resolved and alternative care arranged for. Local Homemaker units are encouraged to coordinate closely with other In-home Care Programs (i.e., chore service, Home-Health Aide service, BDD Home Aid Resources) in order to provide the most appropriate service to the client at any given time of need.

#### Child Day Care Services

Day care is the provision of care and protection and related services for a child under 15 years of age during that portion of the 24-hour day that the child's parents are unable to provide necessary care and supervision for the following reasons: Parent is enrolled in a pre-vocational program; parent is employed or seeking employment in accord with an approved case plan; parent is enrolled in an approved training program (not to exceed two years) leading toward employment or for school age parent to complete secondary education or attainment of GED; parent is an AFDC recipient serving as a volunteer either on DSHS Day Care Advisory Board or to attain pre-employment skills; for parent to keep physical or mental health appointments; or, child requires day care as part of a children's protective services case plan.

### Bureau of Juvenile Rehabilitation

#### Program Description:

The Juvenile Rehabilitation Program supports county probation services and an integrated state operated program of diagnosis, residential treatment and community services for juveniles committed by courts to the Department to facilitate reintegration into the community. These services are provided through Community Rehabilitation Services, Institutional Rehabilitation Services, Special Projects and Program Support.

#### Priority Services Target Groups:

The Bureau of Juvenile Rehabilitation's function is to provide care and programs for delinquent and dependent-incorrigible youth committed to the Department of Social and Health Services by County Juvenile Courts or delinquents transferred to DSHS under the provisions of the Interstate Compact on Juveniles while providing community protection from delinquent behavior. Under the provisions of Chapter 71, RCW (Senate Bill 3116) the Bureau will only provide diagnosis and treatment for dependent-incorrigible youth up to 30 days after July 1, 1977.

#### Pertinent Services for Dependent-Incorrigible Youth:

##### Juvenile Delinquency Prevention Services

There is a significant increase in commitments of juveniles to the state juvenile correctional institutions. Because of this increase, a part of the treatment resources of Delinquency Prevention Services in those counties where they are located will be given to juvenile courts for those juveniles who have the highest risk of commitment. This service is to provide backup to Probation Subsidy in an all-out effort to retain the youth in community services.

A part of the treatment resources will be given to institutional placement needs. This includes Cascadia's attempts to use diagnostic parole as a diversion. The other institutions will have access to the Delinquency Prevention Services clinical services to aid in the placement of juveniles from their schools and camps.

A part of the treatment resources will be given to Parole Services to aid in the prevention of recidivism of juveniles whose return to an institutional program is imminent.

The amount of time cannot be accurately stated because of the difference in community needs. For example, the number of placements that Cascadia needs in the more rural communities may be small and certainly sporadic.

A part of the treatment resource will be given to Child Welfare and Child Protective Services for those referrals which display serious acting-out that is a danger to the individual or to other people. This behavior may be delinquent, pre-delinquent or incorrigible.

The consultation for both diagnosis and treatment planning as well as resource development will be available to the referral sources listed above.

#### Cascadia Juvenile Reception & Diagnostic Center

The major function of the institution is to receive newly-committed children from the state juvenile courts, to perform diagnostic evaluations, and to decide upon the best institutional program for individual children, based on the evaluation. Some children are sent back to the community on parole directly from Cascadia; some are received from county courts after completion of evaluation.

The diagnostic procedure is comprehensive in nature. It includes the collection of legal documents, reports from the juvenile court, reports from the juvenile parole counselor and school reports from the community. Cascadia supplies a social history, psychological evaluation, school evaluation, physical examination, chaplain's report, etc. Approximately 70 neurological examinations are done per year. This material, together with reports of staff observations, form the contents for the review board deliberations. At the review board, recommendations about treatment plans and institutional placement are made, and the various reports and summaries are sent on to the institution to which the child is assigned.

#### Probation Subsidy Program

The Juvenile Probation Subsidy Program is a state-county venture designed to improve and enrich probationary supervision and services provided delinquent youth by the juvenile courts in the State of Washington. The Subsidy Program provided the funding and guidance necessary to enable the participating courts to develop and implement community-based treatment programs that serve as "alternatives to institutionalization."

#### Institutional Rehabilitation Services

This category is comprised of Cascadia Juvenile Reception-Diagnostic Center, Green Hill School, Maple Lane School, Echo Glen Children's Center, and three youth camps. Services provided at these facilities are directed toward preparing juveniles to live successfully in a community setting. The services provided are reception and placement, social adjustment services, medical care, dental care, academic education, pre-vocational training, and related support activities.

#### Juvenile Parole Services

Juvenile Parole is a state-operated program for children who have been committed to the Bureau of Juvenile Rehabilitation.

Juvenile parole counselors carry out a number of responsibilities: (1) they conduct investigations and prepare reports on children newly committed to DSHS; (2) they visit assigned youth in the various treatment institutions to develop parole programs; (3) they supervise the child in the community when he/she leaves the institution on parole; (4) they supervise juveniles transferred to Washington under the terms of the Interstate Compact on Juveniles. Juvenile Parole Services also operates 5 Learning Centers, which provide alternative education programs for youth on parole and probation.

#### Special Projects

Special Projects are used to enhance the entire program with activities that are apart from the everyday activities of the Department. These take the form of surveys, special studies and the development of trial projects. Generally such projects are funded separately for a definite period of time and must be renewed at the end of the project.

## Bureau of Developmental Disabilities

### Program Description:

The Bureau of Developmental Disabilities perceives as its primary function that it shall ensure the provision of comprehensive statewide services for the Mentally Retarded, Autistic, Cerebral Palsied, Epileptic, Dyslexic, Deaf and Blind developmentally disabled citizens and their families.

The Bureau provides administrative leadership for systematic evaluation of programs and services rendered in the State of Washington. In pursuing such a mission, the Bureau plans to provide programs designed to meet five treatment and management goals: (1) provide the least restrictive setting to the client; (2) ensure a treatment decision process that is relevant to the client's future; (3) stabilize existing institutional programs; (4) provide a continuum of services; and (5) provide quality services quickly.

The Bureau provides for the accomplishment of these management and treatment goals by providing direct services through nine state institutions, contracting with private/non-profit agencies for 49 Group Home residential services and funding County MR Boards to provide day training services through 96 developmental centers (activity centers, Epton Centers, Developmental Centers, etc.). Additionally, the Bureau of Developmental Disabilities operates a statewide Case Services program which provides intake and follow-up services and Home Aid Services which provide self-help and respite services to persons living in their own homes.

### Priority Services Target Groups:

The programs provide comprehensive treatment and training services for persons who are physically and mentally handicapped.

### Pertinent Services for Dependent-Incorrigible Youth:

#### Institutional Rehabilitative Services

The category includes the six schools for the mentally retarded -- Lakeland Village, Rainier School, Yakima Valley School, Fircrest School, Interlake School and Frances Haddon Morgan Children's Center, as well as the two schools for the sensory handicapped -- the School for the Deaf and the School for the Blind. The objective of this category is to develop quality treatment and training programs that enable each handicapped person to reach his optimum level of functioning and eventually return to community living.

#### Case Services Section

The Case Services Section serves as the point of entry for all persons and agencies seeking state RDD services for developmentally disabled individuals. Services provided and/or coordinated are information, referral, placement in institutions and other residential facilities, including skilled nursing facilities, intermediate care facilities, congregate care facilities, RDD Group Homes, assessment, counseling, resource development, consultation, manpower development, evaluation, vocational, recreational, family education, medical nursing, social, psychological, respite care, physical therapy, hearing therapy, speech therapy, financial assistance (including eligibility determination and assets management), home aide, homemaker, chore services, legal, guardianship and family planning. The Bureau maintains six regional Case Services offices through the state.

#### Support Services

The Support Services unit provides comprehensive support and coordination to the operating elements of the Bureau. These include program and facility planning and budget preparation and allotments. The unit provides a pool of expertise for solving problems of personnel and fiscal management.

#### Developmental Centers

The Developmental Center system involves a county supervised network of 96 provider agencies that offer non-residential services to developmentally disabled individuals. Services includes transportation, information and referral, treatment, diagnostic and evaluation, recreation, family counseling, vocational and educational, home training and care, medical and dental, consultant and psychiatric.

#### Group Homes

There are currently 49 Group Homes in the State of Washington. These Group Homes are residential facilities capable of serving a small number of mentally and/or physically handicapped individuals (maximum of 20) who are able to participate in a variety of jobs, sheltered workshops, day-care centers, activity centers, educational facilities and/or other community-based programs that are meaningful for their training, rehabilitation and/or general wellbeing. A group home is usually a single family structure, a series of apartments or other buildings with a sound structure which shall offer a pleasant and healthful environment for human life and welfare.

Group Homes provide health, personal care, recreation and transportation services, and through individualized client program plans provide training growth and development for each client. Group Homes coordinate with community agencies so that the client is integrated to the greatest possible extent into the mainstream of community life. Group Homes also coordinate with local, state and federal governmental agencies to develop individualized services for each client.

#### Toll Free "Hotline"

The Bureau operates a 24-hour toll free hotline, which provides help and service to persons anywhere in the state. The number is 1-800-562-6028.

#### Home Aid Resources

Identification of developmentally disabled client needs, prompt response to requests for service and assessment of situations of clients in need of Home Aid Resources. Case planning, counselling, and arranging for program alternatives, service modalities, assisting in the location, mobilization or development of community resources and may include arranging for other department services, such as Homemaker Services, Chore Services or Day Care Services and further, educating the public of the rights to such services through information and referral services.

### DIVISION OF VOCATIONAL REHABILITATION

#### Description:

The basic goal of the Division of Vocational Rehabilitation Services is to prepare handicapped persons for gainful employment or maximum self-support. To accomplish this the agency provides various kinds of vocationally-oriented services. To be eligible an individual must have a physical or mental disability that results in a substantial handicap to employment and there must be a reasonable expectation that Vocational Rehabilitation (VR) services will enable the individual to engage in a gainful occupation.

Services from the agency include: (1) counseling and guidance services; (2) diagnostic and physical restoration services (e.g., medical examination, psychiatric evaluation, psychological testing, dental care, glasses, hospital care, surgery, anesthesia, psychiatric care, medication and medical treatment; (3) funds for maintenance and transportation of client, if not otherwise available (e.g., for food, clothing, supplies, bus fare or car fare); (4) provision of training, training supplies and material; (5) funds for suitable work clothes, tools and equipment; and (6) purchase of sheltered workshop services (e.g., work evaluation, work adjustment, job placement and extended sheltered employment.

#### Priority Services Target Groups:

In the State of Washington, the total handicapped population is currently estimated at 350,000 persons. About 231,000 persons are in the working age groups 16 - 64. Of these, only 103,000 are not working, are interested in working and are feasible candidates for Vocational Rehabilitation services. Of these,

20,184 (60.9%) were found eligible and provided services. The priority service target groups are the severely disabled, recipients of public assistance, adult public offenders, juvenile offenders, developmentally disabled, the non-severely disabled general client and youth who qualify for the Cooperative School program.

A cooperative agreement was recently arrived at with the Bureau of Juvenile Rehabilitation. The purpose of this program is to prepare delinquent youth for the world of work. This is a third party funding program which generates in-kind match through the services of BJR with DVR to provide the federal funding for the program. VR counselors will be assigned to work with BJR counselors in each district throughout the state. During FY 1977 it is estimated that 100 youths will be referred to DVR, 75 will be found eligible for services and 11 placed into jobs.

#### Pertinent Services for Dependent-Incorrigible Youth:

##### Rehabilitative Services

This category includes: (1) services to non-blind vocationally handicapped individuals having physical disabilities, behavioral or personality disorders and mental disabilities as well as to those suffering from alcoholism, heart disease, cancer and stroke; (2) the purchase of work evaluation and work training services from sheltered workshops; (3) services provided or secured from outside sources including diagnostic and placement services, training and training materials, physical restoration and related medical services, transportation and tools; (4) vocational rehabilitation services to eligible clients with kidney failure who are being treated at artificial kidney centers; (5) activities necessary to provide the full range of vocational rehabilitation services for disabled work beneficiaries entitled to benefits under Section 223 of the Social Security Act; (6) costs for providing vocational rehabilitation services to handicapped students in public schools and community colleges; (7) vocational rehabilitation services to adult and juvenile offenders in state correctional and juvenile rehabilitation institutions or on probation and parole; (8) studies required to assess the rehabilitative potential of disadvantaged or disabled persons through the use of work adjustment evaluation activities; and (9) self-improvement for the purpose of return to community life.

#### DIVISION OF HEALTH SERVICES

##### Description:

The primary goal of the Public Health Program is to improve the life and health of the citizens of the state by providing services that will assist in preventing early death, needless suffering and waste of human resources. The program works to accomplish this goal by: (1) providing leadership in identifying and assessing health problems and in determining health priorities and strategies for solving these problems; (2) administering a broad range of health program activities, including personal, community and environmental health services, health facilities regulation and health education and training; (3) providing an input to other governmental and non-governmental agencies and organizations in identifying health implications of their program activities, assisting in program design, seeking a coordinated effort and establishing and maintaining a general awareness of the changing national health picture; and (4) monitoring and evaluating health activities and the health status of the population on a continuous basis to ensure relevant, effective and efficient use of health resources.

State public health services are provided: (1) directly by state personnel; (2) indirectly through services to the 31 local health departments which, in turn, provide public health services to individuals in their communities; and (3) by contract with other community non-profit agencies.

##### Priority Services Target Groups:

The Health Services Division addresses the health needs of the citizens of the State of Washington as appropriate.



## Pertinent Services for Dependent-Incorrigible Youth

### WIC (Special Supplemental Food Program for Women, Infants and Children)

Certain women who are pregnant or who have had their child less than six months (or one year, if breast feeding) and infants and children through four years of age may be eligible for supplemental nutritional food. Eligibility determination involves both financial and nutritional health. Local WIC clinics determine eligibility through an assessment of income level and a nutritional assessment which includes weighing, measuring, blood test for iron and diet evaluation. Services provided include nutrition education and vouchers for purchasing WIC foods in grocery stores. WIC agencies include most local health departments, all Indian Health Service clinics and all migrant health clinics.

### EPSDT (Early and Periodic Screening, Diagnosis and Treatment)

Any child under age 21 and approved for Medicaid or now receiving Aid to Families with Dependent Children or Supplemental Security Income is eligible to receive a basic health examination. Examples of services include testing of eyes and ears, blood and urine, examinations of nose, throat, mouth, teeth and heart, tests for anemia, blood pressure of children over 12 years of age, and other examinations as needed. Immunizations are provided, if needed. If health conditions are found which require further examinations or treatment, these services can be provided by Medicaid, if the child is approved for this program.

The local office of the Department of Social and Health Services can advise if a child is eligible and how to secure the health screening service.

### CCS (Crippled Children's Services)

Children under 21 years of age who have physically crippling or handicapping conditions, or who are suffering from a condition leading to crippling, may be eligible for Crippled Children's Services. Conditions for which help may be available include:

Cerebral Palsy	Congenital Heart
Orthopedic	Hearing Impairments
Cleft Lip and Palate	Plastic Surgery
Amputee	Phenylketonuria
Congenital Defects	Cystic Fibrosis
Selected Blood Disorders	
Selected Childhood Malignancies	
Congenital Malformations of the Digestive and Genito-Urinary System	
Congenital or Acquired Chronic Disorders of the Central Nervous System	

Diagnostic service is available to every child with a suspected eligible condition, regardless of the family's income. Treatment service is provided without charge when the family is determined to be unable to assume the costs. Treatment services include hospitalization; surgery; follow-up care; appliances, such as artificial limbs and braces; physical therapy; pediatric supervision; nutritional advice; and social services.

Application for diagnostic and/or treatment services should be made to the local health department in the area in which the family resides.

### VD (Venereal Disease)

Services to diagnose and treat sexually transmitted diseases are available from or through all local health departments and most family planning clinics. Venereal disease services are also available in a number of other community clinics in the Seattle and Yakima-Toppenish areas. Health department clinics operate without charge.

### MCH (Maternal and Child Health Services)

Local health departments throughout the State provide a variety of preventive and treatment activities to promote the health of mothers and children, including adolescent children. Services provided include:

1. Screening to assess health, growth and development of infants and children and detect previously untreated conditions;
2. Well-child clinics to keep children well through periodic assessment and health education and guidance of parents;
3. Immunizations;
4. Child study clinics to diagnose developmental problems such as mental retardation, learning disabilities or other complex problems needing specialized and coordinated diagnosis, treatment and follow-up services.

Dental services are offered through the Farm Workers' Family Health Center in Toppenish and the Odessa Brown Clinic in Seattle. Limited restorative dental care is available in the King and Pierce Counties' Health Departments and the Thurston-Mason Health District.

The Maternity and Infant Care program provides comprehensive medical and health services to high-risk mothers and infants in a low income area of Seattle.

The Children and Youth program provides comprehensive care to approximately 4,000 children in a low income area of Seattle.

The Adolescent program at the University of Washington provides services and training programs in adolescent medicine and mental retardation. This program provides diagnosis and some treatment and counseling to youth with behavioral problems which may have a medical or psychological basis. This program, by contract, provides medical services at the Echo Glen Children's Center.

### Family Planning

Family Planning Services include a broad range of social and medical services to eligible persons who wish to avoid medical, social and psychological problems associated with unplanned pregnancies. Local ESSO offices provide outreach, referral and follow-up services. Local family planning clinics and private physicians provide the direct medical counseling, education and follow-up services. The services include informing, motivating, educating, counseling and providing medical services and supportive services (such as child care and/or transportation). Additional counseling, information and educational services involving any eligible person involved in an unplanned or unwanted pregnancy are provided. Counseling includes alternative plans for the pregnancy (termination, relinquishment for adoption, single parenthood, marriage, etc.) and personal problems affecting one's ability to become a self-sufficient and effective parent. Referral to other appropriate sources of help with relinquishment, single parenthood, or marriage is an integral part of the services. In all of the above, follow-up services to assess the individuals utilization of other resources and the success of their plan is both desirable and essential. Support services as described above may be provided either through the use of volunteers or by purchase.

### VOCATIONAL AND EDUCATIONAL SERVICES

In the 1970's six million youth in the United States will drop out of school before high school graduation to enter the labor market. Many are unable to find jobs because they have not acquired the necessary educational or vocational skills. Programs at the national and state levels have been set up to assist these youth to obtain these needed skills. There are programs for target populations, such as youthful offenders. The State of Washington has some specialized programs which serve target populations and which are resources to the dependent-incorrigible youth. However, the programs are not comprehensive. There is a need for coordinated planning to expand use of present and potential resources and efforts made to obtain new resources to meet the needs of the dependent-incorrigible youth.

The Department of Social and Health Services shares with the communities the concern for viable educational/vocational programs for the youthful offender. The following programs are examples of cooperative efforts of the Department in concert with the communities to provide appropriate educational/vocational resources. As referenced in Section VI, Augmentation, the Department has also proposed a demonstration pilot project utilizing LEAA funds and planned jointly between the Department of Social and Health Services and Employment Security in Spokane, Washington.

#### Superintendent of Public Instruction

The goal of vocational education for every student in secondary public schools is to provide a saleable skill whereby employment is within reach. In 1975-76, Washington schools enrolled approximately 171,217 different students in 236 high schools and five vocational-technical institutes. A combination of federal, state and local funds in the amount of \$57,929,197 was expended in vocational education during 1975-76. A portion of these funds were expended to serve 16,705 students in some 200 special projects in the broad categories of disadvantaged, handicapped, work study, cooperative and home and family life. In addition, 15,209 dropouts in grades 9-12 during 1975-76 were generally not served. An annual evaluation of 236 district/wide plans indicates a drastic need for funds to staff and equip new and ongoing vocational programs. While the total student population in Washington schools is decreasing, the enrollment in vocational programs are increasing by 8 - 10% per year. The opportunity to serve these youth is within reach.

#### Youth Development & Conservation Corps (YDCC)

The Youth Development and Conservation Corps is a program for youth between the ages of 14 and 21 which is administered by the Washington State Parks and Recreation Commission. YDCC was created by the State Legislature in 1961 and authority

for this program is found in RCW 43.51.500-570. A year-around program, the goal is to develop vocational and social skills while developing, improving and maintaining recreational areas for the welfare of the general public. Currently, there are three (3) permanent camps; additional camps are opened when funding is available. Enrollees are usually employed for a six-week camp session, provided room and board and are paid up to \$50 per week. There are 12 enrollees per camp. This past year YDCC served 791 youth. The number served is only a small percent of youth who apply to YDCC and there is always a waiting list.

#### WIN (Work Incentive)

The WIN program is a federally funded program with the goal of getting AFDC clients to work, thus reducing or terminating their dependence on public assistance. It is jointly administered by Employment Security and the Department of Social and Health Services. Children between the ages of 16 and 18 years of age who are on an AFDC grant and not in school are mandatory WIN registrants. The WIN program has money available for purchase of service contracts to help make the program successful. Training contracts for children 16 - 18 may be developed. Thus, dependent-incorrigible children could benefit from the WIN program.

#### Bureau of Juvenile Rehabilitation

The Bureau of Juvenile Rehabilitation, Juvenile Parole Services, Department of Social and Health Services operates juvenile parole learning centers in Everett, Seattle, Spokane, Tacoma and Yakima. The Learning Center Program incorporates a comprehensive special education program as well as extensive supportive services such as individual, group and family counseling, drug abuse counseling and assistance in finding job and home placements. The regular school programs are unable to accommodate or meet the psycho-social and special deficiencies of these youth.

The Learning Centers are designed to meet the basic educational needs of youth released from institutions during the regular school year who are unable to successfully reintegrate into regular school classes as well as those youngsters who are unable to handle a regular school program and school dropouts or those who will be unable to complete high school. This specialized resource addresses the problems of the youth in conflict, allowing the youth time to gain basic education and social skills. The goal is to help the youth: (1) re-enter regular school; (2) provide GED (General Equivalency Diploma); (3) provide vocational placements; and/or (4) graduation.

#### Vocational Rehabilitation Division

The Division of Vocational Rehabilitation has a cooperative working relationship with a number of school districts in the State of Washington based on a formal contractual agreement involving third party funding from the federal government. The program offers an individual work/study approach to the education and rehabilitation of high school age clients of DVR. As of the spring of 1976, DVR had 15 vocational rehabilitation counselors in the program. There are 25 cooperative agreements with school districts, which includes 41 schools and 99 teachers who are assigned to work with DVR for a portion of their day.

At the present time, enrollment is heavily weighted in the Personality Disorder Disability group: this cluster of personality disorders are characterized by a number of traits similar to those called "incorrigible" in the corrections

system. To be eligible for enrollment there must be the presence of a physical or mental disability which constitutes a substantial handicap to employment for the youth. There must also be a reasonable expectation the enrollee may be benefitted in terms of employability.

The goal is employment or a suitable job as well as a high school diploma whenever possible. Comprehensive services are available as needed to enrollees. School referrals to the program are continuous because of the need of the educational system to deal with this particular student population. Expansion of this program would require both program and funding priority.

#### DISCUSSION

The picture presented by this inventory does not adequately represent need as it relates to the dependent-incorrigible child. What cannot be presented by this inventory is the extent to which any of the services which purportedly address themselves to the needs of a refined dependent-incorrigible population, are in fact, competent to do so. All agencies employ various selection processes which exclude persons not found to be appropriate for their particular service. The unmotivated, ill-qualified and resistive dependent-incorrigible youth is a prime target. When individual workers are able to procure services for this group, such factors as individual tolerance and personal preference come quickly into prominence, dictating all too often premature withdrawal of services from those who are perhaps in greatest need. Ultimately, those who will competently attempt to address the needs of an acting out rebellious youth must be a highly refined and well-trained group of dedicated individuals.

SECTION VI

AUGMENTATION

*NEW SECTION. SEC. 5*

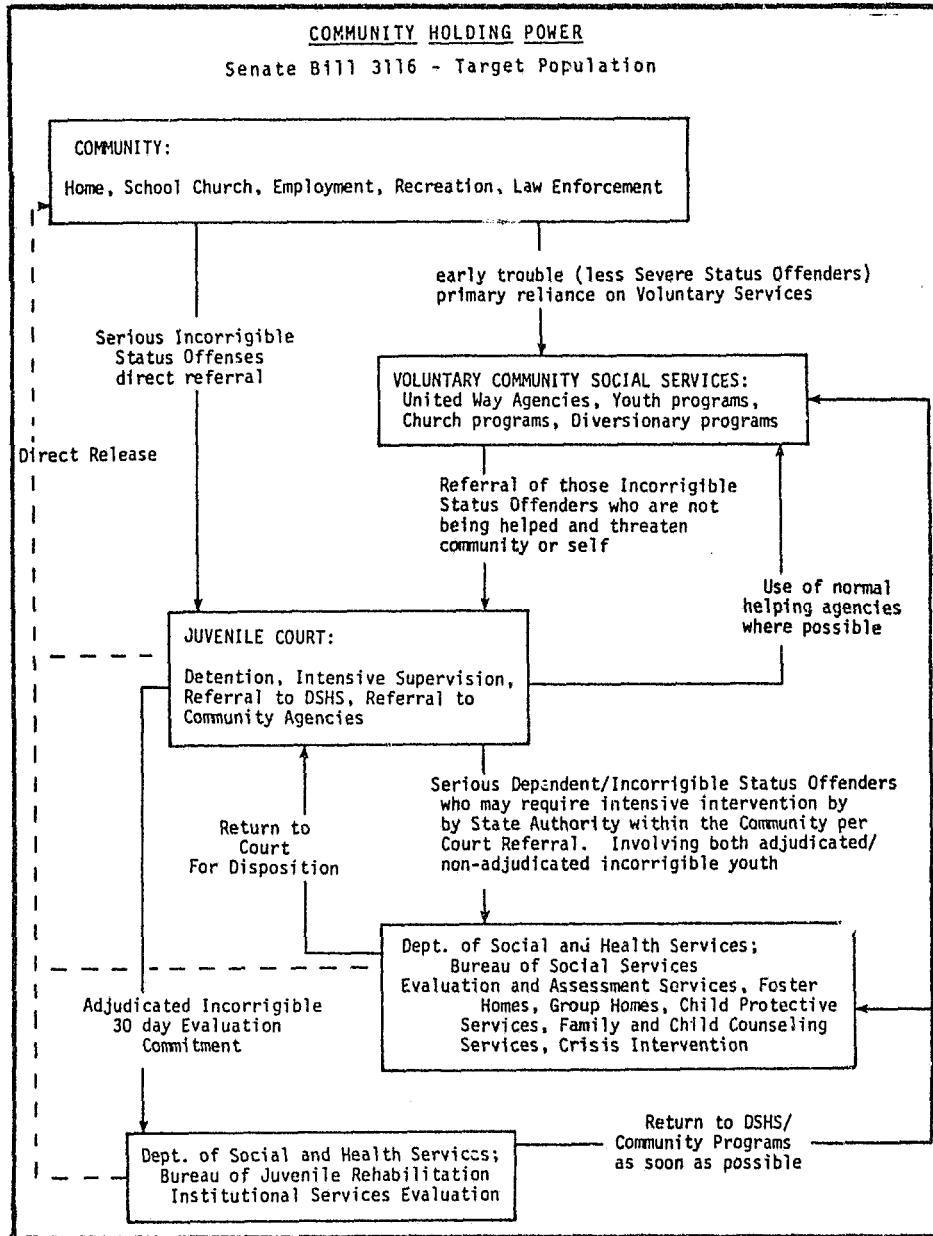
*The department of social and health services shall begin immediately to prepare for the effect of section 1 of this 1976 amendatory act, and shall submit a report to the legislature by December 1, 1976, regarding its preparation of alternatives to the commitment of incorrigibles to institutions which shall be consistent with the purposes of chapter 74.13 RCW. Such report shall also include:*

- (1) An inventory and evaluation of services for incorrigibles, in addition to institutions maintained by the department of social and health services;*
- (2) The efforts of the department of social and health services to augment such services; and*
- (3) The fiscal impact, if any, of section 1 of this 1976 amendatory act.*



# COMMUNITY HOLDING POWER CONCEPT

The following Community Holding Power concept depicts the various levels of community service responsibility by both governmental and non-governmental sectors:



Within the Department of Social and Health Services the "Community Holding Power" responsibility for direct social services to adjudicated dependent-incurrable youths is now lodged with the Community Services Division's Bureau of Social Services. The range of service administered by this Bureau, as well as other complementing Department services, are available to such youths within their parental home or, alternate sheltered care arrangements. Alternate sheltered care includes placement in a receiving home, family foster home or group home and may be provided by private citizens or voluntary agencies with whom the Department has a contractual agreement. In the broad sense, service includes payment for the care provided and monitoring the quality of care provided.

## AUGMENTATION

### Current and Proposed Efforts

The Department's efforts to augment community services to the dependent-incorrigible are reflected in the following projects, which are jointly supported and funded by the community and the Department. These programs do represent a move away from institutional-type programming with a much greater emphasis on direct non-governmental services and broader citizen participation in the administrative and program policy areas.

During the current biennium the Department has taken some significant steps to augment its services to the dependent-incorrigible population. More augmentation is necessary. Both current and proposed efforts at augmentation are outlined as follows:

#### Specialized Foster Family Care:

Serious dependent-incorrigible youth are not readily acceptable in typical foster family homes or foster group facilities. If placed in traditional foster care facilities the youth and/or the foster family parents or group care staff are all too often unable to tolerate the behaviors and associates of the child and placement consequently fails. The Department may then lose a placement resource as well as the client and possibly the caseworker and/or group care staff. The assumption that "loving care" will solve all the ills and problems of children does not readily apply to working with dependent-incorrigibles. Staff and foster care persons involved with this population require not only specialized training but specialized resources as well.

Originally, a specialized foster family home was established with three to five dependent-incorrigible youths. This has been discontinued because the problems of supervision were too great with three to five dependent-incorrigible youths in one home. The Department believes that a smaller foster family care home having only one to two dependent-incorrigible youths is more desirable because of the very difficult type of behavioral problems represented by this type of juvenile population.

The rate of payment for services rendered all too often has no relationship to the amount of responsibility and supervision involved, particularly in working with serious dependent-incorrigible youth. The lack of adequate financial reimbursement has discouraged potential resource persons and has frequently resulted in reliance on inadequate facilities and poorly trained staff.

Recognizing the need for establishing specialized rates for foster family care facilities for dependent-incorrigible youth, the Department is in the process of establishing a specialized rate for foster family care of \$98.00 per month to be added onto the basic \$164.00 per month for a child over 12 years of age. It is hoped that this will be an inducement for foster families to accept one or two, at the most, of the dependent-incorrigible youth.



The Department has entered into an agreement with the Youth Homes Associated, an agency in Yakima, which guarantees that staffed beds be available for temporary receiving home care. As a demonstration project, the Youth Homes Associated has been established as a resource to youth under care of juvenile parole officers who are in need of a receiving home placement in lieu of detention, pending a more permanent placement. This type of receiving home is being paid a retaining fee of \$25.00 per bed (2 beds) per month plus the daily rate for the youth while in placement. The demonstration project was initiated July 1, 1976, and is presently being evaluated as to its effectiveness by the Region 2 Administrative Office.

There is a statewide need for receiving home care as a resource to reduce readmissions to institutions. This project, if successful, would appear to have equal application to either the delinquent or dependent-incorrigible youth.

#### Foster Group Home Care:

With respect to private group homes and child caring agencies, the Department will ask for additional funds in the 1977-79 biennium to improve vendor rates along with the establishment of a system which links the youth's needs with the social services provided.

Since the current DSHS rate-setting system provides no definite or clear relationship between the amount and type of services provided by an agency and the rate it received, the Department has been experimenting with various types of specialized foster care arrangements. For example:

The "Building Blocks Approach" is a proposal conceived by the Washington Association of Child Care Agencies (WACCA) which typifies the building block approach to funding the group care portion of the foster care program. A standardized amount based on weighted cost averages would be established as the basic rate for maintenance: food, clothing, shelter and facility operation. Facilities would be classified according to the level of care they provide, which would be determined by the staff-child ratios maintained, type of staff employed (social service workers, house parents, physical therapists, etc.) and services available to clients (treatment program). There would be three to five levels of care and therefore the same number of agency classification would receive the standard rate for that classification, regardless of actual costs. A uniform cost reporting system would have to be implemented to obtain information on which to base rates. Ideally, such a system would also provide a basis for placing a child in the facility that best meets his service needs. WACCA has developed a client typology for this purpose and the DSHS Office of Research is now working on a system to classify the service needs of children currently in foster care. Continued joint effort by DSHS and WACCA could result in a system where DSHS or private agency staff have available guidelines for assessing the level of care needed by a particular child and a list of community agencies providing that level of services. Staff would use their professional judgment to make final placement decisions, but would follow a consistent procedure to assess the child and family situation and use this information to select the most appropriate placement. Placement decisions would therefore be based on service requirements of individual children.

#### Casework Service - Crisis-Intervention Management:

Everywhere today there is concern about the incidence of incorrigibility, run-away behavior, family breakdown and about the need for constructive alternatives. One exciting approach which offers great promise is family crisis counseling.

The Child Foster Care Program Review, September 1976, DSHS, in assuming reasons for foster care placement found that 44% of the children placed in foster care were placed outside their home because of such child-related problems as parent-child conflict, pre-delinquency and incorrigibility. Furthermore, it was the conclusion of this report that "more children are in foster care for parent-related reasons than child-related reasons."

The Child Foster Care Program Review study group did not have available a definitive list of variables which affect the length of stay in foster care but current empirical data available from dependent-incorrigible youth diversionary demonstration projects (Refer to "Juvenile Diversion Through Family Counseling", Exemplary Project, University of California at Davis, Grant Number 74 TN-99-001 NILECJ-LEAA). supports the position that the earlier family counseling and crisis-intervention can be brought to bear in a conflictual family situation the greater the chances are of keeping the family intact without the need for outside alternative shelter care placement or adjudicated commitment to an institution.

It is suggested that through the use of family counseling techniques, the counselor seeks to develop the concept that the incorrigible problem is the responsibility of the whole family and that removing the youth from his family is not an acceptable solution. If the underlying emotions are too strong to permit the youth's return home immediately, an attempt is made to locate an alternative sheltered care placement for the youth to stay temporarily. Families are encouraged to return for additional counseling services; the maximum number is normally five sessions. Long-term foster care placement is dramatically shortened with the availability of family counseling by professionally trained staff.

The Department is currently experimenting with the crisis-intervention casework approach in Pierce County with the Homebuilders Program. The Department has recently received a \$90,000 one-year grant from HEW for a contract with the Tacoma Homebuilders program to divert dependent-incorrigible youth residing in Pierce County from foster care placement. At least 40 youth will receive in-home crisis-intervention service through this program; based on past experience with the Homebuilder program, the Department's expectation is that a substantial number of these youth will be able to remain in their own homes and not require alternative sheltered care placements.

A second hypothesis that is currently being tested is that caseworkers with specialized training and smaller caseloads will positively effect youth's ability to remain in their own homes and avoid long-term care placements.

The Department currently has a project underway that is funded by the National Science Foundation and is designed to test the effects of service worker training and caseload size on foster care outcomes. The scheduled completion date for the project is October 1, 1977. Including effectiveness of service as a factor in the rate-setting process has promising potential, but immediate implementation of this option appears to be precluded because of methodological problems.

Plans are underway to provide a training program for Bureau of Social Services Caseworker staff in the following areas:

1. Skills and techniques required to supervise rebellious youth;
2. Assessment of kinds of services required for treatment and their availability;
3. Refocus of homefinding staff to recruit, assess, develop and maintain working relationship with foster parents for aggressive, rebellious youth;
4. Emphasis on developing skills to deal with such youths and their parents in order to prevent removal from their own homes where possible.

*The Department is requesting an augmentation of its existing casework staff in the 1977-79 biennial program budget to deal with the added foster care, homefinding, evaluating and placement workload that is anticipated as a direct result of the 3116 impact.*

#### Twenty-Four Hour Intervention Response & Crisis Management:

Since the majority of behavioral crises (i.e., family conflict, runaways, etc.) occur outside the standard 8:00 a.m. - 5:00 p.m. workday and on weekends, 24 hour crisis-intervention services are necessary. This includes the establishment of the 24 hour service statewide and maintenance costs (i.e., standby and overtime, travel and telephone service costs).

The Department has gained some experience in providing 24 hour services in Pierce County under the direction of The Child Protective Services Program. This program is intended to provide 24 hour child abuse services and has been operating successfully since 1972. The services provided are similar to those listed above.

The cost of 24 hour crisis services is not prohibitive. The cost for services in Tacoma for FY 76 was approximately: \$10,800 for standby and overtime, \$1,850 for fringe benefits, \$700 for travel, and \$600 for rental of the beeper service from the phone company. There was no cost for the use of the Cascadia switchboard and this cost must therefore be added. The total cost was approximately \$13,950.

The estimated cost would be \$360,000 for biennium to implement this service statewide based on cost figures from Pierce County and projected foster care and CPS caseloads.

#### Educational/Vocational/Employment Project Request:

Following the direction of Chapter 71, Section 4(3), the Department has been directed to extend Child Welfare Services on behalf of children "including but not limited to contracting with private and public entities to provide basic education and vocational training." The intent of the provision of basic education and vocational training has as its end result employment, or an increase in the potential of the youth to compete successfully in the labor market.

The Department proposes that a controlled experimental program which includes educational, vocational and employment components would offer a viable intervention model for evaluating the benefits of these specialized programs for this youthful target population. The model must include evaluation in three areas: effectiveness, efficiency and impact. While the special needs of some of these youth are being met in other programs, existing programs do not address the needs of the total target population.

After due consideration and based on the findings of the inventory of services, the Department is requesting a \$500,000 appropriation to be allocated for Educational/Vocational/Employment programs. Basic program goals will be to improve job readiness for youthful offenders and retain these youth in a school program until rudimentary skills have been acquired. A high school diploma or a General Equivalency Diploma (GED) is to be a primary goal. The Department will contract out to other program operators.

An example of the type of service contemplated is the Spokane County Youth Progressive Pilot Project proposal<sup>9</sup> which is a program designed to meet the needs of a portion of the 800 status offenders in Spokane County. The purpose is to provide a developmental program for 35-40 status offenders per year in education, work experience and skill training. Work experience placements will be in the private sector. The model is one which can be tested on a demonstration basis. Should this mode of intervention prove successful for the status offender, the model can be applied to other counties or implemented on a state-wide basis. It is expected that through a developmental program of this kind, the youth will be prepared by the age of 18 or shortly thereafter to either enter the world of work or have a plan for his/her future.

#### Planning and Research Project Request:

The Department is not certain what the ultimate fiscal impact of ESB 3116 is going to be. Will the Juvenile Courts change their classification, commitment and referral processes? Will DSHS experience a larger increase in caseload and

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9. Refer to Spokane County Youth Progressive Pilot Project, Department of Social & Health Services/Employment Security LEAA Grant Application proposal, Appendix 12, pg. 95.

Juvenile Court referrals than their present projects? The fiscal impact estimates in this Report are very conservative. Basically, the caseload estimate assumes DSHS will continue to serve the dependent-incorrigible who needs short- or long-term specialized foster care. The only additional workload that is estimated reflects the impact of approximately 2,200 dependent-incorrigible youth per biennium who will no longer be held in juvenile court detention facilities as well as approximately 260 youth per biennium who will no longer be institutionalized. The evaluation component is necessary to more accurately evaluate Juvenile Court responses to ESB 3116.

The Department also wants additional data on dependent-incorrigible youth in the community to determine the behavioral and fiscal impact of community social services. The need for a longitudinal study which relates dependent-incorrigible adjustment outcomes to services provided is necessary. Multiple community services exist which require sound assessment to determine their effectiveness.

These are difficult youth and they do not respond well to the traditional foster family home or foster group home. The research and evaluation project proposes that three communities would be selected on a demonstration basis to deliver community services for dependent-incorrigible youth as follows:

1. An area with a youth alternatives approach.
2. An area where DSHS would provide or purchase services directly as follows:
  - a. Twenty-four hour crisis-intervention services;
  - b. alternative living in specialized foster family homes and foster group homes where appropriate;
  - c. job experience, vocational training and/or alternative education.
3. An area where DSHS makes no changes - Juvenile Court staff continues to handle cases as they do now.

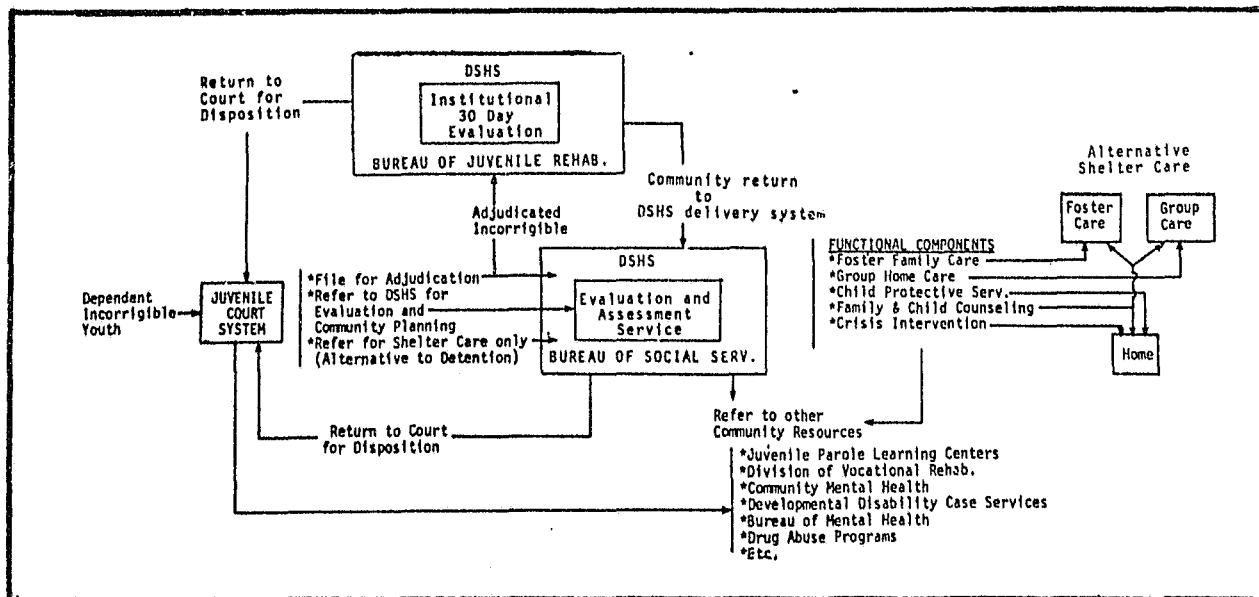
The three different community programs could be used as research components and evaluated to determine which services are the most appropriate for dependent-incorrigible youth.

In order to implement the research and evaluation project, the Department is requesting \$250,000.

#### TRANSFER OF DELINQUENCY-PREVENTION PROGRAM

A proposed service augmentation is being accomplished by transferring the existing Delinquency-Prevention program from the Bureau of Juvenile Rehabilitation to the Bureau of Social Services. With the strengthening of our existing BSS staff by the availability of this psychiatric social work staff, a professional

diagnostic service will be possible in helping to evaluate the dependent-incorrigible youth's background relative to providing a more comprehensive base for dispositional recommendations and placement considerations.



The aforementioned clinical evaluation service is not perceived as being necessary for all dependent-incorrigible status offenders referred to DSHS from the court. Many status offenders have been and continue to be referred by the court to DSHS that do not require a comprehensive clinical work-up by the psychiatric social workers or consultation by the psychiatrist or clinical psychologist.

In those Judicial Districts where the delinquency-prevention staff are located, in addition to providing an evaluation and assessment service, this professional staff will provide short-term counseling services to dependent-incorrigibles and/or their families. Also, consultation services and in-service training will continue to be available to other DSHS program staff and community groups as time permits.

Even though the delinquency-prevention staff are located in only 13 of the 32 statewide Judicial Districts, the Department is not recommending any delinquency-prevention staff expansion at this time. The Department plans to evaluate the use and effectiveness of this program augmentation before expanding to the remaining Judicial Districts.

#### DIVERSION PROGRAMS

Present efforts to augment community and juvenile court services for dependent-incorrigibles consists of a limited number of diversion projects in the state. Most of these projects are supported through Law Enforcement Assistance Administration (LEAA) grants with contributions from local governmental and non-government sectors. DSHS contributes a small amount to these projects.

#### President's Commission On Law Enforcement and Administration of Justice

In 1967 the President's Commission on Law Enforcement and Administration of Justice recommended establishment of alternatives to the systems of juvenile justice. In its report, The Challenge Of Crime In A Free Society, the President's

Commission on Law Enforcement and Administration of Justice proposed the development of community services outside the juvenile court structure to deal with those less troubled status offenders who present no serious danger to themselves or others, thereby allowing the court to concentrate its efforts on the more serious dependent-incorrigible youth and the delinquent child.

#### Purpose of Youth Service Bureau

These services, developed in what the Commission labeled as Youth Service Bureaus (sometimes known as Alternatives For Youth Programs, Youth Resource Bureaus, Youth Assistance Programs, etc.) are directed primarily toward those children whose conduct manifests the need for assistance but who have not committed acts which, if committed by an adult, would be a crime, i.e., status offenses.

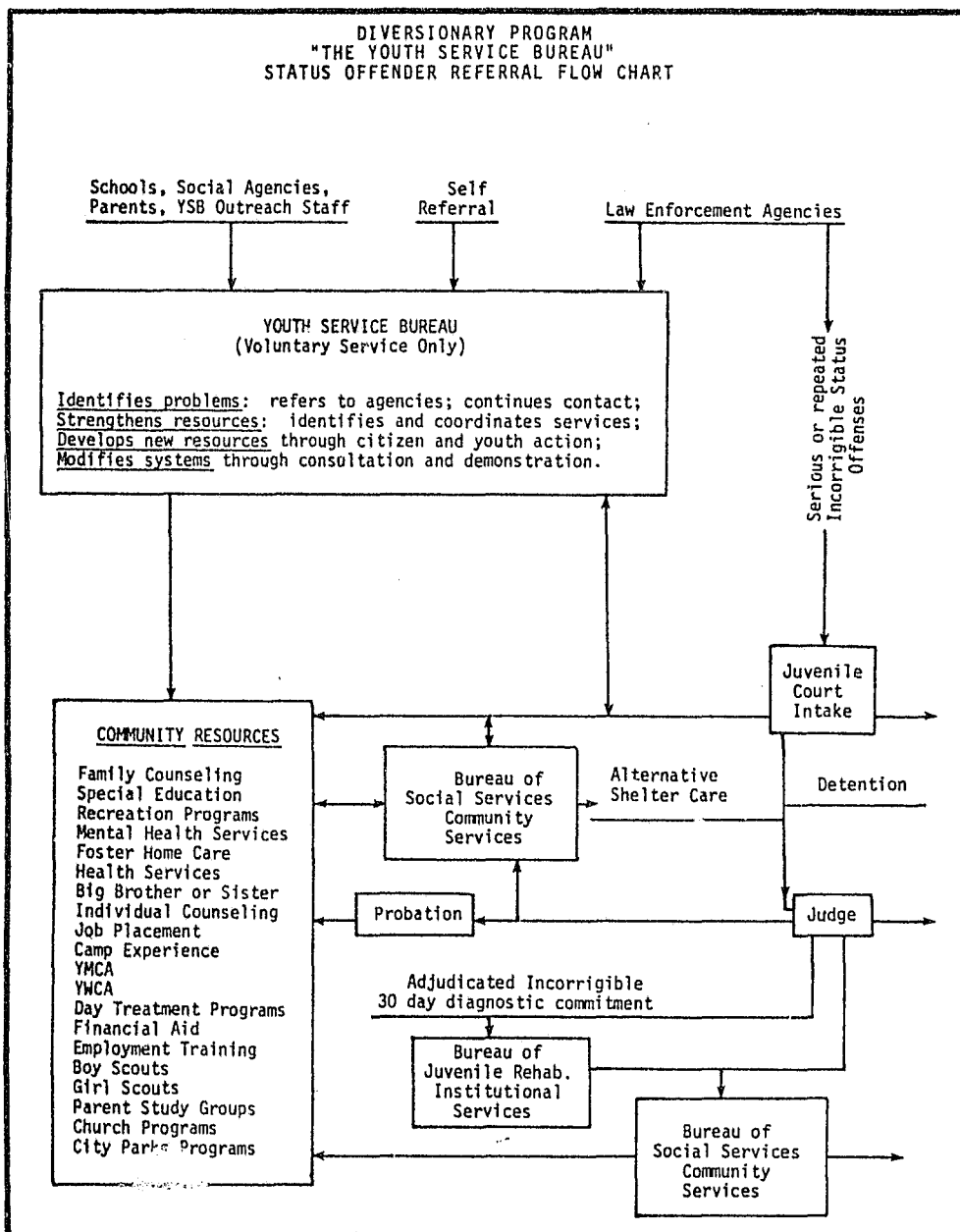
A Youth Service Bureau is not usually a part of the justice system. One of its goals is preventing status offenders from penetrating the juvenile justice system. It accepts referrals from the police, the intake-department of the court, the schools and parents; provides short-term counseling; coordinates community resources on behalf of those who need them; develops new resources when appropriate services cannot otherwise be obtained. Its role is that of a catalytic change agent. However, it is not a panacea for status offenses or delinquent behavior, nor does it attempt to cure all social ills.

The Youth Service Bureau is usually a non-governmental community agency to which children are referred rather than directed to the juvenile court, if their behavior has not been so serious as to present a threat to themselves or to society, but who manifest conduct indicative of the need for assistance. This approach necessarily and appropriately narrows the function of the juvenile court of law with jurisdiction over delinquent children and those status offenders whose serious incorrigible behavior dictates direct intervention by the juvenile court.

#### Reducing Need For Judicial Action

In its broadest outlines, the Youth Service Bureau concept means: (1) channeling the principal rehabilitative effort into community based dispositions that occur prior to assumption of jurisdiction by the court; (2) directing the reach of the juvenile court jurisdiction to cases of manifest danger either to the youth or to the community; and (3) establishing in the court itself, procedures designed to assure fair, reliable determinations for those who reach the point of judicial action.

The following status offender referral flow chart depicts the "diversionary" aspects of a Youth Service Bureau:





There is no one type of Youth Service Bureau or juvenile diversionary program. For example, there are different types of diversionary programs throughout the state; in Spokane County the Diversionary project, Spokane Youth Alternatives, Inc.,<sup>10</sup> has been established outside the juvenile justice system, and focuses its intake efforts in direct diversion by accepting only referrals from law enforcement agencies and juvenile courts. In King County, the Rebellious Youth Project emphasis is on diverting status offenders through the joint cooperation efforts of the court intake staff and DSHS staff within the juvenile justice system.<sup>11</sup>

A Youth Service Bureau may be sponsored by state government on a regional basis, by local government or jointly by several government and/or private agencies. It is usually funded by federal, state and local sources or a combined funding base or government/non-government resources.

#### Importance of Community Planning Committee and Citizen Involvement

The form a Youth Service Bureau takes in a particular community is best decided by a planning body officially authorized to report to government and citizen groups regarding youth problems throughout the community, the situations which create these problems and the most urgent steps required to remedy these situations. For example, the Spokane community has established the Spokane Area Youth Committee<sup>12</sup> charged with the responsibility to coordinate and improve systems of treatment and dispositional service for delinquent and troubled youth. This important committee, comprised of community leaders from city and county government, United Way, DSHS and the citizenry-at-large, has been instrumental in obtaining a Federal grant from the Law Enforcement Assistance Administration to establish the Spokane Youth Alternatives, Inc. project in Spokane County. The Department of Social and Health Services currently provides match state monies to both the Spokane Area Youth Committee and the Spokane Youth Alternatives, Inc., project through the Bureau of Social Services.

Another example of community planning is found in Region 4 where the Committee on Services to Dependent-Rebellious Youth and their Families in King County has established the Rebellious Youth Demonstration Project. The planning and creation of this diversionary project was made possible with the joint financial support of the Department of Social and Health Services, the King County Juvenile Court, the City of Seattle Department of Human Resources and United Way of King County. This diversionary project hopes to develop a community system which will eventually help the community more effectively deal with non-adjudicated status offender problems.

#### Anticipated Effects of Diversionary Projects

The various diversionary approaches being supported by such committees as Spokane and Seattle will serve to decrease by a substantial percentage the number of status offender cases referred to the juvenile court each year, considerably lighten the debilitating burden presently on the juvenile court and allow the court staff additional time to more effectively deal with the serious dependent-incorrigible status offenders and delinquent youth.

10. Refer to Appendix 9, pg. 81, for additional information on Spokane Youth Alternatives, Inc. Project.

11. Refer to Appendix 10, pg. 83, for descriptive information on Seattle Rebellious Youth Project.

12. Refer to Appendix 11, pg. 93, for more information on Spokane Area Youth Committee.



SECTION VII

FISCAL IMPACT

*NEW SECTION. SEC. 5*

*The department of social and health services shall begin immediately to prepare for the effect of section 1 of this 1976 amendatory act, and shall submit a report to the legislature by December 1, 1976, regarding its preparation of alternatives to the commitment of incorrigibles to institutions which shall be consistent with the purposes of chapter 74.13 RCW. Such report shall also include:*

*(1) An inventory and evaluation of services for incorrigibles, in addition to institutions maintained by the department of social and health services;*

*(2) The efforts of the department of social and health services to augment such services; and*

*(3) The fiscal impact, if any, of section 1 of this 1976 amendatory act.*



## FISCAL IMPACT

The following considerations affect the fiscal impact of ESB 3116:

1. Increased caseload in specialized foster care and additional cost reimbursements to specialized foster family homes and child caring agencies.
2. Necessary caseworker services for 24-hour crisis-intervention, specialized foster care placement and specialized foster home finding.
3. A contingency fund for community purchase of services needed to establish job experience, vocational training and/or alternative education.
4. Because of the lack of reliable dependent-incorrigible data, a planning research project is being requested to determine what types of community services are most appropriate for dependent-incorrigibles. This project will help to provide the necessary sociometric data for subsequent budgetary requests. This project will cover a nine-month evaluation and research period following the implementation of the law Chapter 71, July 1, 1977.

### Increased Caseload & Additional Cost Reimbursements for Specialized Foster Care

The increased caseload will involve approximately 2,200 dependent-incorrigibles per biennium who will no longer be held in juvenile court detention facilities but will be placed in specialized receiving home care. In addition, approximately 260 dependent-incorrigibles per biennium will no longer be institutionalized but will be placed in alternative community placements with 1/3 of the youth in foster family care and 2/3 of the youth in foster group care.

<i>Receiving Home Care &amp; Medical Vendor Payments</i>	<i>\$ 211,447</i>
<i>Specialized Foster Care &amp; Medical Vendor Payments</i>	<i>\$1,822,887</i>

### Department of Social & Health Services/Community Diversion Program Project

DSHS has cooperated with communities in the establishment of local community diversion programs. Two examples of the Department's efforts to augment services for dependent-incorrigible youth in the community are Youth Alternatives, Inc., in Spokane and the Rebellious Youth Project in Seattle. (Refer to Augmentation Section, pg.34, for greater details.)

Included in this fiscal impact statement is \$67,000 to continue current level match monies in joint funding with the non-governmental sectors for these community diversion program projects.

<i>DSHS/Community Diversion Projects</i>	<i>\$ 67,000</i>
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Proposed 58 FTEs\* for Biennium for Crisis-Intervention, Screening, Monitoring & Specialized Foster Home Finding

The additional 58 FTEs would be allotted to provide the following services:

Crisis-Intervention (Diversion from Foster Care)	20 FTEs
Screening & Monitoring (Foster Care Placement Process)	26 FTEs
Foster Family Care-Home Finding (Specialized Foster Care Development Including Specialized Home Finding)	12 FTEs
<b>TOTAL</b>	<b>58 FTEs (Biennium)</b>

Expenditure Detail:

	<u>Total</u>	<u>1st Year</u>	<u>2nd Year</u>
Salaries & Wages	\$ 763,454	\$380,306	\$383,148
Goods & Services**	122,890	61,097	61,793
Travel***	31,117	15,602	15,515
Equipment****	10,208	5,104	5,104
Employee Benefits*****	131,314	65,413	65,901
<b>TOTAL</b>	<b>\$1,058,983</b>	<b>\$527,522</b>	<b>\$531,461</b>

<i>58 FTEs for Biennium (Specialized Staff)</i>	<i>\$1,058,983</i>
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Twenty-Four Hour Crisis-Intervention Services

As noted in the Augmentation Section, pg. 31, the majority of family crisis situations involving dependent-incorrigible youth and their parents occur after hours and on weekends. It is therefore recommended that 24-hour service be established statewide. The estimated cost for biennium is \$360,000 to implement this service. This cost factor includes standby and overtime, fringe benefits, travel and telephonic equipment.

<i>24-Hour Crisis-Intervention Services</i>	<i>\$ 360,000</i>
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\* FTE - Full Time Equivalent

\*\* Goods & Services - \$2,106.78 per FTE (78) \$2,130.79 per FTE (79).

\*\*\* Travel - \$538.00 per FTE (78) \$535.00 per FTE (79).

\*\*\*\* Equipment - \$176.00 per FTE (78) \$176.00 per FTE (79).

\*\*\*\*\* Benefits - 17.2% of Salaries & Wages.

### Educational/Vocational/Employment Project

In the Augmentation Section, pg. 32 , reference is made to the pressing need for specialized education and vocational training. Based on Chapter 71, Section 4(3), the Department has been mandated to augment its existing community services by including educational and vocational training.

Basic program goals will be to improve job readiness for those dependent-incorrigibles under the supervision of the Department. A \$500,000 appropriation request for this purpose is being recommended. The Department will contract with private and public entities for these very necessary services.

It is the contention of the Department that a specialized support system in the educational, vocational and employment areas is essential for these youth. From these proposed programs, statistical data will be obtained so that the Legislature and the Department can evaluate the effectiveness of this intervention model against costs incurred and results attained.

<i>Educational/Vocational/Employment Project</i>	<i>\$ 500,000</i>
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### Planning and Research Project

As noted in Augmentation Section, pg. 32, the Department is in need of additional data on dependent-incorrigible youth in the community in order to more accurately assess the behavioral and fiscal impact of community services on this juvenile population.

In order to implement the necessary planning and research services, the Department is requesting the following project monies:

<i>Planning and Research Project</i>	<i>\$ 250,000</i>
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### TOTAL BIENNIUM FISCAL IMPACT

<i>Receiving Home Care And Medical Vendor Payments</i>	<i>\$ 211,447</i>
<i>Specialized Foster Care And Medical Vendor Payments</i>	<i>1,822,887</i>
<i>DSHS/Community Diversion Programs</i>	<i>67,000</i>
<i>58 FTEs (Specialized Staff)</i>	<i>1,058,983</i>
<i>24 Hour Crisis-Intervention Services</i>	<i>360,000</i>
<i>Educational/Vocational/Employment</i>	<i>500,000</i>
<i>Planning And Research Project</i>	<i>250,000</i>

<i>TOTAL</i>	<i>\$4,270,317</i>
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#### Fiscal Impact of ESB 3116 on Bureau of Juvenile Rehabilitation

Section 6 of the new law requires that any transfer of funds appropriated by the Legislature for the Bureau of Juvenile Rehabilitation be approved by the Legislative Budget Committee.

Possible specific "savings" resulting from ESB 3116 are not yet identifiable. First, the Bureau of Juvenile Rehabilitation is still receiving youths committed as incorrigible and holding them for as long as is appropriate. Second, at this time, DSHS cannot predict whether or not the average number of incorrigibles in residence at its institutions will be different as a result of ESB 3116. Although the length of stay for each youngster will be limited to 30 days after July 1, 1977, nothing is known yet about the number of commitments BJR will receive for 30-day diagnosis. The extent to which relabeling will take place is also not now known. Many youth committed as incorrigibles had probably committed acts that could have caused them to be committed as delinquents. After July 1, 1977, it is likely that these youth will continue to be committed to BJR, but will be identified as delinquents rather than as incorrigibles.



SECTION VIII

APPENDICES



## TITLE 13

### JUVENILE COURTS AND JUVENILE DELINQUENTS

#### Chapters

13.04 Juvenile courts.

13.06 Probation services—Special supervision programs.

13.07 Probation counselors—State aid.

13.16 Places of detention.

13.20 Management of detention facilities—Class AA counties.

13.24 Interstate compact on juveniles.

Action against parent for wilful injury to property by minor: RCW 4.24.190.

Alcoholic beverage control: Title 66 RCW.

Child agencies: Chapter 26.36 RCW.

Child labor: Chapters 26.28, 28A 27, 49 12, 69.11 RCW.

Child welfare agencies: Chapter 74.15 RCW.

Compulsory school attendance: Chapter 28A 27 RCW.

Department of motor vehicles (formerly department of licenses), see note following chapter 43.24 RCW digest.

Department of social and health services

department created—Powers and duties transferred: RCW 43.20A 030.

powers, duties and functions of director of institutions, institution superintendents, transferred to secretary or his designee: RCW 43.20A 210.

powers, duties and functions of director of public assistance transferred to secretary or his designee: RCW 43.20A 190.

powers, duties and functions of divisions of department of institutions transferred to department: RCW 43.20A 220.

Firearms: RCW 9.41.080, 9.41.240.

Infants: Chapter 26.28 RCW.

Jurisdiction over Indians as to juvenile delinquency and dependent children: Chapter 37.12 RCW.

Leaving children in parked automobile: RCW 9.91.060.

Public institutions

division of children and youth services: Chapter 72.05 RCW.  
state council for children and youth: RCW 72.05.180, 72.05.190.

Report of child abuse: Chapter 26.44 RCW.

State institutions: Title 72 RCW.

Tobacco: RCW 26.28.080.

Vacation and modification of judgments—Causes for enumerated: RCW 4.72.01(5).

Witnesses—Who are disqualified—Privileged communications: RCW 5.60.080.

Youth development and conservation corps: Chapter 43.51 RCW.

#### Chapter 13.04 JUVENILE COURTS

##### Sections

- 13.04.010 Juvenile court law—Dependent and delinquent children defined—Ward of state.
- 13.04.030 Juvenile courts—How constituted.
- 13.04.040 Probation counselors and persons in charge of detention facilities—Appointment, powers and duties, compensation.
- 13.04.050 Expenses of probation officers.

- 13.04.053 Notice to parent or guardian that child taken into custody—Time limitation on detention—Responsibility of juvenile court.
- 13.04.056 Informal disposition of case by probation officer—Review by juvenile judge.
- 13.04.060 Petition to take charge of child.
- 13.04.070 Summons—Hearing.
- 13.04.080 Publication of summons.
- 13.04.091 Hearings—Time and place—Not generally public—Notes and records.
- 13.04.095 Commitment of child—Order of court—Powers of department of institutions—Rescinding of commitment.
- 13.04.100 Commitment of child—Order may be temporary, modified, etc.—Financial support of child.
- 13.04.105 Judgment for financial support.
- 13.04.110 Award and adoption of child.
- 13.04.115 Child not to be detained in jail or confined with adult convicts.
- 13.04.120 Arrest of juvenile—Hearing—Traffic violations.
- 13.04.130 Fingerprinting or photographing juvenile.
- 13.04.135 Establishment of house of detention and truant school.
- 13.04.140 Construction.
- 13.04.150 Modification of orders.
- 13.04.160 Fees not allowed.
- 13.04.170 Contributing to delinquency—Penalty—Bond.
- 13.04.180 Board of visitation.
- 13.04.190 Commitment of delinquent to department of institutions—Notice of placement by director to be given court and parents or guardian.
- 13.04.200 Director of institutions may place incorrigible juvenile delinquents over sixteen in reformatory—Duration—Definition.
- 13.04.210 Petition for court review of director's decision on institutional placement or transfer—Filing, service.
- 13.04.220 Court may modify, set aside secretary's decision on placement or transfer—Appeal.
- 13.04.230 Probation officer's investigation record and report withheld from public inspection—Who may inspect—Destruction.
- 13.04.240 Court order not deemed conviction of crime.
- 13.04.250 Destruction of files of juveniles committed to department of institutions upon attaining majority—Exceptions.

Aid to families with dependent children: Chapter 74.12 RCW.

Division of children and youth services; construed in connection with and supplemental to the juvenile court law: RCW 72.05.170 through 72.05.210.

Educational aid for handicapped children: Chapter 28A.13 RCW.

Record of traffic charges of juveniles to be furnished juvenile court: RCW 46.26.293.

Relinquishment of permanent care of child: RCW 26.36.010.

Schools designated close security institutions: RCW 72.05.130.

Transfer from minimum security to close security institution—Court order required: RCW 72.05.130(1).

13.04.010 Juvenile court law—Dependent and delinquent children defined—Wards of state. This chapter shall be known as the "Juvenile Court Law" and

[Title 13—p 11]

shall apply to all minor children under the age of eighteen years who are delinquent or dependent; and to any person or persons who are responsible for or contribute to, the delinquency or dependency of such children.

For the purpose of this chapter the words "dependent child" shall mean any child under the age of eighteen years:

(1) Who has no home or any settled place of abode, or any proper guardianship, or any visible means of subsistence; or

(2) Who has no parent, guardian or other responsible person; or who has no parent or guardian willing to exercise, or capable of exercising, proper parental control; or

(3) Whose home by reason of neglect, cruelty or depravity of his parents or either of them, or on the part of his guardian, or on the part of the person in whose custody or care he may be, or for any other reason, is an unfit place for such child; or

(4) Who frequents the company of reputed criminals, vagrants or prostitutes; or

(5) Who is found living or being in any house of prostitution or assignation; or

(6) Who habitually visits any saloon, or place where spirituous, vinous, or malt liquors are consumed or sold, bartered, or given away; or

(7) Who is incorrigible; that is, who is beyond the control and power of his parents, guardian, or custodian by reason of the conduct or nature of said child; or

(8) Who is in danger of being brought up to lead an idle, dissolute or immoral life; or

(9) Who is an habitual truant, as defined in the school laws of the state of Washington; or

(10) Who uses intoxicating liquor as a beverage, or who uses opium, cocaine, morphine, heroin, or marijuana, or other similar drug, without the direction of a competent physician; or

(11) Who wanders about in the nighttime without being on any lawful business or occupation; or

(12) Who is grossly and wilfully neglected as to medical care necessary for his well-being.

The words "delinquent child" mean any child under the age of eighteen years who violates any law of this state, or any ordinance of any town, city, or county of this state defining a crime or who has violated any federal law or law of another state defining a crime, and whose case has been referred to the juvenile court by any jurisdiction whatsoever.

For the purpose of this chapter only, all children who have been adjudicated delinquent and dependent children within the state shall be considered wards of this state and their persons shall be subject to the custody, care, guardianship and control of the court as hereinafter provided. [1961 c 302 § 1; 1913 c 160 § 1; RRS § 1987-1. Prior: 1909 c 190 § 1; 1905 c 18 § 1. Formerly RCW 13.04.010 and 13.04.020.]

*Truant school laws: Chapter 28A.27 RCW.*

**13.04.030 Juvenile courts**—How constituted. The superior courts in the several counties of this state, shall have original jurisdiction in all cases coming within the terms of this chapter. The case shall be tried without a

jury. In counties containing thirty thousand or more inhabitants, the judges of the superior court shall, at such times as they may determine, designate one or more of their number whose duty it shall be to hear all cases arising under this chapter. A special session to be designated as the "juvenile court session" shall be provided for the hearing of such cases and the findings of the court shall be entered in a book or books kept for the purpose, and known as the "juvenile record," and the court may, for convenience, be called the "juvenile court." In counties in which there is no resident judge of the superior court, the court commissioner shall have the power, authority and jurisdiction, concurrent with the superior court and the judge thereof, to hear all matters relating to dependent and delinquent children, and to enter judgment and make orders with the same power, force and effect as any judge of the superior court, subject to review only by the judge of the superior court, on motion or demand filed by any party in interest within ten days from the entry of the order or judgment by the court commissioner, as provided in RCW 2.24.050. [1937 c 65 § 1; 1929 c 176 § 1; 1921 c 135 § 1; 1913 c 160 § 2; RRS § 1987-2.]

*Court commissioners: Chapter 2.24 RCW, State Constitution Art. 4 § 23.*

*Jurisdiction of superior courts: State Constitution Art. 4 § 6 (Amendment 28).*

**13.04.040 Probation counselors and persons in charge of detention facilities**—Appointment, powers and duties, compensation. The court shall, in any county or judicial district in the state, appoint or designate one or more persons of good character to serve as probation counselors during the pleasure of the court. In case a probation counselor shall be appointed by any court, the clerk of the court, if practicable, shall notify him in advance when a child is to be brought before said court. The probation counselor shall make such investigations as may be required by the court. The probation counselor shall inquire into the antecedents, character, family history, environments and cause of dependency or delinquency of every alleged dependent or delinquent child brought before the juvenile court and shall make his report in writing to the judge thereof. He shall be present in order to represent the interests of the child when the case is heard; he shall furnish the court such information and assistance as it may require, and shall take charge of the child before and after the trial as may be directed by the court.

All probation counselors shall possess all the powers conferred upon sheriffs and police officers to serve process and make arrests for the violation of any state law or county or city ordinance, relative to the care, custody, and control of delinquent and dependent children.

The court may, in any county or judicial district in the state, appoint one or more persons who shall have charge of detention rooms or house of detention.

The probation counselors and persons appointed to have charge of detention facilities shall each receive compensation which shall be fixed by the board of county commissioners, or [in] cases of joint counties,

judicial districts of more than one county, or joint judicial districts such sums as shall be agreed upon by the boards of county commissioners of the counties affected, and such persons shall be paid as other county officers are paid. [1959 c 331 § 9; 1951 c 270 § 1; 1921 c 43 § 1; 1913 c 160 § 3; RRS § 1987-3.]

**13.04.050 Expenses of probation officers.** The probation officers, and assistant probation officers, and deputy probation officers in all counties of the state shall be allowed such necessary incidental expenses as may be authorized by the judge of the juvenile court, and the same shall be a charge upon the county in which the court appointing them has jurisdiction, and the expenses shall be paid out of the county treasury upon a written order of the judge of the juvenile court of said county directing the county auditor to draw his warrant upon the county treasurer for the specified amount of such expenses. [1913 c 160 § 4; RRS § 1987-4.]

**13.04.053 Notice to parent or guardian that child taken into custody—Time limitation on detention—Responsibility of juvenile court.** Whenever any child is taken into custody, the parent or guardian must be immediately notified. Such requirement may be waived by the court in cases where the parent or guardian cannot be located.

No child shall be held in detention or shelter longer than seventy-two hours excluding Sundays and holidays, unless a petition as provided for in RCW 13.04.060 has been filed. No child may be held longer than seventy-two hours after the filing of such a petition unless an order for such continued detention or shelter has been signed by the juvenile court judge. No child shall be detained for longer than thirty days without an order, signed by the judge, authorizing continued detention. In every order authorizing continued detention the court shall make and enter its findings upon which continued detention is based. A child in need of detention either by reason of assaultive conduct or because of probable failure to appear for further proceedings, whether alleged to be dependent or delinquent, shall, prior to findings and disposition by the court pursuant to RCW 13.04.095, be the responsibility of and provided for by the juvenile court. The juvenile court shall also provide necessary detention facilities and services for a child previously paroled from juvenile correctional facilities whose parole has been suspended by juvenile parole authorities based on one or more allegations of violation of a condition or conditions of parole. [1973 1st ex.s. c 101 § 1; 1961 c 302 § 2.]

**13.04.056 Informal disposition of case by probation officer—Review by juvenile judge.** Whenever any child is brought to their attention the probation officers in each county may with the consent of the parent, parents, or legal guardian make whatever informal adjustment or disposition of the case as is practical without the filing of a petition as provided in RCW 13.04.060 subject to the review of the juvenile court judge. [1961 c 302 § 3.]

**13.04.060 Petition to take charge of child.** Any person may file with the clerk of the superior court a petition showing that there is within the county, or residing within the county, a dependent or delinquent child and praying that the superior court deal with such child as provided in this chapter: *Provided*, That in counties having paid probation officers, such officers shall, as far as possible, first determine if such petition is reasonably justifiable. Such petition shall be verified and shall contain a statement of facts constituting such dependency or delinquency, as defined in RCW 13.04.010, and the names and residence, if known to the petitioner, of the parents, guardian, or custodian of such dependent or delinquent child. There shall be no fee for filing such petitions. [1913 c 160 § 5; RRS § 1987-5.]

**13.04.070 Summons—Hearing.** Upon the filing of an information, or the petition, the clerk of the court shall issue a summons requiring the person having custody or control of the child, or with whom the child may be, to appear with the child at a place and time stated in the summons, which time shall not be less than twenty-four hours after service. The parents of the child, if living, and their residence is known, or its legal guardian, if there be one or if there is neither parent nor guardian, or if his or her residence is not known, then some relative, if there be one, and his residence is known, shall be notified of the proceedings; and in any case the judge shall appoint some suitable person or association to act in behalf of the child. If the person summoned as herein provided, shall fail without reasonable cause to appear and abide the order of the court, or bring the child, he shall be proceeded against as for contempt of court. In case the summons cannot be served or the parties served fail to obey [the] same, and in any case when it shall be made to appear to the court that said summons will be ineffectual, a warrant may issue on the order of the court, either against the parent or guardian or the person having custody of the child, or with whom the child may be, or against the child itself. On return of the summons or other process, or as soon thereafter as may be, the court shall proceed to hear and dispose of the case in a summary manner. Pending the final disposition of the case, the child may be retained in the possession of the person having charge of same, or may be kept in some suitable place provided by the city or county authorities, or by any association having for one of its objects the care of delinquent and dependent children. [1913 c 160 § 6; RRS § 1987-6.]

**13.04.080 Publication of summons.** In any case where it shall appear by the petition or verified statement, that the person standing in the position of natural or legal guardian of the person of any child, is a non-resident of this state, or that the name or place of residence or whereabouts of such person is unknown, as well as in all cases where, after due diligence, the officer has been unable to make service of the summons or notice provided for in RCW 13.04.070, and a copy of said notice has been deposited in the post office, postage prepaid, directed to such person at his last known

place of residence, the court may order said notice published in a legal newspaper printed in the county, qualified to publish summons, once a week for three consecutive weeks, the first publication of said notice to be at least twenty-five days prior to the date fixed for the hearing. Such notice shall be directed to the parent, parent or other person claiming the right to the custody of the child, if their names are known, or if unknown, the phrase "To whom it may concern" shall be used and apply to, and be binding upon, any such persons whose names are unknown. The name of the court, the name of the child (or children if of one family), the date of the filing of the petition and the date of hearing and the object of the proceeding in general terms, shall be set forth and the whole shall be subscribed by the clerk. There shall be filed with the clerk an affidavit showing due publication of the notice and the cost of publication shall be paid by the county at not to exceed the rate paid by the county for other legal notices. The publication of notice shall be deemed equivalent to personal service upon all persons, known or unknown, who have been designated as provided in this section. [1961 c 302 § 4; 1913 c 160 § 7; RRS § 1987-7.]

**13.04.091 Hearings—Time and place—Not generally public—Notes and records.** All hearings may be conducted at any time or place within the limits of the county, and such cases shall not be heard in conjunction with other business of the court. The general public shall be excluded and only such persons shall be admitted who are found by the judge to have a direct interest in the case or in the work of the court.

Stenographic notes or any device which accurately records the proceedings may be required as provided in other civil cases pursuant to RCW 2.32.200. [1961 c 302 § 5. Prior: 1913 c 160 § 10, part; RCW 13.04.090, part.]

**13.04.095 Commitment of child—Order of court—Powers of department of institutions—Rescinding of commitment.** When any child shall be found to be delinquent or dependent, within the meaning of this chapter, the court shall make such order for the care, custody, or commitment of the child as the child's welfare in the interest of the state require. Subject to further order, the court may commit the child:

- (1) To the care of such child's parents, subject to supervision of the probation officer; or
- (2) To the custody of a probation officer, subject to such conditions as the judge may impose; or
- (3) To a reputable citizen or association able and willing to receive and care for such child; or
- (4) To an appropriate private agency authorized to care for children; or
- (5) To the department of public assistance; or
- (6) To the department of institutions if the court finds such child to be delinquent, or a dependent child whose dependency arises from incorrigibility as defined by RCW 13.04.010(7).

In no case shall a child be committed beyond the age of twenty-one years. A child committed to the department of institutions shall be subject to the supervision and control thereof and the department shall have the

power to parole such child under such conditions as may be prescribed.

The department of institutions shall have the power to discharge such child from custody, and the court shall have the power to rescind the commitment of such child, whenever his or her reformation shall be deemed complete.

The court shall rescind the commitment of any dependent child who was, prior to March 21, 1967, committed to the department of institutions unless such child is incorrigible or delinquent within the meaning of this chapter and the department of institutions shall return the child forthwith to the committing court for such action: *Provided*, That the court may commit such dependent child as otherwise provided in this chapter. [1967 c 137 § 1; 1961 c 302 § 6.]

*Prior laws on commitment: 1891 c 103 §§ 1-7; 1905 c 19 §§ 1, 2, 3; 1909 c 97 p 257 § 3; 1909 c 249 § 24; 1913 c 111 § 1; 1913 c 157 §§ 6, 7; 1957 c 297 §§ 5, 6; prior codification RCW 13.08.010-13.08.210.*

**13.04.100 Commitment of child—Order may be temporary, modified, etc.—Financial support of child.** An order of commitment may be temporary or permanent in the discretion of the court, and may be revoked or modified as the circumstances of the case may thereafter require. In any case in which the court shall find the child dependent or delinquent, it may in the same or subsequent proceeding upon the parent or parents, guardian, or other person having custody of said child, being duly summoned or voluntarily appearing, proceed to inquire into the ability of such persons or person to support the child or contribute to its support, and if the court shall find such person or persons able to support the child or contribute thereto, the court may enter such order or decree as shall be according to equity in the premises, and may enforce the same by execution, or in any way in which a court of equity may enforce its decrees. [1969 ex.s. c 138 § 1; 1961 c 302 § 7; 1913 c 160 § 8; RRS § 1987-8.]

**13.04.105 Judgment for financial support.** In any case in which an order or decree of the juvenile court requiring a parent or parents, guardian, or other person having custody of a child to pay for detention care and/or support of such child is not complied with, the court may, upon such person or persons being duly summoned or voluntarily appearing, proceed to inquire into the amount due upon said order or decree and enter judgment for such amount against the defaulting party or parties, and such judgment shall be docketed as are other judgments for the payment of money.

In such judgments, the county in which the same are entered shall be denominated the judgment creditor, or the state may be the judgment creditor where the child is in the custody of a state agency and said judgments may be enforced by the prosecuting attorney of such county, or the attorney general where the state is the judgment creditor and any moneys recovered thereon shall be paid into the registry of the juvenile court and shall be disbursed to such person, persons, agency, or

governmental department as the court shall find to be entitled thereto.

Such judgments shall remain as valid and enforceable judgments for a period of six years subsequent to the entry thereof. [1961 c 302 § 8; 1955 c 188 § 1.]

*Financial responsibility for costs of detention: RCW 13.16.085.*

**13.04.110 Award and adoption of child.** In any case where the court shall award a child to the care of any association or individual, the child shall, unless otherwise ordered, become a ward and be subject to the guardianship of the association or individual to whose care it is committed; such association shall have authority, with the assent of the court, to place such child in a family home, either temporarily or for adoption. With the written consent of the parents, or other person having the right, under the laws of this state, to dispose of a dependent or delinquent child, the court may make an order or decree of adoption transferring to any suitable person or persons, willing to receive such child, all the rights of the parent or other guardian. The order of the court made upon such consent will be binding upon the child and its parents or guardian, or other person, the same as if such person were in court and consented thereto, whether made a party to the proceedings or not. The estate or property rights of any child shall not be affected nor subject to guardianship by the provisions of this chapter. The jurisdiction of the court shall continue over every child brought before the court, or committed pursuant to this chapter, and the court shall have power to order a change in the care or custody of such child, if at any time it is made to appear to the court that it would be for the best interests of the child to make such change. [1913 c 160 § 9; RRS § 1987-9.]

**13.04.115 Child not to be detained in jail or confined with adult convicts.** No court or magistrate shall commit a child under sixteen years of age to a jail, common lock-up, or police station; but if such child is unable to give bail, it may be committed to the care of the sheriff, police officer, or probation officer, who shall keep such child in some suitable place or house or school of detention provided by the city or county, outside the inclosure of any jail or police station, or in the care of any association willing to receive it and having as one of its objects the care of delinquent, dependent or neglected children. When any child shall be sentenced to confinement in any institution to which adult convicts are sentenced, it shall be unlawful to confine such child in the same building with such adult convicts, or to bring such child into any yard or building in which such adult convicts may be present. [1913 c 160 § 11; RRS § 1987-11.]

*Places of detention: Chapter 13.16 RCW.*

**13.04.120 Arrest of juvenile—Hearing—Traffic violations.** When, in any county where a juvenile court is held, a child under the age of eighteen years is taken into custody by a parole, peace, police or probation officer, such child shall be taken directly before such court, or placed in the detention home or place under

the jurisdiction of such court, or into the custody of the court probation officer: *Provided*, That if the parent, guardian, custodian or a responsible relative of the child furnishes the officer a signed statement agreeing to produce the child at the next juvenile court session, the child may be released to the signer of the statement. Any such signer who fails, without just cause shown to the court, to produce such child as agreed, shall be guilty of contempt of court and may be punished accordingly.

The court may proceed to hear and dispose of the case in the same manner as if the child had been brought before the court upon petition as hereinbefore provided. In any such case, the court shall require notice to be given and investigation to be made as in other cases under this chapter, and may adjourn the hearing from time to time for such purpose. Pending final disposition of the case the court may make such disposition of the custody of the child as it shall deem for the best welfare of the child. If, upon investigation, it shall appear that a child has been arrested upon the charge of having committed a crime, the court, in its discretion, may order such child to be turned over to the proper officers for trial under the provisions of the criminal code.

Nothing in this section shall be construed as forbidding any peace officer, police officer or probation officer from immediately taking into custody, without process, any child who is found violating any law or ordinance, or who is reasonably believed to be a fugitive from his parents or from justice, or whose surroundings are such as to endanger his health, morals or welfare, unless immediate action is taken. In every such case, the officer taking the child into custody shall immediately report the fact to the juvenile court and the case shall then be proceeded with as provided in this chapter: *Provided*, That whenever a child is arrested for a violation of any law, including municipal ordinances, regulating the operation of vehicles on the public highways, a copy of the traffic citation and a record of the action taken by the juvenile court shall be forwarded by the court to the director of licenses in the same manner as provided in RCW 46.20.280. [1959 c 58 § 1; 1945 c 132 § 1; 1913 c 160 § 12; Rem. Supp. 1945 § 1987-12.]

*Reviser's note: RCW 46.20.280 was repealed by 1965 ex. sess. c 121 § 46. Duty of courts to forward records of convictions, see RCW 46.20.270.*

**13.04.130 Fingerprinting or photographing juvenile.** Neither the fingerprints nor a photograph shall be taken of any child under the age of eighteen years taken into custody for any purpose without the consent of juvenile court. [1945 c 132 § 2; Rem. Supp. 1945 § 1987-12a.]

**13.04.135 Establishment of house of detention and truuant school.** Counties containing more than fifty thousand inhabitants shall, and counties containing a lesser number of inhabitants may, provide and maintain at public expense, a detention room or house of detention, separated or removed from any jail, or police station, to be in charge of a matron, or other person of good character, wherein all children within the provisions of this

chapter shall, when necessary, be sheltered, and in all counties maintaining a detention home, as herein provided, the county commissioners, together with the directors of any school district or districts, may establish in connection therewith a truant school for the purpose of affording a place of confinement, discipline, instruction and maintenance of children of compulsory school age, who may be committed thereto on such terms and conditions as may be agreed upon between the commissioners and the directors of such school district or districts. [1945 c 121 § 1; 1913 c 160 § 13; Rem. Supp. 1945 1987-13. Formerly RCW 13.16.010.]

*Detention in facility under jurisdiction of juvenile court—Financial responsibility for cost of detention:* RCW 13.04.105, 13.16.085.

**13.04.140 Construction.** This chapter shall be liberally construed to the end that its purpose may be carried out, to wit: that the care, custody and discipline of a dependent or delinquent child as defined in this chapter shall approximate as nearly as may be that which should be given by its parents, and in all cases where it can be properly done, the dependent or delinquent child as defined in this chapter shall be placed in an approved family and may become a member of the family, by adoption or otherwise. No dependent or delinquent child as defined in this chapter shall be taken from the custody of its parent, parents or legal guardian, without the consent of such parent, parents or guardian, unless the court shall find such parent, parents or guardian is incapable or has failed or neglected to provide proper maintenance, training and education for said child; or unless said child has been tried on probation in said custody, and has failed to reform, or unless the court shall find that the welfare of said child requires that his custody shall be taken from said parent or guardian. In this chapter, the words used in any gender shall include all other genders, and the word "county" shall include "city and county," the plural shall include the singular and singular shall include the plural. [1913 c 160 § 14; RRS § 1987-14.]

**13.04.150 Modification of orders.** Any order made by the court in the case of a dependent or delinquent child may at any time be changed, modified or set aside, as to the judge may seem meet and proper. [1913 c 160 § 15; RRS § 1987-15.]

**13.04.160 Fees not allowed.** No fees shall be charged or collected by any officer or other person for filing petition, serving summons, or other process under this chapter. [1913 c 160 § 16; RRS § 1987-16.]

**13.04.170 Contributing to delinquency—Penalty—Bond.** In all cases where any child is dependent or delinquent under the terms of this title, the parent or parents, legal guardian, or person having custody of such child, or any other person, who, by any act or omission, encourages, causes or contributes to the dependency or delinquency of such child shall be guilty of a misdemeanor, and upon conviction thereof, be punished by fine not exceeding one thousand dollars, or imprisonment in the county jail for not more than one

year, or by both such fine and imprisonment, and the juvenile court shall have jurisdiction of all such misdemeanors. The court may suspend sentence for a violation of the provisions of this section and impose conditions as to conduct in the premises of any person so convicted, and make such suspension depend upon the fulfillment by such person of the conditions, and, in case of the breach of the conditions, or any thereof, the court may impose sentence as though there had been no suspension. The court may also, as a condition of such suspension, require a bond in such sum as it may designate, to be approved by the court, to secure the performance by such persons of the conditions imposed by the court on such suspension. The bond shall, by its terms, be made payable to the state, and any moneys received for a breach thereof shall be paid into the county treasury. [1953 c 116 § 1. Prior: 1913 c 160 § 17; RRS § 1987-17.]

*Assisting escape of inmate of mental institution or custodial school:* RCW 9.31.100.

*Child labor:* RCW 26.28.060, 26.28.070.

*Comic books, sale and distribution:* Chapter 19.18 RCW.

*Compulsory school attendance, penalties:* Chapters 28A.27, 28A.87 RCW.

*Delivery (of pistol) to minors and others forbidden:* RCW 9.41.080.

*Entry of minors to certain places, etc., prohibited:* RCW 26.28.080.

*Family desertion:* Chapter 26.20 RCW.

*Furnishing liquor to minors:* Chapter 66.44 RCW.

*Infants, certain types of employment prohibited:* RCW 26.28.070.

*Kidnaping:* Chapter 9.52 RCW.

*Leaving children unattended in parked automobile:* RCW 9.91.060.

*Maple Lane School, enticing inmates to leave:* RCW 72.20.065.

*Motor vehicles, unlawfully permitting child to operate:* RCW 46.20.343.

*Obscenity:* Chapter 9.68 RCW.

*Poisons and dangerous drugs not to be delivered to minors:* RCW 69.40.050.

*Public schools, penalties:* Chapter 28A.87 RCW.

*Restrictions on operation and location of dance halls:* RCW 67.12.040.

*Sale or gift of tobacco or intoxicating liquor to person under certain age is gross misdemeanor:* RCW 26.28.080.

*Sex crimes:* Chapter 9.79 RCW.

*Special legislation prohibited:* State Constitution Art. 2 § 28(4), (11).

*Teacher's abuse of pupil:* RCW 28A.87.140.

*Use of firearms by minor:* RCW 9.41.240.

**13.04.180 Board of visitation.** In each county, the judge presiding over the juvenile court sessions, as defined in this chapter, may appoint a board of four reputable citizens, who shall serve without compensation, to constitute a board of visitation, whose duty it shall be to visit as often as twice a year all institutions, societies and associations within the county receiving children under this chapter, as well as all homes for children or other places where individuals are holding themselves out as caretakers of children, also to visit other institutions, societies and associations within the state receiving and caring for children, whenever requested to do so by the judge of the juvenile court: *Provided*, The actual expenses of such board may be paid by the county commissioners when members thereof are requested to visit institutions outside of the



county seat, and no member of the board shall be required to visit any institutions outside the county unless his actual traveling expenses shall be paid as aforesaid. Such visits shall be made by not less than two members of the board, who shall go together or make a joint report. The board of visitors shall report to the court from time to time the condition of children received by or in charge of such institutions, societies, associations, or individuals. It shall be the duty of every institution, society, or association, or individual receiving and caring for children to permit any member or members of the board of visitation to visit and inspect such institution, society, association or home where such child is kept, in all its departments, so that a full report may be made to the court. [1913 c 160 § 18; RRS § 1987-18.]

**13.04.190 Commitment of delinquent to department of institutions—**Notice of placement by director to be given court and parents or guardian. Any boy or girl between the ages of eight and eighteen years who has been found delinquent by the juvenile court may be committed by the juvenile court to the department of institutions, for institutional placement in such reception diagnostic center, or other juvenile correctional facility under the supervision of the department of institutions as shall be designated by the director of the department of institutions: *Provided*, That at such time as institutional placement for any boy or girl committed by the juvenile court to the department has been designated by the director, or any transfer in institutional placement shall be made, notice thereof shall be given to the committing court and to the parents or guardian of such child, or any agency legally responsible for such child. [1961 c 302 § 10. Prior: 1959 c 251 § 2, part; 1957 c 297 § 4, part; RCW 13.08.190, part.]

**13.04.200 Director of institutions may place incorrigible juvenile delinquents over sixteen in reformatory—**Duration—Definition. The director of the department of institutions may designate the Washington state reformatory for the transfer in institutional placement of incorrigible juvenile delinquents over the age of sixteen years, the custody of such children to remain in the director, and such children in no event to remain at the Washington state reformatory beyond the time at which they are eligible for a complete release from the state training school as provided in RCW 13.08.140: *Provided*, That the term "incorrigible juvenile delinquent" for the purposes of this section shall mean conduct by a juvenile committed to the department by the juvenile court indicating over the course of a reasonable period of time that the rehabilitative program of the department can be of no further benefit to such juvenile, and that he is in need of closer security. [1961 c 302 § 12; 1959 c 251 § 2; 1957 c 297 § 4. Formerly RCW 13.08.190, part.]

**13.04.210 Petition for court review of director's decision on institutional placement or transfer—**Filing, service. The decision of the director on institutional placement or transfer of institutional placement of any

juvenile committed under the provisions of RCW 13.04.190 and 13.04.200 may be reviewed by the committing court, upon the petition of the parents or guardian of such juvenile, or any agency legally responsible for such juvenile or by the committing court on its own motion. Such petition must be filed in the committing juvenile court within thirty days from the date of the giving of notice of institutional placement or transfer in institutional placement by the director. A copy of the petition shall be served upon the director and the attorney general, either personally or by registered mail, at least ten days prior to the date set for hearing. [1961 c 302 § 13. Prior: 1957 c 297 § 5; RCW 13.08.200.]

*Reviser's note:* The reference to RCW 13.04.190 and 13.04.200 appears in the session law as "sections 10 and 11 of this amendatory act". Section 10 is codified as RCW 13.04.190, Section 11 does not contain any substantive law but merely directs the codification of section 12, which is codified herein as RCW 13.04.200.

**13.04.220 Court may modify, set aside secretary's decision on placement or transfer—**Appeal. If the court finds that the decision of the secretary on the institutional placement or transfer of institutional placement of any juvenile committed under the provisions of RCW 13.04.190 and 13.04.200 is arbitrary, capricious, or contrary to law, the court may change, modify, or set aside the decision of the secretary. The ruling of the committing court shall be appealable to the state supreme court or the court of appeals. [1971 c 81 § 54; 1961 c 302 § 14. Prior: 1957 c 297 § 6; RCW 13.08.210.]

*Reviser's note:* Reference to RCW 13.04.190 and 13.04.200; see note following RCW 13.04.210.

**13.04.230 Probation officer's investigation record and report withheld from public inspection—**Who may inspect—Destruction. The probation officer's investigation record and report in each case, shall be withheld from public inspection, but such records shall be kept open to the inspection of the child, his parents, or guardians, or attorney, and to such other persons as may secure a special order of the court therefor. Such records shall be kept as unofficial records of the court and may be destroyed at the discretion of the court. [1961 c 302 § 15. Prior: 1913 c 160 § 10, part; RCW 13.04.090, part.]

**13.04.240 Court order not deemed conviction of crime.** An order of court adjudging a child delinquent or dependent under the provisions of this chapter shall in no case be deemed a conviction of crime. [1961 c 302 § 16. Prior: 1913 c 160 § 10, part; RCW 13.04.090, part.]

**13.04.250 Destruction of files of juveniles committed to department of institutions upon attaining majority—**Exceptions. The director of institutions shall provide for the selective destruction of department of institutions' files of juveniles found delinquent by the juvenile courts and committed to the department of institutions, when such juvenile attains the age of twenty-one years: *Provided*, That the file of any juvenile committed by the juvenile court to a state residential school as provided

by RCW 72.33.130 may, in the discretion of the director, be preserved, except the file of any juvenile convicted of a felony shall be preserved. [1967 c 93 § 1.]

### Chapter 13.06 PROBATION SERVICES—SPECIAL SUPERVISION PROGRAMS

#### Sections

- 13.06.010 Intention.
- 13.06.020 State to share in cost.
- 13.06.030 Rules—Standards—"Special supervision program" defined.
- 13.06.040 Application by county for state financial aid.
- 13.06.050 Conditions for receiving state funds—Base commitment rates—Amounts payable—Restrictions.
- 13.06.055 Housing authorities law—Group homes or halfway houses for released juveniles or developmentally disabled.
- 13.06.060 Pro rata payments.

**13.06.010 Intention.** It is the intention of the legislature in enacting this chapter to increase the protection afforded the citizens of this state, to permit a more even administration of justice in the juvenile courts, to rehabilitate juvenile offenders, and to reduce the necessity for commitment of juveniles to state juvenile correctional institutions by strengthening and improving the supervision of juveniles placed on probation by the juvenile courts of this state. [1969 ex.s. c 165 § 1.]

**Effective date—**1969 ex.s. c 165: "This act shall become effective on July 1, 1969." [1969 ex.s. c 165 § 7.] This applies to chapter 13.06 RCW.

**13.06.020 State to share in cost.** From any state moneys made available for such purpose, the state of Washington, through the department of institutions, shall, in accordance with this chapter, share in the cost of supervising probationers who could otherwise be committed by the juvenile courts to the custody of the director of the department of institutions, and who are granted probation and placed in "special supervision programs". [1969 ex.s. c 165 § 2.]

**13.06.030 Rules—Standards—"Special supervision program" defined.** The department of institutions shall adopt rules prescribing minimum standards for the operation of "special supervision programs" and such other rules as may be necessary for the administration of the provisions of this chapter. A "special supervision program" is one embodying a degree of supervision substantially above the usual or the use of new techniques in addition to, or instead of, routine supervision techniques, and which meets the standards prescribed pursuant to this section. Such standards shall be sufficiently flexible to foster the development of new and improved supervision practices. The director of institutions shall seek advice from appropriate county officials in developing standards and procedures for the operation of "special supervision programs". [1969 ex.s. c 165 § 3.]

**13.06.040 Application by county for state financial aid.** Any county may make application to the department of institutions in the manner and form prescribed by the department for financial aid for the cost of "special supervision programs". Any such application must include a plan or plans for providing special supervision of juveniles on probation and a method for certifying that moneys received are spent only for these "special supervision programs". [1969 ex.s. c 165 § 4.]

**13.06.050 Conditions for receiving state funds—Base commitment rates—Amounts payable—Restrictions.** No county shall be entitled to receive any state funds provided by this chapter until its application is approved, and unless and until the minimum standards prescribed by the department of social and health services are complied with and then only on such terms as are set forth hereafter in this section.

(1) A base commitment rate for each county and for the state as a whole shall be calculated by the department of social and health services. The base commitment rate shall be determined by computing the ratio of the number of juveniles committed to state juvenile correctional institutions plus the number of juveniles who have been convicted of felonies and committed to state correctional institutions after a juvenile court has declined jurisdiction of their cases and remanded them for prosecution in the superior courts, to the county population, such ratio to be expressed in a rate per hundred thousand population, for each of the calendar years 1964 through 1968. The average of these rates for a county for the five year period or the average of the last two years of the period, whichever is higher, shall be the base commitment rate, as certified by the secretary: *Provided*, That, a county may elect as its base commitment rate the average of the base commitment rates of all counties in the state over the last two years of the period described above. The county and state population shall be that certified as of April 1st of each year by the office of program planning and fiscal management, such population figures to be provided to the secretary of social and health services not later than June 30th of each year.

(2) An annual commitment rate shall be calculated by the department at the end of each year for each participating county and for the state as a whole, in a like manner as provided in subsection (1).

(3) The amount that may be paid to a county pursuant to this chapter shall be the actual cost of the operation of a special supervision program or four thousand dollars multiplied by the "commitment reduction number", whichever is the lesser. The "commitment reduction number" is obtained by subtracting (a) the product of the most recent annual commitment rate and population of the county for the same year from (b) the product of the base commitment rate and population of the county for the same year employed in (a).

(4) The secretary of social and health services will reimburse a county upon presentation and approval of a valid claim pursuant to the provisions of this chapter based on actual performance in reducing the annual commitment rate from its base commitment rate.

## CHAPTER 71

[Engrossed Senate Bill No. 3116]

### JUVENILES -- DEPENDENT CHILDREN -- INCORRIGIBLES

AN ACT Relating to juveniles; amending section 6, chapter 302, Laws of 1961 as amended by section 1, chapter 137, Laws of 1967 and RCW 13.04.095; amending section 3, chapter 30, Laws of 1965 as amended by section 66, chapter 292, Laws of 1971 ex. sess. and RCW 74.13.020; amending section 17, chapter 172, Laws of 1967 as amended by section 2, chapter 101, Laws of 1973 1st ex. sess. and RCW 74.13.031; creating new sections; and providing an effective date.

Be it enacted by the Legislature of the State of Washington:

**NEW SECTION.** Sec. 1. The purpose of this 1976 amendatory act is to provide a program of protective supervision, care and rehabilitation in the community for children adjudicated as incorrigible as defined by 13.04.010(7) RCW, with primary emphasis on achieving the foregoing purpose in a family environment whenever possible, separating the child from his or her parents only when necessary for his or her welfare.

Sec. 2. Section 6, chapter 302, Laws of 1961 as amended by section 1, chapter 137, Laws of 1967 and RCW 13.04.095 are each amended to read as follows:

When any child shall be found to be delinquent or dependent, within the meaning of this chapter, the court shall make such order for the care, custody, or commitment of the child as the child's welfare in the interest of the state require. Subject to further order, the court may commit the child:

(1) To the care of such child's parents, subject to supervision of the probation officer; or

(2) To the custody of a probation officer, subject to such conditions as the judge may impose; or

(3) To a reputable citizen or association able and willing to receive and care for such child; or

(4) To an appropriate private agency authorized to care for children; or

~~((5) To the department of public assistance; or~~

~~((6))~~ (5) To the department of ~~((institutions))~~ social and health services: **PROVIDED**, That only a child found to be delinquent may be placed in a facility established pursuant to chapter 72.05 RCW or chapters 72.16 through 72.20 RCW ~~((if the court finds such child to be delinquent, or a dependent child whose dependency arises from incorrigibility as defined by RCW 13.04.010(7)))~~ except that a dependent child whose dependency arises from incorrigibility as defined by RCW 13.04.010(7) may be committed to a diagnostic and treatment facility for not more than thirty days if the court finds that (a) the conduct of the child evidences a substantial likelihood of degenerating into serious delinquent or criminal behavior if not corrected, and (b) other, less restrictive alternatives have failed, and (c) custodial treatment in a diagnostic and treatment facility is available and is reasonably expected to correct such degeneration: **PROVIDED**, That such housing and treatment shall be entirely separate from that of delinquents.

In no case shall a child be committed beyond the age of twenty-one years. A child committed to the department of institutions shall be subject to the supervision and control thereof and the department shall have the power to parole such child under such conditions as may be prescribed.

The department of ~~((institutions))~~ social and health services shall have the power to discharge such child from custody, and the court shall have the power to rescind the commitment of such child, whenever his or her referral shall be deemed complete.

The court shall rescind the commitment of any dependent child who was, prior to March 21, 1967, committed to the department of institutions unless such child is incorrigible or delinquent within the meaning of this chapter and the department of institutions shall return the child forthwith to the committing court for such action: PROVIDED, That the court may commit such dependent child as otherwise provided in this chapter.

Sec. 3. Section 3, chapter 30, Laws of 1965 as amended by section 66, chapter 292, Laws of 1971 ex. sess. and RCW 74.13.020 are each amended to read as follows:

As used in Title 74 RCW, child welfare services shall be defined as public social services including adoption services which strengthen, supplement, or substitute for, parental care and supervision for the purpose of:

- (1) Preventing or remedying, or assisting in the solution of problems which may result in the neglect, abuse, exploitation, or delinquency of children;
- (2) Protecting and caring for homeless, dependent, incorrigible as defined in RCW 13.04.010(7) or neglected children;
- (3) Protecting and promoting the welfare of children, including the strengthening of their own homes where possible, or, where needed;
- (4) Providing adequate care of children away from their homes in foster family homes or day care or other child care agencies or facilities.

As used in this chapter, child means a person less than eighteen years of age.

Sec. 4. Section 17, chapter 172, Laws of 1967 as amended by section 2, chapter 101, Laws of 1973 1st ex. sess. and RCW 74.13.031 are each amended to read as follows:

The department shall have the duty to provide child welfare services as defined in RCW 74.13.020, and shall:

- (1) Develop, administer, and supervise a plan that establishes, extends aid to, and strengthens services for the protection and care of homeless, dependent ~~((or))~~ children, incorrigible children as defined by RCW 13.04.010(7), neglected children, or children in danger of becoming delinquent.
- (2) Investigate complaints of neglect, abuse, or abandonment of children by parents, guardians, custodians, or persons serving in loco parentis, and on the basis of the findings of such investigation, offer child welfare services in relation to the problem to such parents, guardians, custodians or persons serving in loco parentis, and/or bring the situation to the attention of an appropriate court, or another community agency. If the investigation reveals that a crime may have been committed, notify the appropriate law enforcement agency.
- (3) Cooperate with other public and voluntary agencies and organizations in the development and coordination of programs and activities in behalf of children

including but not limited to contracting with private and public entities to provide basic education and vocational training.

(4) Have authority to accept custody of children from parents, guardians, and/or juvenile courts, to provide child welfare services including placement for adoption, and to provide for the physical care of such children and to make payment of maintenance costs if needed. A child in need of detention, whether alleged to be dependent or delinquent, shall, prior to findings and disposition by the court pursuant to RCW 13.04.095 as now or hereafter amended, be the responsibility of and provided for by the juvenile court.

(5) Have authority to purchase care for children and shall follow in general the policy of using properly approved private agency services for the actual care and supervision of such children insofar as they are available, paying for care of such children as are accepted by the department as eligible for support at reasonable rates established by the department.

(6) Establish a child welfare and day care advisory committee who shall act as an advisory committee to the state advisory committee and to the secretary in the development of policy on all matters pertaining to child welfare, day care, licensing of child care agencies, and services related thereto.

NEW SECTION. Sec. 5. The department of social and health services shall begin immediately to prepare for the effect of section 1 of this 1976 amendatory act, and shall submit a report to the legislature by December 1, 1976, regarding its preparation of alternatives to the commitment of incorrigibles to institutions which shall be consistent with the purposes of chapter 74.13 RCW. Such report shall also include:

- (1) An inventory and evaluation of services for incorrigibles; in addition to institutions maintained by the department of social and health services;
- (2) The efforts of the department of social and health services to augment such services; and
- (3) The fiscal impact, if any, of section 1 of this 1976 amendatory act.

NEW SECTION. Sec. 6. Appropriations made to the department of social and health services for expenditure within the institutional rehabilitation services program pursuant to section 52(2), chapter 269, Laws of 1975 1st ex. sess. may be transferred upon approval by the legislative budget committee to the extent of savings made possible by the provisions of sections 1, 2, 3, and 4 of this 1976 amendatory act to provide child welfare services mandated by RCW 74.13.031 as now or hereafter amended for the care of dependent children whose dependency arises from an adjudication of incorrigibility as defined by RCW 13.04.010(7), notwithstanding the provision of section 50(3), chapter 269, Laws of 1975 ex. sess.

NEW SECTION. Sec. 7. Notwithstanding the effective date of this 1976 amendatory act, the amendment of RCW 13.04.095 accomplished by this amendatory act shall become effective on July 1, 1977, and shall apply retroactively to all persons previously committed pursuant to chapter 13.04 RCW.

Passed the Senate February 24, 1976.

Passed the House February 23, 1976.

Approved by the Governor March 3, 1976.

Filed in Office of Secretary of State March 3, 1976.



# APPENDIX 3

## Chapter 71, Laws of 1975 - 76 Second Extraordinary Session (Engrossed Senate Bill 3116)

### Legislative History of Chapter 71 (ESB 3116)

#### Prologue

Chapter 71, Laws of 1975-76, 2nd Extraordinary Session, is the most recent change in the state Juvenile Court Code. The law deals specifically with children found to be delinquent and those defined by earlier provisions of the state laws as adjudicated-incorrigibles. Since 1969 the Washington Juvenile Code and the Uniform Court Act have come under close scrutiny of the Legislature and the Judiciary. Chapter 71 serves notice by the Legislature that our system of justice, certainly with regard to incorrigibles is unjust, ineffective and probably more costly than community-based treatment. This rationale coupled with the need for compliance with federal requirements under the Juvenile Justice and Delinquency Prevention Act of 1974, served as a basis for enactment of this new legislation.

The following is a review of the actions which transpired from the introduction of this 1976 Amendatory Act to the signing of the Act into law. Engrossed Senate Bill 3116 is a cooperative product of citizen and Legislative involvement concerned with the rights of children following the logic of the Gault decision. A basic intent of this legislation was to protect the child from the informal system which deprived him/her of due process. The "right to custody" principle used by the Juvenile Court system allows juveniles to be incarcerated for acts which would not be considered crimes if committed by an adult. Through the enactment of this legislation our state has provided initial social policy in the interest of one group of juvenile status offenders. This legislation is positive intervention in which previously was an otherwise random disposition of this category. A compelling issue in this legislation has been the seemingly powerless nature of this population to cope with and resolve its own problems. This law will establish linkages between existing systems in individual communities to enable many, if not all, dependent-incorrigibles their rightful attention, solution and share of society's resources.

#### Progress of Bill Through Legislature

The impetus for the bill came from the Legal Aid Office in King County and the American Civil Liberties Union. Senators Pete Francis, Ray Van Hollebeke and John D. Jones introduced Senate Bill 3116 January 20, 1976. The bill addressed the issue of youth found to be dependent-incorrigible and who can be and are committed to DSHS for placement in a juvenile correctional institution. The purpose of the bill was to remove the Juvenile Court's option to commit a dependent-incorrigible to a juvenile correctional institution (dependent-incorrigible - a youth considered to be beyond the control and power of his/her parents, guardian or custodian; status offense - an act which if committed by an adult would not be considered a crime.). The original bill amended RCW 13.04.020(1) to include the dependent-incorrigible child as defined by RCW 13.04.010(7), and addressed the transfer of savings, if any realized by a decreased institutional population from within the institutional rehabilitation services program to the child welfare services program for the care of the dependent-incorrigible child. After the first reading on January 20th, the bill was referred to the Judiciary Committee who recommended two minor amendments to the bill. On February 5th, the bill was placed

on second reading and held for second reading on the February 6th calendar. On February 6th the second reading of the amended bill was held. On motion, the rules were suspended; the bill was placed on third reading, passed as amended, and sent to the House.

The first reading by the House was February 9th, and the bill was referred to the Judiciary Committee. The Committee included a new Section 1 clarifying the purpose of the 1976 Amendatory Act. The original sections were subsequently amended and new sections were incorporated into the legislation. On February 13, 1976, the Committee recommended that the House pass ESB 3116 as amended. On February 24th, the Senate concurred in the House amendments, and the bill gained final passage. The title of the bill was ordered to stand as title of the Act.

Between the introduction of the bill and its passage by the Legislature, some significant changes were made to the original legislation. Basically, the Senate amendments were primarily housekeeping amendments. The rationale behind the House amendments was based on at least some of the following considerations:

1. The recognition that deinstitutionalization of status offenders referred to as "unmanageable" or "incorrigible" in the State of Washington, complies with the Juvenile Justice and Delinquency Act of 1974; (House Judiciary Committee Minutes, 2-13-76, pgs. 2 & 10, Public Law 93-415, 93rd Congress, S. 821, Sept. 7, 1974);
2. The recognition of the seemingly unjust as well as expensive involvement of the dependent-incorrigible child in an institutional setting; (House Judiciary Committee Minutes, 2-13-76, pgs. 1, 2 & 8);
3. The recognition that placing youngsters who have not committed a serious offense with delinquent youngsters is deleterious; (House Judiciary Committee Minutes, 2-13-76, pg. 1);
4. The recognition that the number of adjudicated dependent-incorrigible youth by deinstitutionalization would not be so great that communities would be overwhelmed; (House Judiciary Committee Minutes, 2-13-76, pgs. 2 & 4);
5. The recognition that most youth return to their communities within a relatively short period, therefore, resources need to be available. Testimony from some private agencies led the committee to conclude some communities have resources available. Those who do not need to begin planning to meet the needs of these youth. Coordination, augmentation and developing resources in the community was felt to be the direction of the future, not the expansion of institutions; (House Judiciary Committee Minutes, 2-13-76, pgs. 4 - 7);
6. The recognition of the need to emphasize the proper role of the family, and the moral, legal and financial responsibility of the state to strengthen and supplement the family whenever possible, and to provide alternative living arrangements only when necessary; (House Judiciary Committee Minutes, 2-13-76, pgs. 2 - 6); and



7. The recognition that institutionalization of dependent-incorrigible youth is an extreme and severe condition, to be imposed only when less restrictive alternatives are no longer feasible. (ESB 3116 Section 2 (1-5)).

New Section 1 clarified the purpose of the 1976 Amendatory Act to provide a program of protective supervision, care and rehabilitation in the community for children adjudicated as dependent-incorrigible as defined by 13.04.010(7) RCW with primary emphasis on achieving the foregoing purpose in a family environment whenever possible, separating the child from his/her parents only when necessary for his/her welfare. Section 2 permits the Superior Court to commit a dependent-incorrigible child to a diagnostic and treatment facility for not more than 30 days. This provision is particularly important for small counties without adequate diagnostic facilities to enable their courts, in disposition of a dependent-incorrigible child, to have before them an adequate evaluation of the child. The conditions under which the court could make the commitment are defined and those conditions are dependent on the stipulation that housing and treatment is available separate from that of delinquents. Section 3 amends Subsection 2 and includes protection and caring for the dependent-incorrigible as defined in RCW 13.04.010(7). In Subsection 3 of Section 4 the Department is directed to cooperate with other public and voluntary agencies and organizations in the development and coordination of programs and activities in behalf of children including but not limited to contracting with private and public entities to provide basic education and vocational training.

Section 5 requires the Department to prepare for the effect of Section 1 of this Amendatory Act by submitting a report to the Legislature as to the impact and success of their efforts. Essentially, this section directs the Department to assist the counties to develop alternatives to commitment of incorrigibles to institutions. Section 6 insures that the Legislative Budget Committee have final approval of any transfer of appropriations by the Department of Social & Health Services from the juvenile institutional budget to the child welfare services budget. Section 7 was felt to be necessary to allow the Department of Social and Health Services and local communities time to further develop local resources to care for the dependent-incorrigible child who would no longer be subject to commitment in state institutions.

#### Effective Dates Of Legislation

On February 25, 1976, the President signed in the House, and the Speaker signed in the Senate. The bill was delivered to the Governor, who signed the bill into law on March 3, 1976. With the exception of Section 2 amending RCW 13.04.095, which shall become effective on July 1, 1977 and shall apply retroactively to all persons previously committed pursuant to Chapter 13.04, RCW the effective date of the Act is June 25, 1976. Engrossed Senate Bill becomes Chapter 71, 1975-76, Laws, 2nd Extraordinary Session.



# APPENDIX 4

## THE JUVENILE JUSTICE SYSTEM

### History

Historically, the prevention and treatment of delinquency is ancient, since programs destined to keep young people from breaking the law date as far back as the beginnings of law itself. In a legal sense, with the establishment of the Juvenile Court in the United States, its history in this country is just over 70 years old.

The two major principles in dealing with delinquent children are parens patriae and individualized justice. The parens patriae principle can be traced back to English Common Law: the King through this Chancellor acted as a substitute parent in cases involving abandoned, neglected and dependent children. In the United States, the State has replaced the King and Chancellor and (acts as a substitute parent in cases involving abandoned, neglected and dependent children and acts as a superparent in cases involving delinquent children) The juvenile justice system symbolizes the state's parenthood. The individualized justice principle is based on the belief that each child is uniquely different and the court's purpose is to understand the child and . . . is to adapt its action to the circumstances of that child.

### Philosophical Antecedents

The 19th century was a century of institution building, as well as a nationwide period of social reform. The child protection movement was a moral crusade which stressed ideal values and the positive aspects of traditional institutions. With the establishment of the first juvenile court in Illinois in 1899, an idea whose time had come was fulfilled. Today Juvenile Courts are found in every state and the District of Columbia.

Historically, the Juvenile Courts system and the Child Welfare service system have always been and are still intertwined. When the marriage of crime control and child protection was finalized by the advent of the Juvenile Court, it was not a "radical reform" but rather a politically compromised reform which reflected conservation and middle-class biases. It was felt that delinquents needed firm control and restraints if their reform was to be successful; although the value of the home and family as the basic institutions of American society was affirmed, the removal of children from "a home which fails to fulfill its proper function" was facilitated, and distinctions between dependent and delinquent children were blurred and due process for juveniles was essentially eliminated. Granted the humanitarian motives of the child protectors, the program nevertheless diminished the civil liberties and privacy of youth. Minor reforms in jails and reformatories were accomplished, but the most successful activities were in extending governmental control over a range of youthful activities that had been heretofore ignored or dealt with informally.

In reviewing correctional treatment plans for juveniles for over a century, persistency and continuity of concepts and programs is apparent. Most of the principal ideas of 1970 juvenile institutional programming were proposed by the 1870's. Recommendations that juvenile institutions be run on a "cottage plan" date back to 1875; a call for diversion of children from court adjudication was public by 1878, as was the effort at segregation of youth from hardened adult conficts. Indeterminate sentencing was used at the House of Refuge in New York in the early 1800's and its basic philosophy was restorative and rehabilitative in intent and ideology. By the early 20th century a number of public and private

agencies were empowered to adjudicate the fates of children who were regarded as problematic and undesirable deviants failing to live up to the moral standards and legal expectations of the state and community. Childhood offenses were not limited to the statutory crimes of adulthood. In a curious blend of welfare and control, childhood came to be subject to the powers of agencies and courts with broader and more diffusely defined mandates than those underlying adult criminal courts.

### Structure And Function Of Juvenile Court

The structure of juvenile court systems vary but all juvenile courts have at least five unique characteristics: 1) they are imbued with a rehabilitative orientation; 2) the limits and breadth of the jurisdiction of juvenile courts sets them apart; 3) they use more flexible procedures than their counterpart in the adult criminal justice system; 4) they have a relatively organized process for determining which individuals would be brought before the court; and, 5) the juvenile court has had available a broader range of dispositional alternatives than has its counterpart in the adult system.

Probation and parole are the major methods by which convicted offenders are returned to the free community under supervision. Probation is a legal status created by order of the sentencing court as an alternative to incarceration; parole is a method of release from the correctional institution. Both are used with juvenile offenders, and both have become major sociolegal institutions. Their effectiveness depend upon their performance of two tasks: 1) sound case disposition, or the selection among the offender group of those who would benefit from community as opposed to other forms of treatment; and, 2) social treatment, including the provision to the offender of adequate opportunity and help in reintegration into community life. Both case disposition and treatment place enormous responsibilities on the courts and the correctional system. Case disposition involves "people processing" to select among many alternative courses of action one that may materially influence the future destiny of the person involved. The sentencing process has frequently been termed "the awesome decision." Treatment necessitates intervention into the social situation in which the individuals function and/or an attempt to change attitudes and behavior.

### The Juvenile Court Today

Many of the hopes of the early reformers for the Juvenile Justice system have not been realized. Two major issues have evolved: 1) the actual ability of the juvenile court to redirect delinquent children; and, 2) the desirability and constitutional legality of the informal procedure used by the juvenile court. The 1967 President's Commission on Law Enforcement has concluded that the juvenile court system has not succeeded significantly in rehabilitating delinquent youth or in reducing or stemming the tide of delinquency. The second major issue concerned the informal procedure used by the juvenile court in determining matters of delinquency. The Commission also concluded that despite the early efforts of those individuals involved in the juvenile courts, the stigma attached to those children declared delinquent is just as bad as the stigma attached to those individuals convicted as criminals. The rising rate of juvenile crime indicates the juvenile court system cannot be devoted solely to the welfare of children: the juvenile court also has a responsibility to protect society. To the extent that this is true, the justification for abandoning the procedural

quarantees associated with formal criminal procedure disappears. The informal procedure, contrary to original expectations has been felt to constitute a further obstacle in the effective treatment of the delinquent. The Commission based this finding upon the often observed sense of injustice felt by the child of the seemingly all powerful and challengeless exercise of authority by judges and probation officers.

Overall, critics do not suggest that the juvenile court be abolished or that the goals of rehabilitation and individualized justice be abandoned. The Commission, echoing the sentiments of many child welfare agencies suggest that what is entailed is an accommodation of both goals (rehabilitation and individualized justice) by establishing procedures permitting the court effectively to pursue humane and rehabilitative aims within the framework of a system that recognizes the indispensibility of justice in any coercive governmental venture into the lives of individuals.



# APPENDIX 5

## PROJECT SUMMARY

- A. Agency DSHS LIFO Program Area unassigned Priority 1d of
- B. Project Title Effects of Senate Bill 3116 Regarding Juvenile Status Offenders
- C. Implementing Unit Division of Planning and Research/Bureau of Juvenile Rehabilitation
- D. Project Period  
Proposed Project Period 10/1/76 to 10/1/77

Project is a continuation of Grant Number --- and will require LEAA support, for 1 additional years. Date project began:                     

### E. BUDGET SUMMARY

BUDGET CATEGORIES		SOURCE OF FUNDS	
1. Personal Services	\$102,400	1. FEDERAL (LEAA)	\$106,100% 90
2. Supplies	\$ 7,000	2. STATE BUY-IN	\$ %
Other			
3. Services	\$ 8,500	3. LOCAL CASH MATCH	\$ %
Capital Outlays			
4. (non-construction)	\$	4. STATE APPROPRIATED	\$ 11,800% 10
Capital Outlays			
5. (construction)	\$		
TOTAL PROJECT COST	\$117,900	TOTAL PROJECT COST	\$117,900

F1. IMPACTED GOAL(S) To improve the State Corrections system's ability to identify problems and implement effective strategies.

F2. IMPACTED SUBGOAL(S): To measure the behavior of the Juvenile Justice system in light of Senate Bill 3116, and to evaluate that behavior in terms of the impact on affected juvenile populations.

G. NARRATIVE SUMMARY OF PROBLEM TO BE ADDRESSED: Effects of Senate Bill 3116 regarding changes in juvenile service responsibilities and patterns need to be carefully recorded and analyzed in order to facilitate effective planning.

H. SELECTION RATIONALE: Knowledge of the Bill's impact must be obtained in order to provide necessary service alternatives.

I. CONTRIBUTION OF PROJECT TO SUBGOAL ATTAINMENT: Project will allow assessment of the most important variables related to anticipated change in the juvenile justice system.





EFFECTS OF SENATE BILL 3116  
REGARDING JUVENILE STATUS OFFENDERS

Project Description

STATEMENT OF THE PROBLEM:

In the past, non-delinquent juvenile offenders have been handled by Washington's juvenile justice system in much the same manner as delinquent juveniles. For example, non-delinquent offenders have been incarcerated with delinquents in the same institutions and detention centers. Additionally, many community service program options have been employed with little regard for the differences between delinquent and non-delinquent offenders.

Non-delinquent offenders are those youths who commit offenses which would not be subject to sanction in adult criminal court, but who nevertheless evidence management or behavior problems which bring them to the attention of law enforcement and court authorities. Those offenders have been the subject of much debate at the federal, state and local government levels.

The federal Juvenile Justice and Delinquency Prevention Act of 1974 mandates that no non-delinquent juvenile offenders (status offenders) shall be placed in juvenile detention or correctional facilities, but must, if residential placement is necessary, be placed in shelter facilities. A similar measure passed in Washington state earlier this year (Senate Bill 3116) mandates the removal of all status offenders from state juvenile institutions by July 1, 1977.

The implications of Senate Bill 3116 for DSHS are not entirely clear at this time. For instance, even though status offenders will no longer be admitted to state correctional schools or camps, it is not certain whether many committed youths adjudged "incorrigible" (non-delinquent or status offenders) could not also be adjudicated delinquent, thus minimizing the impact of Senate Bill 3116 on state institutions. Another implication not fully understood is the impact the measure will have on DSHS supported services such as foster homes, group homes and family support services. The Bill may create a rechanneling of many youths into community services which are at or beyond feasible capacity, thus exacerbating the potentially negative situations the Bill would alleviate. Another very important implication to be considered is the effects the changes in court decisions will have on the youths themselves.

What is needed is a close examination of the effects of Senate Bill 3116, so the Department of Social and Health Services can adequately anticipate redirections in patterns of service delivery responsibilities for youth, and, in conjunction with other components of the juvenile justice system, increase the protection of the general population from juvenile criminal activity.

OBJECTIVES:

This study is basically descriptive in nature and will have as its three major objectives: 1) an analysis of the relationship between juvenile behavior and court action, 2) providing information necessary to determine the availability and utilization of resources for juvenile cases, and 3) a descriptive examination of outcomes experienced by youths, considering the court action and resources used (these objectives will require information gathered prior to and following implementation of SB 3116).

#### OVERVIEW OF METHODOLOGY:

Five counties will be selected as representative of the counties in the State and will be used as study sites. Detailed information will be collected on juvenile court cases handled prior to implementation of SB 3116 in order to develop an accurate description of current commitment policies with regard to status offenders, and to examine the relationship between the record of actual behavior and the eventual finding of the court. This detailed monitoring of cases will continue throughout implementation of SB 3116 for the purpose of identifying procedural or definitional changes in court handling of juveniles.

The purpose of this detailed data collection will be to follow the outcomes experienced by juveniles after implementation of SB 3116, to monitor the modifications in, and adequacy of community services for these juveniles, and to examine whether the juvenile courts modify their findings in order to adjust to the statutory changes inherent in the legislation.

Data collectors will be assigned to each of the selected counties, where, under the supervision of the project director, a cohort of juveniles processed through the courts prior to implementation of SB 3116 will be selected. A second cohort of juveniles processed through the courts following implementation will also be examined related to the effects of SB 3116.

For Work Plan Summary, see Attachment A.

#### EXPECTED BENEFITS:

In analyzing the impact of SB 3116, it will be possible to identify those areas where resources are not adequately available. The study will make recommendations regarding the development of needed resources and will provide analysis of the relative effectiveness of existing resources based on outcome measures for those juvenile participating in the various programs, etc.

Generally, the study will provide an analysis of the degree to which the intent of SB 3116 is realized; that intent being the deinstitutionalization of the juvenile status offender.

#### COOPERATING AGENCIES:

Bureau of Juvenile Rehabilitation, Juvenile Courts, County Probation and Parole Offices and the Division of Planning and Research.

# APPENDIX 6

THE IMPACT OF DIVERSION ON  
STATUS OFFENDERS, DEPENDENT CHILDREN,  
AND THE JUVENILE JUSTICE SYSTEM:  
An Examination of the Implementation of  
S. B. 3116.

A Grant Proposal Submitted By

Joseph G. Weis

and

Richard A. Doyon

Center for Law and Justice  
University of Washington

Joseph G. Weis

Richard A. Doyon

A. REGION: 4b

LJPO PROGRAM AREA: Research (JSSO-1) PRIORITY: 1 of 1

B. PROJECT TITLE: The Impact of Diversion on Status Offenders, Dependent Children, and the Juvenile Justice System: An Examination of the Implementation of S.B. 3116

C. SUBGRANTEE: Center for Law and Justice

IMPLEMENTING AGENCY: University of Washington  
Seattle, Washington 98195  
(206) 543-9049 or 543-5882

D. PROPOSED PROJECT PERIOD: July 1, 1976 to June 31, 1978

E. BUDGET SUMMARY: FIRST YEAR (7/1/76 - 6/31/77)

Budget Categories		Source of Funds	
1. Personal Services	\$29,300.12	1. FEDERAL (LEAA)	\$37,096.10
2. Supplies	\$ 4,955.00	2. STATE BUY-IN	\$ 2,060.89
3. Other Services	\$ 5,000.00	3. LOCAL CASH MATCH	\$ 2,060.89
4. Capital Outlays (non-construction)	\$ 0.00	4. STATE APPROPRIATED	\$
5. Capital Outlays (construction)	\$ 0.00		
6. Other	\$ 1,962.76		
TOTAL PROJECT COST	\$41,217.88	TOTAL PROJECT COST	\$41,217.88

F1. IMPACTED GOALS:

The major goals of the proposed study are:

A. The determination of the extent of local jurisdiction compliance with S.B. 3116's mandates regarding status offenders and other dependent children.

As has been shown by post-Gault (*In re Gault*, 1967) research (Langley, 1972), the implementation of revised procedural rules often presents local jurisdictions with serious problems which impede the compliance with legislative or judicial intent.

B. The determination of the nature of problems resulting from the mandates of S.B. 3116 regarding status offenders and other dependent children. In order to evaluate compliance with S.B. 3116 and to develop appropriate program proposals,

an understanding of county problems is necessary. County problems may be in the areas of personnel, availability of diagnostic resources and other services, interpretation of the statute, or availability of dispositional resources.

C. The determination of demands on the juvenile justice system as a result of S.B. 3116 and the extent to which present resources meet these demands. The question to be answered is: Are present juvenile court resources sufficient to allow compliance with the legislative intent of S.B. 3116?

D. The evaluation of the extent to which the treatment goals of the juvenile justice system are being met and the determination of the influence of S.B. 3116 on these goals. Are the treatment goals of the juvenile justice system being met? Using recidivism as one measure of the success of juvenile court intervention, the effect of S.B. 3116 on recidivism rates may be used as an indicator of the influence of diversion on the treatment goal of the juvenile court.

E. The development of program proposals addressing the problems presented by the implementation of S.B. 3116. Information collected in the attainment of the above goals will be used to develop proposals for programs on the county and state level responding to the demands resulting from S.B. 3116.

## F2. IMPACTED SUBGOALS:

A. Revision of county data collection procedures to facilitate:

1. more usable information for local policy makers,
2. the development of a data base for future research at the county level (such as the effects of programs on recidivism) and,
3. the determination of needs of county juvenile courts.

Presently the intake data forms used by juvenile courts contain ambiguous items, items with low reporting reliability, and categorization schemes which are neither mutually exclusive or logically exhaustive. Further, much information of which the probation officer has knowledge and which would prove valuable to systems evaluation is not requested.

B. Systematization of data collection among counties to facilitate:

1. the evaluation of the effects of S.B. 3116,
2. the prediction of effects of future legislation and post-implementation evaluation of statutes,
3. the determination of jurisdictional factors producing differences in ability to comply with S.B. 3116, and,
4. the determination of jurisdictional-specific needs.

The present data collection process does not provide for an inter-jurisdictionally consistent data base. If courts vary in recidivism rates observed, then the determination of organizational factors accounting for these differences would provide courts with useful information for the reduction of recidivism. In order to examine these inter-jurisdictional factors, a systematically collected data base is needed.

C. Collection of secondary data through interviews, surveys, and observations to provide information on processes of juvenile courts which are not measured by official data and on the informal process of the juvenile court to allow for:

1. a process evaluation of S.B. 3116 and
2. the determination of social organizational characteristics of the juvenile court which affect the achievement of treatment goals.
3. the determination of social attributes of the juvenile court personnel which affect the achievement of treatment goals.

G. NARRATIVE AND SUMMARY OF PROBLEM TO BE ADDRESSED:

Senate Bill No. 1116 mandates a revision of permissible dispositional alternatives for the dependent child with special emphasis on incorrigible children. Section 5 presents the Department of Social and Health Services with the responsibility of predicting the impact of the bill's new provisions on the juvenile justice system. The best of such predictive efforts may prove to conflict with actual results of such legislation due to unintended consequences, that is, results of processes not measurable or anticipated prior to actual implementation of the statute.

Factors influencing system response to legislation include the social organizational characteristics of the juvenile court as discussed by Stapleton and Teitelbaum (1972). Their findings show consistency with research done on adult courts by Sudnow (1965, defense attorney-prosecutor relationships), Blumberg (1967, court personnel-defendant interactions), and Newman (1956, the plea bargaining process). Other research has shown the effects of characteristics of offenders (such as race, age, or sex) and agent attribute (characteristics of judges, attorneys and probation officers) on decision processes in the adult justice system (Hagel, 1962, 1969; Bullock, 1961; Mather, 1973; Neubauer, 1974; Green, 1964; and Wolfgang *et al.*, 1973). Again, research on adult and juvenile courts are consistent in the area of agent attributes (Scarpitti and Stephenson, 1971; Langley, 1972; Hagan, 1974, 1975; Hewitt, 1975a, 1975b, and Kraus, 1975). It becomes clear that just as the adult system is influenced by offender, agent, and organizational characteristics, so too is the juvenile court. Court decisions are influenced by factors other than those related to the offense. For instance, the offender's age, sex or demeanor, might influence decisions





**CONTINUED**

**1 OF 2**

by agents of the court. Agent attributes (age, education, sex, race, political orientation and others) have been shown to be related to agent decisions-- recommendations of probation officers and judge's dispositions. Organizational characteristics (resources available to the court, frequency and types of referrals to the court, number of cases per judge, and number of cases per probation officer) may also have a profound effect on court decisions. How and why certain types of court decisions are made is critical to the understanding of the courts' responses to new legislation. Thus, the measurement of the effects of any legislation related to juvenile court decision-making processes should take these factors into account. The paucity of systematically collected data and the inappropriateness of that available to measurement of such factors, makes accurate prediction difficult at the present time. An accurate measure of S.B. 3116's effects on the juvenile justice system should account for these factors as well as the differences between real and prescribed changes in juvenile court dispositions.

S.B. 3116 is based on the assumption that the juvenile court operates as a treatment model. We have already seen that juvenile court procedures tend to parallel those of the adult court which is not based on a treatment model. However, the statute follows tradition by viewing the juvenile court as treatment oriented. The legislative intent, then, increases the importance of probation officer disposition recommendations being based on some theoretical /framework. Thus, a relevant area of investigation is the extent to which probation officers operate within a theoretical orientation on causes of delinquency, on the deterrent effect of punishment and on the efficacy of treatment. If there is little consistency between the theoretical orientations of the court or probation officers and the decisions being made by the court or

probation officers, the benefits of a treatment model may be jeopardized. County juvenile courts may use the results of such an investigations in the development of probation officer training or continuing education programs. However, prior to any such program implementation, it should be determined whether or not consistency with a treatment model produces the desired results with respect to recidivism. To this end, adherence to a treatment model and recidivism will be examined to determine whether a correlation exists.

More basic to S.B. 3116 are the propositions that diverting dependent children from traditional juvenile court procedures will result in a decrease of the labeling effect of the justice system (Mahoney, 1974) and that the reduction of length of incarceration (to a maximum of thirty days for diagnostic purposes only) with dependents and delinquents housed in separate facilities, will reduce the delinquent-learning potential of dependents. Both propositions are related to the problem of recidivism. In order to measure the effects of S.B. 3116 (and thus the effects of reduction of labeling and delinquent associations) an experimental model will employed. Pre- and post-S.B. 3116 data (i.e., data collected before and after the July 1, 1977 implementation of the bill) will be compared with respect to delinquencies committed by children initially processed as status offenders or as dependents. Further, recidivism rates of delinquents will be examined to determine whether there were unintended negative consequences of the legislation. That is, has /the change in processing of dependents affected the dispositional decisions regarding delinquents and if so, has recidivism of delinquents been effected?

The understanding of actual consequences of juvenile justice legislation has implications for funding agencies and for legislators. First, it is expected that the knowledge gained from this study will provide those with

funding decision responsibilities with additional knowledge regarding relevant research questions and of the advisability of funding proposed treatment programs. Second, legislative efficiency is increased with feedback on the consequences of prior legislative decisions. It is expected that this study will serve those purposes. .

## II. SELECTION RATIONALE:

There are three factors which influenced the development of the proposed study design. First, the determination of the effects of a change in policy (the implementation of S.B. 3116 on July 1, 1977) can best be made using an experimental design comparing pre- and post- measures of relevant factors. Second, since the statute is to be implemented state-wide and since it is expected that organizational factors will affect the degree of compliance with the statute, the analysis should include information on a number of counties to allow for variation of the important organizational variables. Third, use of different sources of data is necessary to examine intended, as well as the unintended, consequences of the implementation of the bill. The exploration of unintended results demands observational and survey data, as well as official information. Multiple data sources have the added advantage of providing for tests of validity and reliability of collected information.

## J. PROJECT SUMMARY:

1. The target populations of this study are:

1. status offenders processed by the juvenile courts of the target counties,
2. other dependent children processed by the juvenile courts of the target counties,

3. other delinquent children processed by the juvenile courts of the target counties, and
4. five counties (Skagit, Benton, Franklin, Kitsap, and Mason) for which data have already been collected, and coded on computer tapes for the years 1974 and 1975 at Command Computer of Bellevue, Washington, as well as three additional counties (Snohomish, Pierce, and King).

The project methodology includes the collection of three types of data:

A) official (intake data forms), B) observation, and C) survey.

A. Official Data.

The collection of official data and systemization of the intake data forms will consist of eight steps.

1. The analysis of present forms to identify ambiguous items and categories.
2. The addition of items necessary for this and future studies.
3. The determination of needed additional items as requested by the administrative personnel of target courts.
4. The development of a standard form to be used in target counties and the submission to administrators for review.
5. Revisions and resubmission of standardized intake data form, if necessary.
6. The implementation of the data form in target counties.
7. Follow-up checks on the acceptance of the new form by probation officers and revision if necessary.
8. Collection of data with revised data form.

B. Observation Data.

In order to collect information not easily included on the official data form (i.e., data on informal and formal court processes), two types of observations will be conducted. (See time table for schedule of observations.)

1. Student observers will be placed in target courts for two three-month observation periods; the first to begin six months prior to, and the second, three months after S.B. 3116 goes into effect (July 1, 1977). During the six months separating the two student observation periods, the second type of observation will take place. Observations of formal procedures will be recorded by the student observers.

Student observers will participate in a observers' training program. During actual observation, their daily assignments will be randomly assigned to eliminate observer bias. The principal investigators will conduct periodic checks on reliability and validity of collected data. Where applicable, observed data will be coded and punched on computer cards.

2. The second type of observation will be conducted during the six months between the two periods of student observation. During this time period, the three months before and the three months after S.B. 3116 goes into effect, the principal investigators will conduct observations of the informal processes associated with the statute's implementation.

#### C. Survey Data.

In order to examine the theoretical orientations and social attributes of probation officers, attorneys and judges, a questionnaire will be developed, pre-tested and administered. Items will be designed to measure these theoretical and social factors. In order to make more efficient use of personnel, the administration of the questionnaire will coincide with the first student observation period. A follow-up administration will take place during the last student observation period. To collect data on any new personnel added during the interim. Data collected will be coded and transferred to computer punch cards.

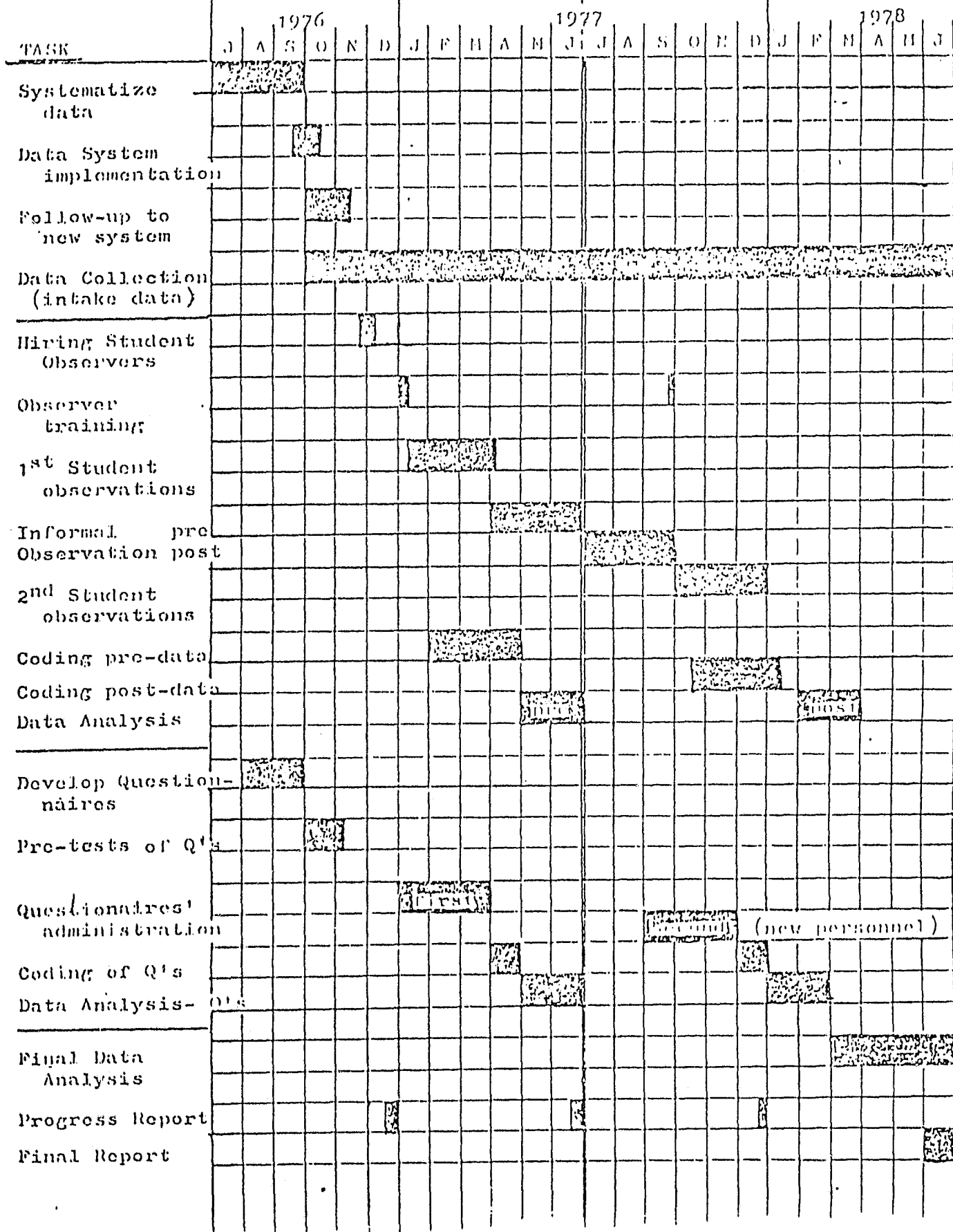
The basic design of the study may be classified as a field experiment with the experimental variable being the enactment of S.B. 3116. Pre- and post- data will be collected and will be analyzed on the University of Washington Computer Center CDC 6400 utilizing the Statistical Package for the Social Sciences (SPSS) program as well as computer programs written specifically for this project.

The work plan and timetable is summarized on the chart presented on the following page.

First Year

Second Year

(S.B. 3116 in effect)





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# APPENDIX 7

DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
Community Services Division  
Olympia, Washington

TO: REGIONAL ADMINISTRATORS  
ESSO ADMINISTRATORS  
SUPTS. JUVENILE CORRECTIONAL  
INSTITUTIONS  
JUVENILE PAROLE SUPERVISORS

MEMORANDUM NO. 76-144  
Issued: October 14, 1976  
FOR INFORMATION CALL: 753-0203  
SCAN: 234-0203

FROM: Gerald E. Thomas, Director  
Bureau of Social Services

Douglas Vinzant, Director  
Bureau of Juvenile Rehabilitation

SUBJECT: TRANSFER OF SUPERVISION FOR DEPENDENT INCORRIGIBLE YOUTH FROM BJR TO BSS  
(Economic and Social Service Offices)

In accordance with Senate Bill 3116, the Bureau of Social Services has community responsibility for the adjudicated dependent/incorrigible youth. The Bureau of Juvenile Rehabilitation continues to have institutional and parole service responsibility for the adjudicated delinquent youth.

The purpose of the following guidelines is to implement the intent of SB 3116 and provide for the orderly transfer of adjudicated dependent/incorrigible youth from BJR institutional care to BSS community care and supervision.

A. Juvenile Parole Services/Economic and Social Services Office Joint Pre-release Planning Conference

1. Upon the receipt of a written referral from JPS an ESSO child welfare services caseworker will be assigned.
2. A joint juvenile parole counselor/caseworker conference will be held within five working days from the date of receipt.
  - a. At this conference the juvenile parole counselor will submit the following:
    - (1) a summary including pertinent background information
    - (2) evaluation of institutional adjustment, prognosis and recommendations
  - b. The caseworker and the parole counselor will make a determination of the severity of the child's problems and evaluate the resources most able to meet the youth's needs.

A.2. continued

c. Consideration will be given to the placement of the youth with:

- (1) his/her own parent(s) or guardian(s)
- (2) his/her relatives
- (3) foster family care
- (4) group care

d. For youth who fit these placement plans the parole counselor will contact the juvenile court and have the court order changed to custody and supervision of the ESSO (2.c.1,2,3) or custody and supervision of the voluntary agency (2.c.4).

B. ESSO Placement

1. The caseworker will have the responsibility of placement and completion of DSHS 14-05 forms for foster family care.
2. The caseworker will provide supervision and casework services to the youth, his/her family and/or foster parents.

C. Voluntary Agency Placement

1. When the joint decision indicates referral to a voluntary agency the parole counselor will make the referral.
2. If the voluntary agency agrees to accept the youth, the parole counselor will make the placement.
3. It is the voluntary agency's responsibility to forward to the ESSO a copy of the modified court order with an Application for Payment (DSHS 14-05).
4. The voluntary agency will provide supervision and casework services to the youth and his/her family.

D. Juvenile Court Referral

After a joint pre-release planning conference is held, and it is agreed that for a particular dependent/incorrigible there are no appropriate community resources due to the severity of the youth's problems and/or because he is a danger to himself or the community, the parole counselor will submit a written request to the juvenile court and ask that the court inquire into the conditions and enter such an order as shall be for the youth's welfare.

E. Placement Resources Development

This will be the joint responsibility of JPS and ESSO. They will pool community resources in order to effect the best possible use of foster and group homes. It is important, however, that the person (ESSO caseworker or voluntary agency caseworker, or probation officer) responsible for the direct supervision of the youth be clarified.

F. Joint Cooperation and Mutual Helpfulness

1. It is the intent of both JPS and the ESSO to be mutually cooperative in every possible way to aid and facilitate the orderly transfer of dependent/incorrigible youth from institutional care to community placement and supervision.
2. Care should be taken to avoid duplication of effort in matters pertaining to community placement of the dependent/incorrigible youth by the various agencies involved.

# APPENDIX 8

## FOSTER CARE SERVICES

### Foster Care As a System

Foster care is a specialized child welfare service, and is a system of care which is a substitute for the family. Theoretically available to everyone foster care services in fact are used by a small proportion of the population. In studying foster care as a system, it becomes obvious that there are two different patterns of substitute care: one for the poor and one for the non-poor. Substitute care for the non-poor, such as boarding school, care by relatives, or day care is viewed by society as an acceptable substitute for full-time care in the home. Substitute care for the poor, however, is viewed by society as the product of personal difficulties and implies the need for some form of "casework or other treatment service." Foster care requests for services and users of foster care are labeled problematical because of the departure from the accepted middle-class norm of the unified family. The need for financial assistance for substitute care is not viewed neutrally and is again taken as evidence of a problematic population reinforcing the bias that the need for substitute care arises in the first place from the child's inadequacy or the inadequacy of the parents. Additionally, services received by poor children may, in fact, not be comparable to those received by the non-poor.

The foster care system further reveals several paradoxes. Foster care appears to place a premium on the family but often lack of alternatives may contribute to removal of children from their own homes. Foster care also presumes a temporary solution. However, nationally, over half of the children placed in foster care who are intended to stay for three months will stay on for two years or more. Parents do not have custody of the child, and sometimes not much contact with the child. Foster parents are cognizant of their temporary status, and the child is caught in the middle. Substitute care is generally not by choice, but a service used by a particular group of people who are unable for a variety of reasons to provide for the well-being of their children. Foster care, therefore, becomes a trap for many children, and one to which a good deal of stigma is attached. Although a wide variety of changes will arise from within the foster care system itself. Professionals feel that child welfare services to children in their own homes and greater availability of services such as homemaker and day care services would tend to reduce the number of children needing foster care.

### Foster Care Services

Improvements needed in the foster care system are well documented. Entry into the foster care system is too easy and children remain in foster care too long. Those youth who must remain in long-term foster care need additional services to stabilize their situation. The primary purpose of child welfare services is to strengthen and supplement parental care. For some children, placement out of the home is the only alternative and foster care is necessary. This decision is crucial to both the child and parents and should only be arrived at through intensive assessment and intervention efforts at the time the request is received.

If an out-of-home placement is the only alternative for the child, then a contract should be formed between the parents and agency. The contract should define the problem, set up goals, itemize actions to be taken, and establish a time limit to reach the goal of returning the child back to the home as soon as possible. If the child is old enough, the child should also sign the contract. The contract then, focuses on the temporary nature of out-of-home care, as well as specifying responsibilities of both parent and agency.

For those children in out-of-home care, a system of case management is necessary in order to identify those situations where stability could be improved by considering alternatives. Alternatives may be restoration of the child to the parents, termination of parental rights and subsequent adoption, or perhaps guardianship until the child reaches the age of emancipation. This system of case management will decrease errors which allow the drift of children in unstable situations. The rights of the child must be jealously guarded.

#### Agency Responsibility

Many of the adjudicated and non-adjudicated dependent-incorrigible youth will for a variety of reasons not be able to return to their own homes. The foster care system for these youth will need to provide a sustained parent-child relationship in a living situation away from their own home. This will require coordination between agency and community resources for these youth who have little invested in society but who need to learn to cope and become involved with their environment and their community.

#### Fiscal Ramifications

Increasing the rates of specialized foster homes may help but will not miraculously cure the problem. It is reasonable to assume that if the community realized the monetary cost of foster care spent on a single family, this realization would bring more public support for services to prevent family breakdown and make available services to prevent family disintegration resulting in out-of-the home placement. A concern simply with finances can be a distraction, since the aim is to secure for each child already in care or destined to enter foster care a sustaining parent-child relationship for his growing years.

#### A Substitute System

Most problems can best be approached by defining them. Foster care by definition is substitute system and needs to be understood in a broader perspective. The broader perspective includes resolution and planning of alternative solutions for these youth -- in service options, in delivery systems, in system administration, and in personnel. While foster care in some cases may be the only alternative, it should not be presented as a panacea to the problems of dependent-incorrigible youth.



# APPENDIX 9

## Spokane Youth Alternatives, Inc.



ROY LAKEWOLD  
DIRECTOR  
N. 815 HOWARD  
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### S T A T U S      R E P O R T

*Spokane Youth Alternatives, Inc. is funded by a two-year, Law Enforcement Assistance Administration grant, entitled "Deinstitutionalization of Status Offenders," which was secured by the Spokane Area Youth Committee. There are nine other grants of this type awarded throughout the Nation. A Youth Alternatives Board of Directors is a non-profit entity that manages this project.*

*The purpose of this project is to deinstitutionalize status offenders by diverting them from the Juvenile Court system. A status offense can be described as an offense, which would not be considered illegal, if committed by an adult. This project proposes to establish a new and independent function which will serve as an alternative to Juvenile Court Intake. This project is not directly related to the Court so it will hopefully reduce negative labeling that occurs when the youth is detained with serious delinquent offenders. The primary design of this project is to stabilize crises situations, assess the service needs of status offenders and their families, and to, then, link clients to appropriate existing non-court community resources. Youth Alternatives tries to terminate its intervention within 30 days, with referral to the appropriate resource taking place as soon as possible. All appropriate resources in the community are utilized to provide a comprehensive approach. The aim is not to build a new comprehensive agency, but to fully utilize existing agencies.*

*Youth Alternatives has a staff of 10 and maintains a 24-hour mobile intervention team who receive referrals from the Police and Sheriff's Departments, the schools and the Juvenile Court. Local law enforcement was instrumental in the planning and development of how the program would be utilized. A group of line level officers, acting as consultants on their own time, aided in the development of the referral criteria. Law enforcement sees using the Project staff as an effective time-saving approach, allowing their increased availability to crime problems. Youth Alternatives' immediate response allows for a quicker disposition for the police officer. He doesn't have to transport the youth to detention, he doesn't complete the extensive report for Juvenile Court and he is not involved in lengthy communication with the parents.*

*The model used by the intervention teams is family-focused, targetted at mobilizing the latent strengths existing in the family to solve its own problems. The primary resource for each youth referred is viewed as his own family. Existing community resources are used to aid the family in developing, maintaining and expanding its own strengths.*

*The highlight of the first six months of operation is the success of the youth referred who are being placed at home rather than detention and generally staying there (of the 300 referred to date, only 23 have had to be housed in shelter care at the point of intervention, and then for a shorter period of time than when*

Status Report

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detention was used prior to the Project. There are far fewer "emergency placements" than originally anticipated. The mobility to be in the homes and the 24-hour daily availability seem to be factors that aid in the success.

There are definite implications of a cost savings here based on 1) deinstitutionalization and 2) no detention stay. Project statistics to date are demonstrating that youth once thought to be in need of institutionalization and "detention time" can make it in their own homes and communities with appropriate existing community support. Costs per youth served by this approach will range between \$225 and \$250 this first year and projected will be less next year.

B U D G E T

10 staff members	\$115,500
Psychiatric Consultation	2,500
Office Supplies	1,500
Telephone	1,500
Postage	700
Printing	1,000
Rent	7,200
Local Mileage	3,000
Out of Area Travel (Conferences)	1,000
	<hr/>
T O T A L	\$133,900

# APPENDIX 10

## SEATTLE REBELLIOUS YOUTH PROJECT SERVICE DESIGN: AREA 1

The Rebellious Youth Project is directed toward encouraging the development of community resources for non-delinquent rebellious youth and families who approach the King County Youth Service Center for help with what are often family, emotional and environmental problems. The Project is examining the need for additional and more effectively coordinated services and programs on several levels - from those which can be seen as service intensive, such as residential care, to those that are less intensive, such as more effective working relationships between out-patient family service programs and referral mechanisms at the Youth Service Center.

Planning efforts surrounding this service design have indicated the importance of utilizing current programs and particularly those of a preventative nature designed to reduce the likelihood of subsequent out-of-home placement.

While it is important to develop alternatives to home care, it is at least as important to offer high quality community out-patient services which will do everything possible to keep family problems from exploding and to reduce the likelihood of initial family separation. Intermediate levels of service, such as short term receiving programs with strong family service components, which can work toward re-uniting separated families, are also important to the development of a wide spectrum of service.

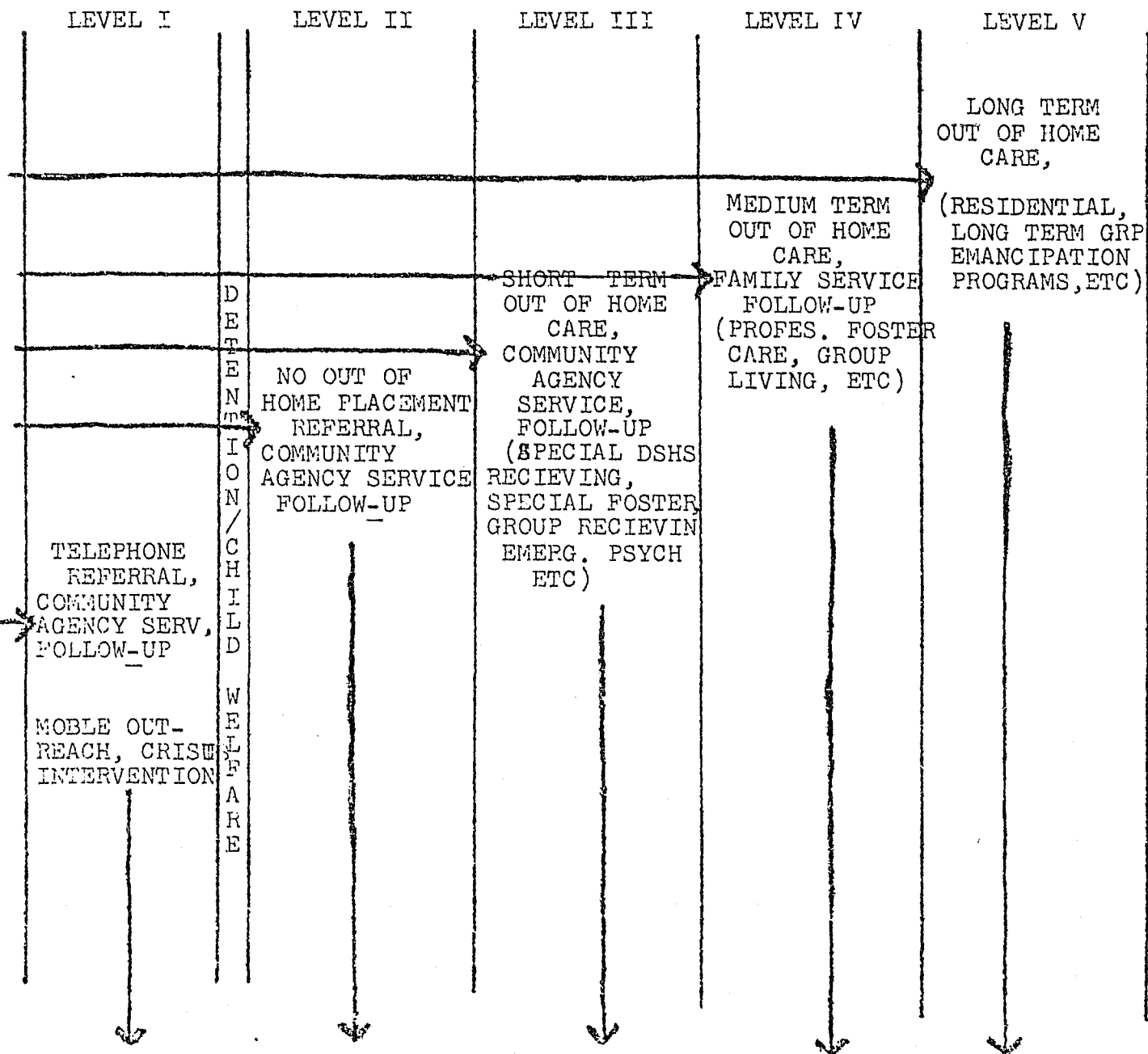
Five levels of programs have been identified by the Rebellious Youth Project Working Committee. They can be pictured graphically on the diagram on the following page and are described in terms of specific model program components. Each of these is directed toward filling an important identified gap in currently offered service.

### LEVEL I: DIVERSION PRIOR TO PHYSICAL CONTACT WITH DETENTION SCREENING OR CHILD WELFARE SERVICES

Often, youth and families approach the Youth Service Center for assistance, when perhaps a more realistic source of help might be community family and youth service agencies. Unnecessary physical presentation at the Youth Service Center can be frustrating, time consuming and discouraging, in that not infrequently it fails to meet the expectations of at least some members of the family. Parents and young people who inappropriately come to the Center may leave with the feeling that they had tried to do something with a particular problem, but it hadn't really led to an effective solution.

If more realistic assistance, for what are most frequently problems related to family/youth conflict, can be found through community agencies, it is very important to divert inappropriate cases from the Juvenile Justice and Child Welfare systems initially and to discourage the development of unrealistic expectations regarding services provided through these official agencies. It is also important, however, to insure that youth and families experiencing problems are offered rapid assistance from appropriate sources of help.

Several programs and improvements in present services have been identified for reducing unnecessary youth/family contact with Juvenile Justice System and at the same time insuring that early and effective assistance is provided through referral to community programs.





#### A - Increased Availability of Services Offered through Community Resources

Many community programs offer services for rebellious youth and families. However, the occasion continues to arise where youth and family services are difficult to find or arrange. Perhaps part of the difficulty is the nature of this often hard to reach client population, who in many cases may not fit easily into traditional service models. While services may be available, they must be seen as relevant and be accessible to this client group. In some cases, in order to engage the rebellious youth, a more aggressive out-reach approach might be appropriate. In other cases, services after regular working hours could be stressed. Additional efforts should perhaps be made to explore the type of service modality that meets the needs of this client group most successfully.

It is important that community agencies make the provision of service to rebellious youth an important priority. Efforts by the Project must be spent in working with community youth and family service agencies to enlist their full support in accepting referrals, developing programs and providing services to this group of young people and families. Together, with the development of other programs and improved service delivery models offered through the Youth Service Center and the Department of Social & Health Services, they will form an important part of an improved service delivery network.

#### B - Telephone Referral and Follow-up Service

For many young people and adults, the Youth Service Center continues to be seen as the agency to turn to when help for a child or youth is needed. Numerous calls are received daily at the Center for assistance with a wide range of problems. Most of these calls are handled by the Information Unit. In the evening and on weekends and holidays, calls are received in the Detention Intake area. In telephone presentations evidencing serious problems, it is important that referrals are made to the most appropriate agency. It is also important that if problems are of a sufficiently significant level to warrant a referral, some extent of follow-up takes place to insure that services are provided or at least that everything possible is done to see that service was offered. (See Client Follow-up Services - Level II)

#### C - Mobile Out-Reach Services

The Detention Screening staff of the Youth Service Center receive calls from youth and parents who are experiencing emotional crisis as a result of intense youth/parent conflict. Not infrequently, these young people and their parents eventually come to the Youth Service Center in person, perhaps when it would have been more helpful to have provided assistance at the source of the conflict, for example, at the family's home.

Through the ability of the Project to develop crisis outreach capabilities or linkages, it is felt that more effective service could be provided, a degree of stress could be spared the family in question and that ongoing services through other more appropriate agencies would be encouraged.

This would appear to be a particularly effective service to develop, in that several community agencies are currently providing crisis intervention services. For example, in the North Target Area, Community Psychiatric Clinic offers Mobile Crisis Outreach services, the Open Door Clinic has developed an Outreach Flying Squad, and the Seattle Police Dept. and the Department of Social & Health Services jointly sponsor a social service program that engages in considerable out-reach activities.

It would seem economical and practical to utilize these presently existing services for youth and families approaching the Court through the development of close working relationships and referral procedures.

#### LEVEL II: PRESENTATION OF YOUTH SERVICE CENTER/NO OUT-OF-HOME PLACEMENT

It can be expected that rebellious/dependent young people and families will continue to come to the Youth Service Center. It is not unusual that the family or young person in question approaches the Center as a last resort and with the intention of arranging a separation between the youth and his or her family. In many cases, while the problems experienced by these families can be very serious and in need of immediate attention, out-of-home placement may not be required or in the best interest of the young person and family. What is important in these cases, is that effective diagnostic, appropriate referral and consistent follow-up procedures are engaged to insure that the most meaningful assistance will be provided from community agencies. A number of specific service elements and programs have been identified as important in improving the provision of community-based service directed at family functioning and maintaining the family unit.

#### A - King County Youth Service Center Detention Intake/Department of Social & Health Services Child Welfare Services/Detention Intake Screening System Improvements

Currently, Detention Intake personnel screen rebellious/dependent youth and their families. In many cases a second screening occurs if a youth is detained and, subsequently, Department of Social & Health Service child welfare workers initiate their agency's diagnostic and evaluation process. The level of mutual sharing of information and cooperation has not often been maximized between these two sets of staff. This has primarily been a result of a lack of physical proximity, different pressures exerted by each agency's unique requirements, the need for rapid assessment and decision making and an often intense and heavy workload.

It is anticipated that centralizing DSHS Child Welfare Court Intake staff at the Youth Service Center will provide the opportunity to increase the level of cooperation between the staff of these two units - who are frequently working with the same youth and family. This should lead to more effective provision of assistance through a greater opportunity for cooperation. It should also enhance service, in that time should be saved which could be spent in the delivery of additional direct client service.

#### B - Data Collection and Client Monitoring System

Closely tied to other improvements in providing diversionary service for youth and families, is the development of a client monitoring system. The purpose of this system would be to insure that referrals, once made, receive agency attention, that youth and families are encouraged and assisted in completing the referral process and are actually engaged in service by agencies to which they were referred. Referrals made by both Child Welfare and Detention Screening staff could receive follow-up attention. Any referral monitoring system would be designed to insure client confidentiality and engaged only with the permission of the family.

#### C - Child Welfare Intensive Service

A major objective of the Rebellious Youth Project is to keep family separation from occurring. A number of programs that the Project is attempting to encourage focus

on preventing the need for or reducing the extent of out-of-home care.

It is anticipated that additional services designed to reduce family separation will be developed. These could be sponsored by community agencies such as Family and Child services or comprehensive Mental Health Centers, or through more effective and intensive initial Child Welfare Service. These would be short term programs and would emphasize close relationships with other community agencies. The objective of the provision of these services would be to prevent out-of-home placement while ongoing community assistance could be developed. This program could be seen as an experimental demonstration project and perhaps engaged in the Project's initial target area.

#### D - Strong Community Agency Linkages

As was true at Level I, a critical element of diversion efforts for rebellious/dependent youth and families who approach the Court is the development of specific linkages with community service agencies. A major effort of the system must be directed toward the development of an awareness of a need for improved services, an interest in participating with the Project in undertaking follow-up efforts, and a willingness to see if more effective programs for this population can be developed. It is only with such cooperation that an effective system of improved services can be forthcoming.

#### LEVEL III: PRESENTATION TO THE YOUTH SERVICE CENTER/SHORT TERM OUT-OF-HOME PLACEMENT

A major goal of the Rebellious Youth Project involves the development of agency linkages and programs that reduce the need for out-of-home care. It is still anticipated, however, that out-of-home shelter or treatment care will be required for some youth. As is true at other levels of service, it is important that a range of programs be available which can effectively deal with the problems that bring these youth to the attention of the Court or Child Welfare Services. It is hoped that through the use of high quality, short-term shelter care with close treatment and family service linkages established with community agencies, restoration of effective family functioning will be encouraged and the length of separation of the youth from his family no longer than necessary.

The need for the development of some additional short-term shelter service opportunities for the dependent/rebellious young person has been noted on many occasions. Currently, in many cases, the only alternatives available for shelter are either detention at the Youth Service Center or use of Department of Social & Health Services special receiving homes. In many cases, neither of these options fit the needs of young people approaching the Court. Often intensive immediate family service is not available, nor are consistent linkages made for ongoing service following placement.

The Rebellious Youth Project is encouraging the development of several new short-term shelter care programs.

#### A - YMCA Special Receiving Program with Family Service to be Provided by Specially Assigned Staff DSHS, KCJS, or Community Agencies

The King County YMCA and particularly its Urban Action Committee, has expressed an interest in developing a small short-term shelter care demonstration program for a specific group of rebellious/dependent youth in need of out-of-home care. The



focus of this program would be upon servicing that young person, who, while not requiring the ultimate security of iron bars and locked doors of detention, does not exhibit the internal controls or emotional stability to succeed in the basically unstructured DSHS receiving home program.

The YMCA would be responsible for providing shelter, sustenance and a daily activity program. Security would be in the form of well trained staff and high quality activity format.

For the rebellious/dependent youth requiring this short-term care, the primary goal would be a return to the home environment in as short a time as possible. In this sense, shelter care must be viewed as only a temporary treatment modality for a family where communication has become so disrupted and feelings so explosive that, for a short period, the young person and his or her family need a rest from each other while tempers cool down and whole additional treatment efforts are undertaken.

If, however, this model is to succeed, and if the youth and family are not to lose sight of shelter care as a temporary alternative, more than just the "shelter aspect" of shelter care must be provided. A strong family and youth service component has to be available from the time of out-of-home placement.

Intensive family service must be provided during the crisis period surrounding a youth's removal which emphasizes problem identification, development of communication skills and reorganization of behavior patterns. In addition to returning home, the program would make referrals to community agencies that would offer ongoing assistance.

Initial intervention and casework services would be provided while the youth is in shelter care by especially assigned Child Welfare, Youth Service Center, or community agency staff. Major goals of this program would include reduction in the length of out-of-home care and a reduction in the need for subsequent out-of-home placement.

#### B - Professional Short-Term Foster Home Placement

Some rebellious/dependent young people in need of short-term care have difficulty in adjusting in the high activity and excitement level setting of a multi-child environment, such as DSHS Special Receiving Homes. For this type of young person, a more successful program model might be what has been described as short-term professional foster care. There have been several examples of this type of program developed in King County.

Short term professional foster care would emphasize the use of a particular family in providing foster care only a few days a month. By not demanding ongoing responsibility, fewer families would be burnt-out and would be better able to maintain the interest and emotional energy necessary to cope with the demands of short-term care for this type of youngster. For this model to work, however, there would have to be close and intensive agency supervision support and service to the youth and his or her own family directed toward problem solving and rapid return of the youth to his or her own home. It is felt that private agencies could very effectively provide the foster home supervision and family service offered through this type of program.

#### C - Special Receiving Program for Younger-aged Youth

In addition to special receiving programs which could be focused on servicing an

older group of youth, some special short-term receiving care should be available to youth aged 12 through 15. On numerous occasions, it has been pointed out that younger, less mature youth should not be served through the same programs designed to meet the needs of older, more sophisticated rebellious/dependents. Serving this younger aged group is particularly important, in that approximately 40% of the rebellious youth approaching detention screening are between 13 and 15.

It is suggested that a special receiving program following a professional foster parent or group care model, be developed for this younger aged youth. It is anticipated that this type of program might be most successfully undertaken by an agency currently offering service to this population.

#### D - Short-Term Psychiatric Care

It has been pointed out that on occasion youth are admitted or approach detention screening when evidencing more serious emotional/psychological problems, perhaps to the extent that emergency psychiatric diagnosis and care should be considered. In the past, it has been difficult to arrange this type of service through community facilities. The Project should attempt to develop specific arrangements and relationships for the availability of in-patient treatment when these situations arise.

#### E - Joint Access Diagnostic Capabilities

For some rebellious dependent youth approaching the Court, in the opinion of detention screeners, emergency psychiatric or psychological diagnostic assistance is called for. This has been provided to detention screening on an on-call twenty-four hour basis.

Adequate service in this area has not been available for Child Welfare staff. As a level of increased cooperation between Child Welfare and Detention Screening occurs, arrangements should be provided to offer these services when necessary, for youth approaching the Youth Service Center, whether that youth is seen by screeners or Child Welfare personnel.

#### LEVEL IV: MEDIUM TERM OUT-OF-HOME PLACEMENT

By medium term out-of-home care, we are referring to residential and family treatment services that are longer than "shelter care" of a week or two, but are shorter than long-term programs which often reflect a less definite schedule of specific termination of residential placement. In general, when reference is made to medium term care, it is directed to programs from between one week to six weeks. Medium term care would generally call for the very active participation of the family and would often express the desirability of reuniting a youth and his parents.

While a goal of the Rebellious Youth Project is to reduce the need for out-of-home placement, it is clear that, in some cases, family intervention or shelter care will not be able to accomplish treatment and improved relationship objectives to the point that would enable a youth to successfully adjust at home.

In the majority of these cases, requiring more than short term placement, it is felt that medium term residential programs - emphasizing intensive family involvement - can be as successful, or, in some cases, more successful - than long term placement. It is also clear that if short term out-of-home opportunities are to be used most effectively, they cannot be filled by young people needing more intensive treatment, and thus deny the use of that type of program for those youth requiring very short term shelter care.

There are several outstanding examples of programs within King County which illustrate the effectiveness of medium term placement when combined with intensive family involvement. Among these, the Ark, operated by Lutheran Family and Child Services, is one example - although limited to serving young women. Other medium term out-of-home care alternatives need to be developed.

A - Medium Term Group Treatment and Family Service Program

It has been the opinion of the Project's Working Committee that medium term care, to be successful, requires the active involvement and participation of a youth's parents. This position has also been expressed by successful existing medium care programs where reuniting a young person and his family is a program goal.

Currently, additional medium term group treatment programs are needed and particularly one which could accept young men between 15 and 17 years of age. Perhaps this model of service could be developed in conjunction with an existing program and feature a group home type of setting with a strong professional family service component.

B - Professional Medium Term Foster Care/Family Service

"Foster care," as it is frequently applied, often fails to serve as an effective growth-producing and family rehabilitation model for rebellious/dependent youth, although this model is often used. This is perhaps due to a number of factors, including (a) a lack of well trained foster parents; (b) lack of strong professional support; (c) a use of foster placement when other more intensive but unavailable resources are needed; and (d) over-acquiescence to a young person's "demand" for a foster home. In numerous cases, foster placement fails, particularly if it is used in moving a youth with long established behavior and relationship problems from one family setting to another. This results in frequent replacements, all of which seem to develop the same types of problems for the youth, that were initially experienced at home.

This is not to suggest that foster home care is not in many cases appropriate. It is felt that in medium term care situations, foster home programs can be very effective if well designed and limited to appropriately placed youth.

If medium term foster care is to be a treatment modality designed to (a) work toward re-uniting youth and families; or (b) develop other long range placement alternatives, considerable professional staff involvement with the youth and family and adequately trained foster parent staff are mandatory. This is particularly true in dealing with the problems expressed by the rebellious youth. With strong staff support and being held to limited term placement, foster parents can be effective and supportive to youth experiencing a crisis in this natural home environment.

It is suggested that a specific medium term foster home program be developed on a pilot basis, directed specifically toward the needs of the rebellious/dependent youth.

LEVEL V: LONG TERM OUT-OF-HOME PLACEMENT

As has been previously mentioned, a major goal of the Rebellious Youth Project is to avoid and reduce the incidence and extent of out-of-home placement. In this regard, major Project efforts have focused on more effective and early intervention programs and well designed short term alternatives which would work toward

the maintenance and rehabilitation of the family unit. To the extent that these resources can be successful, the less will long term out-of-home care be required.

It is clear, however, that some youth will continue to require longer term, (e.g., in excess of six weeks) out-of-home care. It is important that these programs be adequately available, first in serving the needs of a specific young person and, secondly, in insuring that short and medium term programs are not inappropriately filled with young people needing more long term opportunities.

#### A - Long Term Group or Foster Home Care

Long term group or foster care placement for rebellious dependent youth will continue to be needed. In some cases, this type of treatment will be necessary due to inadequate parenting, deteriorated home situations or long standing neglect where there is little possibility of significant family change or successful ongoing adjustment. Unfortunately, when this situation occurs, it may be necessary to utilize and develop a constructive, long term, living situation.

In line with the problems brought by these youth to any residential program, strong support by alternative parents and agency staff is generally required. Both group living and foster family care can be very effective in meeting the needs of certain specific young people not able to return to their natural family. It is felt a limited extension of resources in this area is presently needed and will continue to be required.

#### B - Emancipated Living Situations

One of the more pressing needs for this population - as identified by the Project Working Committee - is for out-of-home supervised living situation which would offer an extent of independence but, in addition, provide some structure and support. The major goal of this type of program would not be the reunion of a youth and family, but of assisting a young person to develop an independent and constructive adult adjustment. Thus, it can be seen that this would be a program for the older and more mature adolescent, somewhat transitional in nature, and featuring a reduction in the level of outside control over what might be called matters of personal decision. This would not mean, however, that serious expectations would not exist in terms of the development of responsible relationships, the maintenance of the facility and the pursuit of employment, training or school objectives.

It is felt that several models of emancipating programs should be created, offering different levels of control, supervision and independent responsibility. Group home type settings would seem to be most appropriate. It would be hoped that currently operating community agencies might take the lead in developing this type of resource which would address a serious community program gap.

#### NOTATION ON THE DEVELOPMENT OF THIS SERVICE DESIGN

This service package, examining needed resources for rebellious/dependent youth, is based upon the perceptions of the staff of the King County Youth Service Center, the Department of Social & Health Services, and community agencies. Detention screening and Child Welfare workers have been specifically involved. In this sense, this tentative program model reflects the perception of those who are in daily and repeated contact with this population.

In addition, this design reflects data systematically collected on individual cases of rebellious/dependent youth coming to the Youth Service Center. This latter

effort - as part of the Project's research program - is attempting to move toward more accurate definition of the extent and frequency with which specific programs are available or lacking in the community.

As needed services and client populations change over time, this initial effort to examine required resources for a particular group of youth is based upon the collection and analysis of information which will continue during the next year. Thus, while it is felt this effort generally reflects major needs of rebellious youth and families, suggested programs, at this point, are not as completely defined as we would like. As the Project progresses, refinements in our perception of required alternatives and more effective uses of existing resources will continue.

# SPOKANE AREA YOUTH COMMITTEE

SPOKANE, WASHINGTON

## APPENDIX 11

Executive Director

Lon M. Burns

October 22, 1976

The Spokane Area Youth Committee was developed as the result of a Joint City-County Resolution charging the SAYC with the responsibility of aiding in "...coordinating and improving the systems of service for the prevention, detection, diagnosis, disposition or treatment, and supervision of troubled youth in the Greater Spokane Area." This came as a result from a two year, comprehensive community planning process which identified the following as primary problems for the community in helping young people: (1) the lack of a structure through which youth-serving entities could coordinate their efforts; (2) the need for a coherent system for identification and evaluation of service needs, roles, and quality; (3) the need for increased emphasis on problem prevention; and (4) the need to stress the community's role and responsibility in addressing the needs of youth.

The Spokane Area Youth Committee is addressing these areas, with a particular focus at this time on youth involvement in the juvenile justice system (especially in regard to status offenders). In addition to the general planning and coordinating functions, the SAYC played a key role in bringing to Spokane grants developing two major youth-serving programs: (1) Youth Alternatives, and LEAA-funded deinstitutionalization project aimed at providing an alternative to the detention of status offenders and (2) the National Assembly Juvenile Justice Collaboration Project, which seeks to help communities and voluntary sector agencies provide broader-based programs in serving status offenders outside of the juvenile justice system.

In its development of better coordination and planning of youth-serving programs, the SAYC has built into its structure three basic components for ensuring maximum input for decision-making. First, a Youth Advisory Group. Secondly, there is the Technical Advisory Group, a broadly composed group of youth-serving agency representatives. Finally, there is the Board of Directors. The latter is made up of eight mandated representatives (a member of the City Council, a member of the County Commissioners, the President of the United Way of Spokane, the Sheriff, the

RAY CHRISTENSEN  
R. J. CLIZBE  
ORLANDO T. FLETCHER  
WAYNE A. HENDREN  
DR. WALTER A. HITCHCOCK

DELBERT E. JONES  
BERNARD O. NELSON  
DONALD E. NERAAS  
JUDGE D. N. OLSON  
DR. VAUGHN RANSOM

WILLIAM J. REILLY  
MRS. JANET SKADAN  
MRS. KATHLEEN THAYER  
MRS. VIVIAN WINSTON  
RT. REV. J. R. WYATT

Page 2

Chief of Police, a Judge of the Superior Court, the Superintendent of School District #81, and the Regional Administrator of the Department of Social and Health Services), as well as seven citizen members. The composition of this Board, and the involvement of the other two, is both unique and critical in ensuring that the planning process has continuing access to, and support from the major institutions involved with youth.

The progress of the SAYC program and role acceptance has been excellent. SAYC funding comes primarily from an LEAA grant through the Washington Law and Justice Planning Office, with a four-way local support developed to enhance community responsibility (with equal shares from the United Way, City of Spokane, County of Spokane, and the Regional Office of the Department of Social and Health Services). The SAYC has not, and does not seek to develop a large staff. Such a staff would not fit our view of our own role, and would diminish the need for community and agency responsibility for involvement in planning, coordination, and assessment of services. Our ability to take maximum advantage of present levels of community and agency cooperation and involvement requires a minimum budget of approximately \$44,000 for 1977, and for \$56,000 for 1978.

Sincerely,

*Vivian Winston*  
Vivian Winston  
Chairperson

by

## LAW &amp; JUSTICE PLANNING OFFICE



## OFFICE OF COMMUNITY DEVELOPMENT

 206 General Administration Bldg  
 Olympia, Washington 98504

## GRANT APPLICATION

Application No.

APPENDIX 12

Adm. Review

LJOE

Evaluation

Continuation of

Program Manager

## 1. APPLICANT'S AGREEMENT

Application is hereby made for a grant award in the amount shown in the proposed BUDGET SUMMARY (section B of this application) for the purposes set forth in this application. By signing and submitting this application, the Applicant agrees that this document, together with the STANDARD CONDITIONS AND CERTIFICATIONS (section 11 of this application), becomes an offer to contract with the Washington State OFFICE OF COMMUNITY DEVELOPMENT acting for the Planning and Community Affairs Agency (hereinafter referred to as the "Office") which, if accepted, binds the Applicant as described herein:

The Applicant agrees that this offer may be accepted and become a binding contract when a copy of this page is signed by the Director and returned to the Applicant together with an LJO-2 APPROVED BUDGET AND SPECIAL CONDITIONS; Provided, however:

A. In the event any LJO-2 budget category, amount differs from that shown in Section A hereof, this application as modified by the LJO-2 shall be considered to be a counter-offer which shall be deemed to have been accepted by the Applicant unless rejected in writing within thirty days after the date of mailing by the LAW AND JUSTICE PLANNING OFFICE of the Office (hereinafter referred to as the "LJPO") to the Applicant of such counter-offer.

B. In the event the LJO-2 contains special conditions, this application as modified by the LJO-2 shall be considered to be a counter-offer which shall be deemed to have been accepted by the Applicant unless rejected in writing within sixty days after the date of mailing by the LJPO to the Applicant of such counter-offer.

Upon acceptance of this offer/counter offer, the Applicant shall be referred to as the "Subgrantee".

OFFICIAL AUTHORIZED TO SIGN  
 (Name, Title and Address)

SIGNED

DATE SUBMITTED

11/24/78

Acceptance of Offer/Counter Offer  
 OFFICE OF COMMUNITY DEVELOPMENT  
 for the Planning Community  
 Affairs Agency

Approved as to form:  
 SLADE GORTON, Attorney General

Allocation approved by Governor's  
 Committee on Law and Justice

Richard W. Hornstad, Director  
 DATE

Asst. Attorney General

Saul Arrington, Administrator LJPO

## 2. Applicant

Department of Social And Health Services  
 P. O. Box 2868  
 Spokane, WA 99220

## 3. Implementing Agency

DSHS/Employment Security Department  
 1206 North Howard  
 Spokane, WA 99201

## 4. Project Director

Bernard O. Nelson      Cameron Dightman  
 Region I Administrative Office of Research  
 Office      MS 322  
 N. 711 Lincoln      Olympia, Wa 98504  
 Spokane, WA 99201

## 5. Financial Officer

Carroll S. Dick  
 Department of Social & Health Services  
 Administrative Services Division  
 MS 226  
 Olympia, WA 98504

6. Regional Planning Comments This proposed project is a demonstration pilot project for the status offender planned jointly by the Department of Social & Health Services and Employment Security in Spokane County. The two offices have a close working relationship at both the administrative and staff levels. Approval for the proposed pilot project has been procured from each agency's respective State Offices. The resources of both agencies as well as other agencies and the community will be brought to bear to impact on this target population. The purpose of this project is diversion from the juvenile justice system, reduction of the recidivism rate and to assist the youth who is in conflict to assume his/her proper role in the society.

Regional Planner Signature

 LJO-1  
 Rev 10/75



<b>7. Project Title</b> <span style="float: right;">Spokane County Youth Progressive Pilot Project</span>				
<b>8. Budget Summary</b>				
<b>BUDGET CATEGORIES</b>		<b>SOURCE OF FUNDS</b>		
1. Personal Services	49,494	1 Federal (LEAA)	92,396	90 %
2. Supplies	420	2 State Buy-Lo	10,266	10 %
3. Other Services & Charges	51,548	3 Local Cash Match		%
4. Capital Outlay	1,200	4 State Agency Match	10,266	10 %
5. Construction				
<b>Total Cost</b>	<b>\$ 102,662</b>	<b>Total Funds</b>	<b>\$ 102,662</b>	<b>100%</b>

**9. Project Period**  
 Proposed project period January 1, 1977 to December 31, 1977  
 Project is a continuation of Grant Number NA and will require LEAA support for 2 additional years.

**10. Project Summary**  
  

The Spokane County Youth Progressive Pilot Project is designed to meet the needs of a portions of the 800 status offenders in Spokane County. Spokane County has the reputation in the State of Washington for compatible working relationships between the public and private sectors.

An example of community planning for youth is the highly successful and innovative diversionary project, Spokane Youth Alternatives, Inc. Spokane County has identified the youth in conflict as a high priority (Appendix #1). The response of youth, parents, the Juvenile court, and the schools to the Spokane Youth Alternatives, Inc. has been unusually successful, and the community is aware of the necessity of developing and augmenting available services to continue meeting the needs of status offenders. The community believes that prevention is the ultimate answer to problems of acting-out youth rather than treatment after the fact. The community further believes that community involvement is the answer to decreasing the rate of recidivism.

In the transition from an agrarian to urban-technological society, youth has been severely impacted. Our college-oriented educational system does not answer the requirement of non-academic youth. Spokane county's proposed demonstration project offers a model which addresses the hiatus that exists between our institutions and the youth who face today and tomorrow's challenges.

This model is one which can be tested on a demonstration basis. Should this mode of intervention prove to be successful for the status offender, the model can be applied to other counties or implemented on a state-wide basis. The proposed project will serve 35-40 status offenders by providing counseling, evaluating, orientation, vocational guidance, and various types of training leading to probable employment.

## II. STANDARD CONDITIONS AND CERTIFICATIONS

- This contract consists of the following documents:
- (1) LJPO-1 (Rev. 10/75) GRANT APPLICATION, signed by both the official authorized to sign for the Applicant and the Director of the Office; and
  - (2) LJPO-2 (Rev. 10/75) APPROVED BUDGET AND SPECIAL CONDITIONS.
- D. **COMMITMENT TO UNDERTAKE AND COMPLETE PROJECT**  
The Subgrantee shall undertake and complete or cause to be undertaken and completed that project described in its GRANT APPLICATION as modified by these standard conditions and provisions of the LJPO-2 form.
- E. **TIME OF PERFORMANCE**  
The term "project period" as used in this contract means the period of time from and after the beginning date through the completion date as appears in the GRANT APPLICATION. The performance of the project shall be commenced by the Subgrantee within sixty days of the beginning date. Such performance shall be undertaken and completed in such sequence and manner as to ensure expeditious completion of the project on or before the end of the project period.
- F. **MATCHING CONTRIBUTION**  
The subgrantee shall contribute as match for the reimbursement paid by the Office, payment of all expenses incurred by it in undertaking and completing the project, except those expenses the Office has agreed to reimburse utilizing FEDERAL (LEAA), STATE BUY-IN, and STATE AGENCY MATCH funds. Where the Subgrantee is not a state agency, such match must equal the amount or percentage labeled as LOCAL CASH MATCH on the LJPO-2 form, whichever is more.
- G. **REIMBURSEMENT**  
In consideration of the undertaking and completion of the project to the satisfaction of the Office, the Office shall reimburse a portion of the eligible expenses of the Subgrantee incurred in such activity, utilizing FEDERAL (LEAA) funds up to and including the amount or percentage specified in the LJPO-2 form, whichever is less. The Office shall also similarly reimburse an additional portion of such expenses utilizing STATE BUY-IN funds up to and including the amount or percentage specified in the LJPO-2 form, whichever is less. It is expressly understood that in no event shall the total amount or percentage to be reimbursed by the Office pursuant to this subsection exceed the amounts and percentages labeled in the LJPO-2 form as FEDERAL (LEAA) and STATE BUY-IN.
- H. **ELIGIBILITY OF REIMBURSABLE EXPENSES**  
The Subgrantee shall not be entitled to reimbursement except for those expenses incurred during the project period or during an extension thereof agreed upon by the Subgrantee and the Administrator of the LJPO and confirmed in writing by a "GRANT ADJUSTMENT NOTICE", and allowable under LEAA regulations and guidelines.
- I. **RETAINAGE**  
The Office may retain an amount not exceeding ten per cent of the FEDERAL (LEAA) funds pending receipt of the final financial report.
- J. **PERSONNEL**  
(1) The Subgrantee shall provide or secure all personnel required to undertake and complete the project. Such personnel shall not be employees of or have any contractual relationship with the Office. All personnel engaged in the work shall be fully qualified and shall be compensated under state and local law to perform such activities.  
(2) The Subgrantee shall supervise all of the activities of project personnel.  
(3) The "project director" shall be the person in the GRANT APPLICATION. The project director may be changed by the Subgrantee, but only upon written approval of the Administrator of the LJPO.
- K. **SUBCONTRACTING**  
None of the project activities described in the GRANT APPLICATION shall be subcontracted (other than in such manner as is clearly described in the GRANT APPLICATION) without the prior written consent of the Administrator of the LJPO.
- L. **ACKNOWLEDGEMENT OF ASSISTANCE**  
All documents, data, studies, surveys, drawings, maps, models, photographs, films, duplicating plates, reports, plans and other material published or otherwise completed as a part of the project, other than materials that are exclusively for internal use by the Subgrantee, shall carry the following notation on the front cover or title page, together with the date (month and year) the material was prepared:  
  
"This preparation of this (plan, report, map document, etc.) was aided by the Washington State Office of Community Development for the Planning and Community Affairs Agency through a federal grant from the Law Enforcement Assistance Administration of the U. S. Department of Justice, authorized under the Crime Control Act of 1973 and the Juvenile Delinquency Prevention and Control Act of 1968."
- M. **PROCUREMENT OF SERVICES, MATERIALS, SUPPLIES AND EQUIPMENT**  
(1) Adequate and Effective Competition. The Subgrantee shall ensure adequate and effective competition is sought to the maximum practicable extent consistent with the value, nature, and specifications of services, materials, supplies, or equipment to be procured for the project. Services, materials, supplies or equipment must be obtained in accordance with applicable requirements in the Revised Code of Washington, provided, however, the following minimum standards regarding procurement must be met notwithstanding any less stringent local or state requirements.  
(2) Review and Analysis. All procurement actions shall be reviewed by the Subgrantee to avoid purchasing unnecessary or duplicative items. Where appropriate, an analysis shall be made of lease and purchase alternatives to determine the most economical, practical alternative.  
(3) Procurement by Formal Advertising. All procurements shall be by publicly advertised invitation for bids, sealed bids and public openings unless negotiation for procurement is appropriate as determined in accordance with the LEAA "Financial Management for Planning and Action Grants Guideline Manual" M7100.1 (series); any procurement under state contract by a Subgrantee that is not a state agency will be considered to be a negotiated procurement and must be authorized by Interlocal Cooperation Act (Ch. 39.34 RCW) agreement. Procurements aggregating \$2,500 or less need not be so advertised unless otherwise required by state or local law or regulations.  
(4) Procurement Descriptions. Solicitation for bids or quotations shall contain a clear and accurate description of the technical requirements for the material, product, or service to be procured and exclude any unnecessary features which restrict competition. When special brands or equipment types are specified in the GRANT APPLICATION or bid proposal, such specification shall be solely for the purpose of indicating the standards of quality, performance, or use desired. Contractors that develop or draft specifications for a proposed procurement shall be excluded from bidding or submitting a proposal to compete for the award of such procurement.  
(5) Action on Bids. When sealed bids are obtained by formal advertisement:  
a. Awards shall be made to the responsible bidder or bidders whose bid is:  
[1] Responsive to the invitation for bids; and  
[2] Most advantageous based on the evaluation of prices, delivery dates, quality and other pertinent factors.  
b. Any and all bids may be rejected when it is in the Subgrantee's interest to do so and such rejections are in accordance with applicable state and local law, rules, and regulations.  
(6) Procurement Method. The type of procuring instruments used (i.e., fixed price contracts, cost reimbursable contracts, purchase orders etc.) shall be appropriate for the particular procurement and for promoting the best interest of the grant program involved. The "cost-plus-a-percentage-of-cost" method of procurement shall not be used.  
(7) Single Source and Sole Source Procurement. Single source and sole source procurements shall be made only as a last resort and must be approved in writing by the Administrator of the LJPO prior to the selection of vendors and accepted prices. Proposed formal advertised

or competitive negotiated procurements for which only one bid or proposal is received is deemed to be, for purposes of this contract, a sole source procurement.

(8) Collusion or Conflict of Interest. All procurement shall be conducted so as to avoid collusion or actual conflicts of interest as well as any possibility of appearance of collusion or conflicts of interest.

(9) Contract Administration. A system of contract administration shall be maintained by the Subgrantee to assure:

a. Vendor or supplier's conformance with the terms, conditions, and specifications of the contract or purchase order;

b. Adequate expediting and timely follow-up of all deliveries.

(10) Documentation. The Subgrantee must maintain procurement records or files which provide for pertinent documentation and support for the procurement action including the justification for the use of sole or single source or the negotiated method of procurement, contractor or vendor selection, and the basis for the cost or price negotiated.

(11) Small Business and Minority-Owned Business Sources. The Subgrantee shall make a positive effort to utilize small business and minority-owned business sources of supplies and services. Such positive efforts may include small business and minority-owned business set-asides; should include, where feasible, the breakout of work that could readily be handled by small business and minority-owned business; and shall include the aggressive recruitment of small business and minority-owned business for bidders lists.

**L. OWNERSHIP OF PROJECT MATERIALS, SUPPLIES AND EQUIPMENT**

(1) All finished or unfinished documents, data, studies, surveys, drawings, maps, models, photographs, films, duplicating plants, reports, plans, and other material prepared by the Subgrantee in connection with the project shall be the joint property of the Subgrantee and the Office.

(2) No report, device, thing, or document of whatever kind or nature, produced in whole or in part in connection with the project shall be the subject of an application for copyright or patent by or on behalf of either party without the prior written approval of the other.

(3) When capital assets or equipment acquired with project funds are sold or cease to be used for law enforcement purposes as defined by the Crime Control Act of 1973, the unpredicated or resale value thereof (whichever is higher shall be paid to the Office in the same proportion as FEDERAL (LEAA) funds and STATE BUY-IN funds were utilized to acquire such property.

**M. ACCESS TO SUBGRANTEES' RECORDS AND PUBLIC AVAILABILITY OF INFORMATION**

(1) Pursuant to applicable federal legislation and regulations, all records, papers, and other documents kept by the Subgrantee and its subgrantees and contractors, relating to the receipt and disposition of project funds shall be made available upon request of LEAA, the U. S. Department of Justice, the Comptroller General, the Secretary of Labor, the Office, and their authorized representatives for the purpose of inspecting, auditing, examining, and making excerpts and transcriptions or copies; and to the public and press under the terms and conditions of the Freedom of Information Act (5 U.S.C. 552) and appropriate state Acts.

(2) Subject only to the exceptions and conditions set forth in those acts and provisions of law requiring public records to be kept in a particular office or place, all identifiable plans, applications, grant or contract awards, reports, books, papers or other documents maintained by the Subgrantee that are pertinent to activities supported by grant funds provided hereunder shall be made promptly available upon request to any person for inspection and copying.

(3) The Subgrantee shall comply with the requirements of the sections of the LEAA Guideline Manual for State Planning Agency Grants MA100.1(series) relating to the availability to the public of identifiable records or other documents that are pertinent to the receipt or expenditure of LEAA funds and the availability of records of the votes of planning councils, including any dissenting member's votes, relating to the approval of plans or the allocation or award of LEAA funds. The Subgrantee shall include in any subgrant or contract involving funds provided pursuant to this contract a condition requiring its subgrantees or contractors also to comply with such requirements.

**N. AMENDMENT OF CONTRACT AND DEOBLIGATION OF FUNDS**

(1) The Office or Subgrantee may from time to time request changes in the project undertaken hereunder, including an increase or decrease in the amount of the reimbursement or required matching contribution. It is mutually agreed and understood that no alteration or variation of the terms of this contract shall be valid unless made in writing and signed by authorized representatives of the parties hereto. Changes in budget items which do not result in an increase in the FEDERAL (LEAA) funds or the STATE BUY-IN funds, time extensions granted for the completion of performance, and changes in the scope of Subgrantee's project which do not alter the basic project purpose may be authorized by the Administrator of the LJPO.

(2) If, after the completion of the project and the receipt by the LJPO of the final financial report, there are funds allocated but not required for the project, such funds shall be deobligated and no longer available for reimbursement. Deobligation shall occur when a GRANT ADJUSTMENT NOTICE stipulating such deobligation is forwarded to the Subgrantee by the Administrator of the LJPO.

**O. TERMINATION**

(1) If, through any cause, the Subgrantee shall fail to fulfill in a timely and proper manner its obligations under this contract, or if the Subgrantee shall violate any of the covenants, agreements, or stipulations of this contract, the Office shall thereupon have the right to terminate this contract if such default or violation is not corrected within 20 days after written notice is sent to the Subgrantee describing such default or violation.

(2) The Office may terminate this contract without recourse in the event that, for any reason federal or state funds are not appropriated, allotted, or available to the Office for the purpose of meeting the Office's obligation hereunder. The Office shall provide written notice of such termination to the Subgrantee at least five (5) days prior to the effective date thereof.

(3) In the event of termination, all finished or unfinished documents, data, studies, surveys, drawings, maps, models, photographs, films, duplicating plates, and reports prepared by the Subgrantee under this contract shall be delivered to the Office within 10 days after termination. If this contract is terminated, the Office may reimburse the Subgrantee for obligations incurred through the effective date of termination.

(4) Notwithstanding any other provisions of this contract, the Subgrantee shall not be relieved of liability to the Office for costs, if any, assessed against the Office by LEAA if such costs are incurred as a result of a breach of this contract by the Subgrantee; the Office may withhold payment to the Subgrantee for the purpose of setoff until the exact amount of any such costs is determined.

**P. RESOLUTION OF CONFLICTING PROVISIONS**

In the event of conflict between the terms and conditions of the GRANT APPLICATION; STANDARD CONDITIONS AND CERTIFICATIONS; the provisions of the LJPO-2 form including the statement of budgeted project costs and funds, and special conditions; the LJPO Financial Guidelines; and applicable LEAA regulations and Guidelines, the controlling documents shall be the aforementioned documents as stated in reverse order.

**Q. NON-WAIVER OF OFFICE RIGHTS**

The Office's failure to insist upon the strict performance of any provision of this contract or to exercise any right based upon a breach thereof, or the acceptance of any performance during such breach, shall not constitute a waiver of any rights under this contract.

**R. NON DISCRIMINATION REQUIREMENT AND CERTIFICATION OF EQUAL EMPLOYMENT OPPORTUNITY PROGRAM**

(1) The Subgrantee shall comply with Title VII of the Equal Employment Opportunity Act of 1972 and all lawful rules or regulations pertaining to said act. In connection therewith, the Subgrantee shall not discriminate against any employee or applicant for employment because of race, religion, color, sex or national origin. The Subgrantee will take affirmative action to ensure that applicants are employed and that employees are treated during employment, without regard to their race, religion, color, sex, or national origin. Such action shall include, but not be limited to, the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The Subgrantee shall submit to the Office upon request and in accordance with guidelines and time schedules specified by the Office, an

affirmative action program prepared and completed to the satisfaction of the Office.

(2) 1. \_\_\_\_\_ (person signing the application)

certify that the \_\_\_\_\_ (implementing agency)  
has formulated an EQUAL EMPLOYMENT OPPORTUNITY PROGRAM in accordance with (28 C.F.R. 42.301 et. seq.) Subpart E, and that it is on

file in the office of \_\_\_\_\_ (name)

\_\_\_\_\_ (title)

for review or audit by representatives of the Office or LEAA, as required by relevant laws and regulations.

S. NON-SUPPLANTING CERTIFICATION

By the signature of its authorized representative on page 1 of the GRANT APPLICATION, the Applicant certifies that its non-federal expenditures for law enforcement, if any, for the project period, are at least as great as for the proceeding year plus the average annual increase for either the past 2, 3, 4, or 5 years and that budget figures supporting this certification are available on request. (If certification cannot be made, a full explanation must be attached.)

T. COMPLIANCE WITH CRIME CONTROL ACT OF 1973

The subgrantee shall comply with all provisions of the Crime Control Act of 1973, any amendments thereto, and all implementing or related rules and regulations, including fiscal manuals, of LEAA and the Office.

INSTRUCTIONS FOR PAGE 5

R. CERTIFICATION OF EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

Fill-ins are self-explanatory

S. NON-SUPPLANTING CERTIFICATION

If the certification cannot be made, a full explanation must be submitted. Start immediately below the last line on page 5 and use continuation pages if necessary.

## 12. BUDGET DETAILS

## A. CATEGORY 1. Personal Services

BARS Subobject Number	List Employees By Position Title	Annual Salary	Percent of Time to Project	Item Total
11	Salaries and Wages			
	Welfare Program Spec. III (33.5-3)	16,440	50%	8,220
	Caseworker III (26.5-3)	11,688	100%	11,688
	Industrial Relations Rep. I (27.5-3)	12,264	100%	12,264
	Clerk Typist I (14.0-3)	6,348	100%	6,348
	Research Investigator IV * (39.0-5)	23,700	2%	474
	Research Investigator I * (33.0-4)	16,836	15%	2,525
	Secretary I-Shorthand * (20.0-3)	8,508	5%	425
	Subtotal			41,944
13	Personnel Benefits			
	(18% of Obj. 11)			7,550
	Category Total			49,494

## JUSTIFICATION AND EXPLANATION:

At minimum, the project will require a Project Manager, Caseworker III, Industrial Relations Representative, and clerical support. The positions will be hired from existing registers following Merit System rules and regulations and Affirmative Action guidelines. The Project Manager position is critical to the success of the project. That person must be aware of the needs of the status offender population, and have established relationships in both the public and private sectors to enable the project to meet the needs of the target population.

If the pilot project proposal is awarded, expansion of the project with additional monies when feasible has been considered. Title III monies from the Comprehensive Employment and Training Act might be a resource which would allow expansion in order to serve more youth. Expansion at a later date would require additional staff.

Positions indicated with an "\*" are administered by the Office of Research.

INSTRUCTIONS FOR PAGE 6

Personal Services. This category is for services rendered by all personnel employed by the project. Costs incurred include salaries, benefits, and uniforms and special clothing.

- 11 Salaries and Wages. Fees paid for personal services rendered in accordance with rates, hours, terms, and conditions as authorized by law or stated in employment contracts.
- 12 Overtime, Hazardous Duty, etc.
- 13 Personnel Benefits. FICA, retirement, insurance, etc.
- 14 Uniforms and Clothing. Only uniforms or special clothing required by the nature of the employment and paid for by the employer may be listed.

NOTE: Project funds may not be used to pay a percentage of the compensation of any person who was employed by the implementing agency before the project starting date without prior specific authorization from LJPO separate from the grant approval. Specific authorization is not required if a person currently employed by the applicant or the implementing agency is transferred from his prior position to the project if the transfer creates a personnel vacancy which will be filled by hiring a new employee.

## 12. BUDGET DETAILS (continued)

## B. CATEGORY 2. Supplies

BARS Subobject Number	Itemized listing	Unit	Unit Cost	Item Total
21	Office Supplies (42 person/months)	person/month	\$10.00	420
	Category Total			420

JUSTIFICATION AND EXPLANATION:



INSTRUCTIONS FOR PAGE 7

Supplies. This category is for articles and commodities which are consumed or materially altered when used. The following are principal types of supplies:

21 Office Supplies

Examples:

Office Stationery  
Forms  
Small Items of Equipment  
Maps

22 Operating Supplies

Examples:

Chemicals  
Drugs  
Medicines  
Laboratory Supplies  
Cleaning and Sanitation Supplies  
Food for Human Consumption  
Fuel  
Oil  
Lubricants  
Household and Institutional Supplies  
Clothing

23 Repair and Maintenance Supplies

Examples:

Building Materials and Supplies  
Paints and Painting Supplies  
Plumbing Supplies  
Electrical Supplies  
Motor Vehicle Repair Materials and Supplies  
Other Repair and Maintenance Supplies  
Small tools

NOTE: Costs associated with major remodeling or construction must be listed in Category 5 CAPITAL OUTLAYS (Construction) and not in this category. In general, any remodeling costs in excess of \$5,000 are considered construction unless a prior written opinion from LJPO is obtained classifying the remodeling as "minor." Remodeling costs less than \$5,000 may be considered construction if the cost is a significant percentage of the value of the structure. If any doubt exist as to whether remodeling is to be considered "minor" or "major" should be referred to LJPO for a written determination.

In the first column "BARS SUBJECT NUMBER" enter the number from the BARS Manual applicable to the cost item. In the second column "ITEMIZE" enter the word or words that describe the cost item. In the third column enter the unit used to determine the cost for the item. In the third column enter the unit cost. In the fourth column enter the total costs for the item during the project period.

## 12. BUDGET DETAILS (continued)

## C. CATEGORY 3. Other Services and Charges

BARS Subject Number	Itemized Listing	Unit	Unit Cost	Item Total
31	Purchased Health Services			6,000
	Data Collection-Contract with EWSC*			5,400
32	Communication: Telephone			1,200
	Postage			400
33	Transportation: Program Staff			1,000
	Research Staff			500
	Participants			2,000
35	Printing and Binding			500
39	Rentals			4,000
42	Tuition & Training fees for participants			4,000
	Salaries for participants			19,514
	DSHS indirect costs (13% of Cat.1)			6,434
	Computer Services			600
	Category Total			51,548

JUSTIFICATION AND EXPLANATION:

\* This contract, summarized as Appendix A, will be administered by the Office of Research.

INSTRUCTIONS FOR PAGE 8

Other Services and Charges. This category is for services other than Personal Services which are required in the administration of the project. Such services may be provided by some agency of the governmental unit or by private business organizations. The following are principal types of services and charges classified under this category.

31 Professional Services

Examples:

Accounting and Auditing Services  
Consulting Services  
Engineering and Architectural Services  
Special Legal Services  
Custodial and Cleaning Services  
Other Professional Services

32 Communication

Examples:

Telephone  
Telegraph  
Postage

33 Transportation

Examples:

Travel Expense and Per Diem  
Motor Pool Charges  
Drayage  
Freight and Express Charges  
Messenger Service

34 Advertising

35 Printing and Binding

36 Insurance

37 Public Utility Services

38 Repair and Maintenance

39 Rentals

Examples:

Buildings  
Equipment and Machinery

42 Miscellaneous

Examples:

Tuition and other Training Fees  
Dues, Subscriptions and Memberships  
Taxes

In the first column "BARS SUBOBJECT NUMBER" enter the number from the BARS manual applicable to the cost item (i.e. for Travel Expense the proper number is 33). In the second column "ITEMIZE" enter the word or words that describe the cost item (i.e. Postage). In the third column enter the unit used to determine the cost for the item (i.e. sq. ft., mile, etc). In the third column enter the unit cost (i.e. if the item were Use of Privately Owned Vehicle, the unit is mile and unit cost may be up to 13¢). In the fourth column enter the total costs for the item during the project period.

## 12. BUDGET DETAILS (continued)

## D. CATEGORY 4. Capital Outlays (non-construction)

BARS Subobject Number	Itemized Listing	Unit	Unit Cost	Item Total
64	Office Furniture and Equipment			
	(2 professional, 1 clerical work station)			1,200
	Category Total			1,200

JUSTIFICATION AND EXPLANATION:

INSTRUCTIONS FOR PAGE 9

Capital Outlay (non-construction). This category is for outlays which result in the acquisition of, rights to, or additions to fixed assets, other than structures. The following are some of the principal types of charges under this category.

64 Machinery and Equipment

Examples:

Communications Equipment

Janitorial

Laboratory

Office Furniture and Equipment

Transportation

Heavy Duty Work Equipment

Other Machinery and Equipment

NOTE: Exclude small tools (see account 23, Repair and Maintenance Supplies)

66 Books and Other Library Materials (for Library Fund use only)

Examples:

Books

Periodicals

Films

Tapes

Records

In the first column "BARS SUBJECT NUMBER" enter the number from the BARS manual applicable to the cost item. In the second column "ITEMIZE" enter the word or words that describe the cost item. In the third column enter the unit used to determine the cost for the item. In the third column enter the unit cost. In the fourth column enter the total costs for the item during the project period.

## 12. BUDGET DETAILS (continued)

## E. CATEGORY 5. Capital Outlays (construction)

BARS Subobject Number	Itemized Listing	Unit	Unit Cost	Item Total
	NA			
	Category Total			

JUSTIFICATION AND EXPLANATION:

INSTRUCTIONS FOR PAGE 10

Capital Outlays (construction). It is intended that the budget categories for projects conform as closely as possible to BARS objects and subobjects classifications; however, since construction projects require 50% match (25% state buy-in and 25% local cash match) rather than 10%, it is necessary to differ somewhat. All costs associated with construction or major remodeling must be included herein. These costs will include the following:

65 Construction Projects

Legal fees  
Land preparation  
Demolishing Buildings  
Materials  
Labor  
Fixtures

NOTE: Project funds shall not be used for land acquisitions, rights of way, or easements.

In the first column "BARS SUBOBJECT NUMBER" enter the number from the BARS manual applicable to the cost item. In the second column "ITEMIZE" enter the word or words that describe the cost item. In the third column enter the unit used to determine the cost for the item. In the third column enter the unit cost. In the fourth column enter the total costs for the item during the project period.

I. GENERAL

A. PROBLEM

Spokane County has a target population of approximately 800 status offenders per year: this proposed pilot project is to be a beginning in dealing with a portion of this population. Statistics indicate that entry into the Juvenile Justice system is deleterious for the young offender, and positive intervention methods can better meet the specialized needs of this target population.

Chapter 71, Laws of 1975-76, 2nd Extraordinary Session (commonly known as Engrossed Senate Bill 3116: Deinstitutionalization of Dependent-incorrigibles), directs the Department of Social and Health Services to assist in the augmentation of services in the community to the dependent-incorrigible youth, who are status offenders. To meet the intent of this legislation, this pilot project is being proposed by the Spokane county community to serve the needs of the status offender population, including dependent - incorrigibles.

B. PURPOSE

The purpose of the Youth Progressive Pilot Project is to provide a developmental program for 35-40 status offenders in education, work experience, and skill training. This may involve the completion of High School or GED, basic work experience, skill training for entry level employment and placement in entry level employment. A cooperatively planned project between the Department of Social and Health Services and the Department of Employment Security, the project will use the resources of both agencies as well as resources from other public entities and existing resources in the private sector. The Center for Action Research has been studying a national youth development strategy and has found that when working with status offenders for On-the-job training and job placement a large non-labelling employment agency removes the labelling stigma which this target population finds most difficult with which to cope. The Department of Employment Security will afford these youth protection from the labelling process, and offer them an opportunity for re-integration back into the mainstream of society. The underlying philosophy of the proposed pilot project will afford the status offender access to normal social roles, and break the cycle in which they have become entrapped.

It is believed that private industry does have meaningful, valuable work which does not demean the youth. Conversely, it is believed that these youth have much to offer and can be productive to the private sector. Contacts have been made with the Spokane Labor Council, Chamber of Commerce, Spokane Valley Chamber of Commerce, and individual private businesses. There is excellent potential for employment possibilities for a broad variety of jobs in the Industrial Park area. Beginning with a small number of placements, it is our contention that there is potential for a multiplier effect for placement for a larger number of status offenders as time progresses.

The model proposed by this demonstration project can be adapted to other communities or implemented on a state-wide basis should statistics indicate that this kind of developmental program for the status offender is an effective intervention method. The methods used will be based on the concept of positive reinforcement of desired behavior.

Physically, the project is planned to be housed with the diversion program Alternatives for Youth, Inc. This office space is accessible to the downtown area, Youth Employment Service, and the Departments of Social and Health Services and Employment Security.



## II. PROJECT INTENT

- A. GOAL: The elimination of involuntary involvement of the project participants in the Juvenile Justice system.

ELIGIBILITY: 15-18 years old status offenders, income will not be considered an eligibility factor. Completion of plan can be carried to the 19th birthday if necessary.

### B. OBJECTIVES

1. Completion of an educational program leading to a high school diploma or its equivalency (GED) of project participants prior to their attaining their 19th birthday.
2. Involvement of project participants in vocational training programs or vocational preparation.
3. Placement of project participants in entry level employment (including military service) or higher education programs prior to their attaining their 19th birthday.
4. The reduction of involuntary court referrals and police contacts for project participants.

### C. TASKS

1. Selecting and hiring of project personnel
2. Planning phase
  - a. screening and evaluation process--criteria for acceptance or rejection
  - b. research component
  - c. community education and involvement
3. Implementation phase
  - a. selection of project participants
  - b. selection of control group participants
  - c. contacts with employers, families, schools, Juvenile court, and other appropriate agencies as necessary
  - d. administrative functions accomplished: budgetary, clerical, supervisor responsibilities
4. Follow-up phase
  - a. Schools, employers, families
  - b. Continual community involvement and information as well as accountability.

### III. PROJECT IMPLEMENTATION

#### A. OPERATIONAL METHODS

APPRAISAL: The purpose of the appraisal interview is to determine the appropriateness of the youth into the program. The appraisal must include, as a minimum, the involved youth and two counselors. Other interested and/or concerned persons with appropriate input may be members of the appraisal team.

The appraisal process may involve one or more meetings to determine suitability of participant. Any diagnostic tests or examinations necessary to aid in the decision for participation will be conducted at this time. Every effort must be made to incorporate testing and evaluation into a time frame which permits a program decision within a maximum span. (Appendix II)

As the individual youth is referred to the project by delinquency prevention services, and Spokane Youth Alternatives, Inc., and other appropriate agencies, an assessment will be made. At the initial assessment, assignment will be made to an individual counselor. The counselor will have the responsibility to arrange for indicated diagnostic procedure or tests.

As a result of the tests, the assessment will result in an individual contract. The contract will specifically state a goal and how the goal is to be achieved with timed sequences. Both the counselor and the participant will agree and sign the contracts.

The individual contract will spell out specifically the steps to be taken and dates for accomplishment of goals by both the participant and the counselor. These goals are to result in the youth's employment and integration back into normal society at the age of 18 or several months thereafter.

As a components of the individual contract any combination of the following may be included as necessary:

SELECTION: At the time of appraisal, following a face-to-face interview with the youth, the appraisal team must agree upon selection or rejection of the youth, if selected, one counselor will be named as the counselor for the participant.

The assessment team will make the decision for selection or rejection based upon the evaluation of the counseelors involved in the appraisal process.

### III. A. OPERATIONAL METHODS (Continued)

#### INDIVIDUAL PARTICIPATION PLAN:

All participants must have a participation plan which meets the following standards:

1. Developed by the counselor and participant.
2. Agreed to and signed by both the counselor and participant.
3. Scheduled for periodic interviews to counsel and guide the participant.
4. To record, by date, the purpose and result of contact interviews.
5. Statement of services to be provided the participant.
6. Statement of performance and activities required of the participant.
7. Intermediate goals and a date to be achieved.
8. Final goal and date to be achieved.

The participation plan should contain a rationale for why and how the particular ultimate goal was agreed upon between the counselor and the participant.

The plan must remain flexible and subject to any changes mutually agreed upon between the counselor and participant. The contracts can be re-negotiated as necessary. (Appendix III)

#### METHOD:

It is the intention of this Project to make a job placement for all participants. It is not the goal of the Project to make an early placement that does not have the probability of being a permanent placement. Therefore, the individual contract will include three components (work experience, education, skills training), and any combination necessary to meet the individual's needs.

#### Skills Training

Any type of skill training may be purchased or provided by public schools as dictated by the individual participation contract. Prior to any skills training, a survey must be made of the local labor market to provide the probability of job placement following skills training.

#### Subsidized Employment

Employment may be with private enterprise on less than full time 40 hour week. Rate of pay to be not less than \$1.84 per hour for those who have no work experience (with permission from Labor & Industries).

#### High School Completion

If practical and desirable, the youth would return to regular High School classes. If this is not possible or not practical, services would be contracted for High School completion through GED either on a full or part time basis.

### III. A. OPERATIONAL METHODS (Continued)

#### Counseling

Counseling shall include all phases and aspects of social services including psychological testing and job retention orientation.

#### Job Placement

Job placement as an integral part of the Project will be obtained through Employment Security. In areas where Employment Security cannot provide this service, this service may be contracted for.

#### Other Services

Participants will be eligible for payment of all actual costs incurred during participation. This may include but not be limited to, work-related expenses, materials for educational purposes, and where necessary, an initial clothing allowance to bring the individual's dress up to acceptable standards of peers.

### B. Resource

Existing youth employment programs in Spokane County are:

1. TYE - Training Youth for Employment (CETA funds)
2. School District 101 - Youth Training Program (CETA funds)
3. School District 81
  - SEE - Supervised Educational Employment (CETA funds)
  - REAL - Regional Educational Alternative Laboratory
  - SNAP - Spokane Native American Program
  - SCOPE - Spokane Community Organized Planned Education
  - SUPER - Spokane Urban Progress Educational Recipe
  - TITLE #1 - Jantz High School Alternative Education
4. Juvenile Parole Service Learning Center

#### ADVISORY COUNCIL FOR YOUTH

It is planned to utilize the existing Advisory Council of persons from private enterprise and labor to expand support and commitment from businesses. This council serves as a model for a cooperative liaison between private enterprise and social serving agencies who need this resource, and currently advises other youth-oriented groups. (Appendix IV)

### III. A. OPERATIONAL METHODS (Continued)

#### School Training

Enrollment in specific vocational training at a community college or vocational/technical school.

#### Social Services

All appropriate types of needed social services. For the purposes of this program, it is anticipated that all other agencies providing one-to-one casework or supportive services will delegate this responsibility to the program counselor.

This program will subcontract all services with the exception of those provided by the individual counselor. In any instances where the services are contracted with other than a governmental agency, the contract will be issued on the sole procurement basis without invitation to bid.

#### Counselor

In the event of a disagreement which cannot be resolved between the counselor and the youth, the project director shall arbitrate or name a binding arbitrator.

#### Work Experience

Participants will be placed on work experience jobs. Participants will be glad for work experience by the Project at not less than \$1.80 an hour.

#### Education

Education may be contracted for if not available from a public institution. This may include skills training or high school completion.

#### Transportation

Participants living over two miles from the Project reporting site, may be compensated at the actual rate of private carrier, not including airplane or taxi, or 13 cents a mile for the use of private vehicle.

#### Health

Participants will be eligible for health services under the following guidelines:

1. Fee schedule as established by DSHS;
2. Benefits as established by DSHS;
3. Supplementary medical which are determined necessary for successful completion of the individual participation contract.

#### IV. PROJECT EVALUATION

- A. Level of Evaluation: Evaluation at the "A" level is proposed for this project. Random assignment of all referred cases found eligible for project services into an experimental group (which will receive project intervention) and a control group (which will receive services as they are currently customarily available) will make it possible to accurately measure the impact(s) of the intervention. A schematic of the evaluation design follows on the next page. This design is predicated on continuation of the project for two additional years; this time will be required to collect follow-up data for cases accepted in the project's first and second years.
- B. Criteria: Two classes of impact criteria will be used to assess the impact of the project intervention. The first, involvement in illegal behavior, will be measured by determining rates of involvement with the criminal/juvenile justice system following assignment to the experiment. The second criterion will consist of measures of labor supply and involvement in educational/training activities. In addition, process criteria--consisting of services utilization data (from which costs can be estimated) and service plan completion information--will be examined.
- C. Data Collection: As indicated in the evaluation schematic, data collection will occur in two distinct phases: 1) a standard data set will be obtained for all persons referred to the project consisting of basic demographic data, prior juvenile justice system involvement data, project screening data, and reason(s) for acceptance/rejection for project services and 2) periodic interviews with project participants (both experimental and control) will be conducted to obtain follow-up information on criminal/juvenile justice system involvements and on labor supply and/or investment in human capital (training). The specific data elements that will be collected in these phases will be determined in meetings with the Office of Research, program staff, and representatives of the EWSC School of Social Work and Human Services. The contract with EWSC School of Social Work and Human Services is not finalized. Data collection to establish reliability of the source documents and through the course of the project will be completed by students assigned by the EWSC School of Social Work and Human Services. Pending final approval, the School will handle these tasks under supervision of the Office of Research.

Only those individuals who give voluntary, informed consent to participate in these data collection procedures will be screened for possible acceptance into the pool of individuals eligible for service. To the extent reasonably possible, the confidentiality of study participants will be protected: data will be reported in such a way as to assure that it is not attachable to any individual.

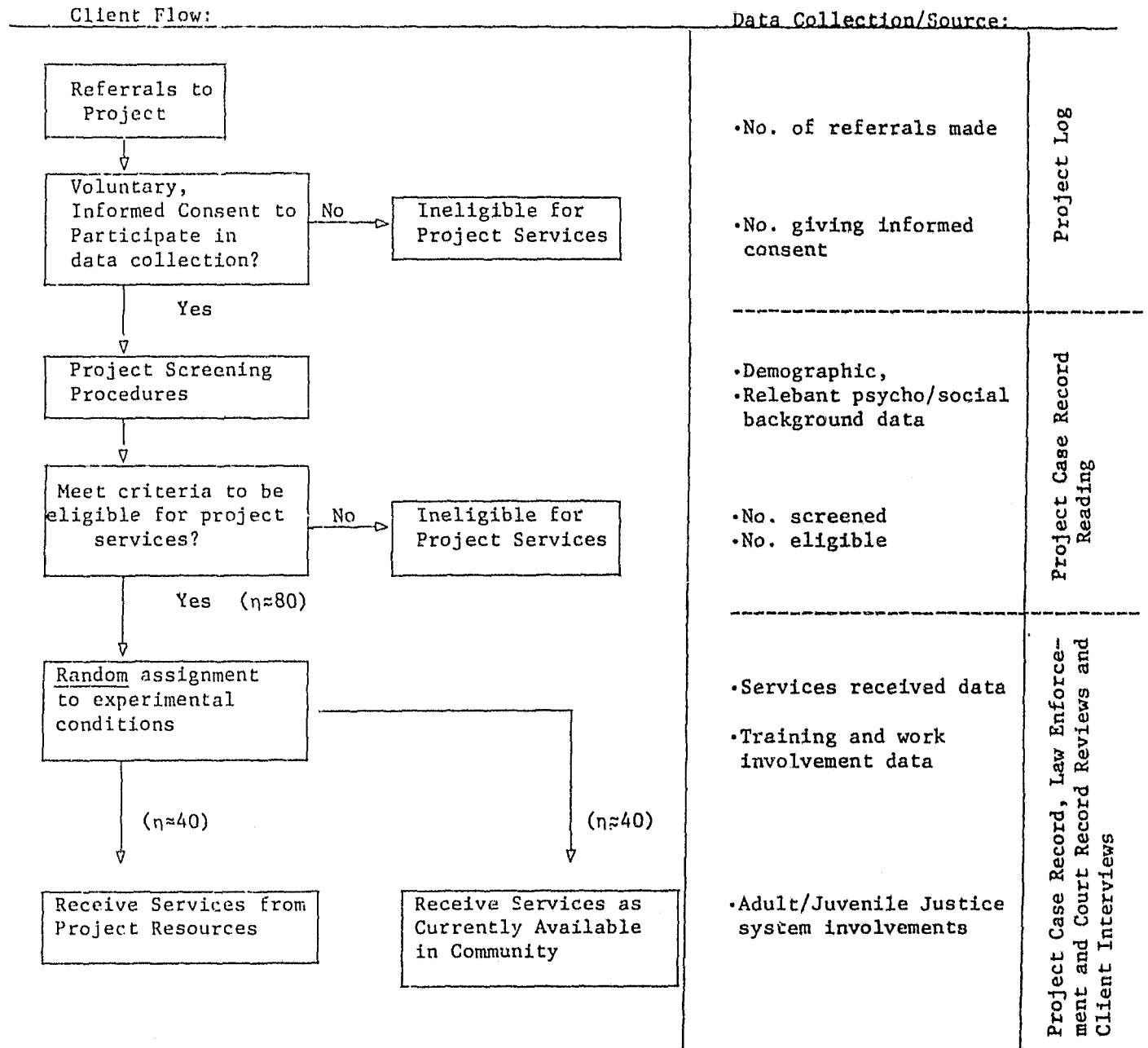
It is intended that collected data will be periodically batched for key-punching. These data will then be stored on tape for analysis. Under current DSHS policy, these services are available to any individual.

- D. Analysis: SPSS (the Statistical Package for the Social Sciences) will be used to complete appropriate analysis of the data file. Analysis of variance, chi-square and correlational techniques will be used, as appropriate, to handle different types of data in making comparisons between the experimental and control groups. Computer time costs are included in the project budget.



# YOUTH PROGRESSIVE PILOT PROJECT

## -Evaluation Schematic-



Prepared by: DSHS Office of Research  
November 16, 1976





An aerial, high-contrast black and white photograph of a city, likely Spokane, showing a river, a bridge, and various buildings. The image is grainy and serves as the background for the title.

# Directions For Achievement Report & Recommendations



**United Way**  
of Spokane County



# PRIORITY DIRECTIONS LISTING

DIRECTION DETERMINATION	UNITED WAY	PAGE
1	Plan, coordinate and evaluate human services programs. (Same as Community Priority #1)	1
2	Link people to services through information and referral. (Same as Community Priority #2)	2
3	Provide delinquency prevention and correction through direct service, coordination and advocacy. (Same as Community Priority #3)	3
4	Provide for preschool experience and activities. (Same as Community Priority #13)	4
5	Meet the need for treatment oriented living. (Same as Community Priority #5)	5
6	Alleviate people's emotional or social functioning problems.	6
7	Meet the need for volunteers by recruitment and training. (Same as Community Priority #12)	7
8	Provide opportunities for leisure time activities.	8
9	Meet the need for family planning. (Same as Community Priority #8)	9
10	Meet the need for job training and career counseling. (Same as Community Priority #10)	10
11	Meet the need for social development and growth. (Same as Community Priority #15)	11
12	Meet the need for treatment of people with mental impairments.	12
13	Meet the need for adequate safe housing.	13
14	Prevent neglect, abuse and exploitation of children and adults.	14
15	Promote and maintain community health. (Same as Community Priority #9)	15
16	Meet the need for substitute families. (Same as Community Priority #16)	16
17	Meet the need for transportation. (Same as Community Priority #7)	17

# PRIORITY DIRECTIONS LISTING

DIRECTION DETERMINATION	COMMUNITY	PAGE
1	Plan, coordinate and evaluate human services programs. (Same as United Way Priority #1)	1
2	Link people to services through information and referral. (Same as United Way Priority #2)	2
3	Provide delinquency prevention and correction through direct service, coordination and advocacy. (Same as United Way Priority #3)	3
4	Provide employment opportunities	18
5	Meet the need for treatment oriented living. (Same as United Way Priority #5)	5
6	Meet the need for education in family preservation.	19
7	Meet the need for transportation. (Same as United Way Priority #17)	17
8	Meet the need for family planning. (Same as United Way Priority #9)	9
9	Promote and maintain community health. (Same as United Way Priority #15)	15
10	Meet the need for job training and career counseling. (Same as United Way Priority #10)	10
11	Meet the need for substitute personal care.	20
12	Meet the need for volunteers by recruitment and training. (Same as United Way Priority #7)	7
13	Provide for preschool experience and activities. (Same as United Way Priority #4)	4
14	Provide opportunities for leisure time activities. (Same as United Way Priority #8)	8
15	Meet the need for social development and growth. (Same as United Way Priority #11)	11
16	Meet the need for substitute families. (Same as United Way Priority #16)	16
17	Prevent and correct environmental pollution.	21

DIRECTION FOR ACHIEVEMENT

RATED AS THE NUMBER 3 DIRECTION FOR THE USE OF UNITED WAY PRIORITY MONEY

RATED AS THE NUMBER 3 DIRECTION FOR COMMUNITY ATTENTION

DIRECTION STATEMENT

TO MEET THE PROBLEM OF DELINQUENCY THERE IS A NEED FOR MORE FUNDING OF PROGRAMS WHICH HAVE A GOAL OF MATERIAL FOR CLIENTS AT A SUPPORTED FUNCTIONING LEVEL WHERE THE OBJECT IS TO ELEVATE BY DIRECT/ADVOCACY/SUPPORTIVE SERVICE FOR YOUTH AND TRENAGERS IN THIS GOAL AREA.

A

DIRECTION FOR ACHIEVEMENT COMMON LANGUAGE INFORMATION

DELINQUENCY PREVENTION IS A PROGRAM DESIGNED TO DEVELOP, ORGANIZE, AND PROMOTE ALL THOSE ACTIVITIES WHICH ARE AIMED SOLELY AND DIRECTLY AS DETERRENTS OR DISINCENTIVES TO DELINQUENT BEHAVIOR AMONG CHILDREN AND ADOLESCENTS. MAJOR EMPHASIS OF THE PROGRAM IS TO PREVENT AND REDUCE RECIDIVISM.

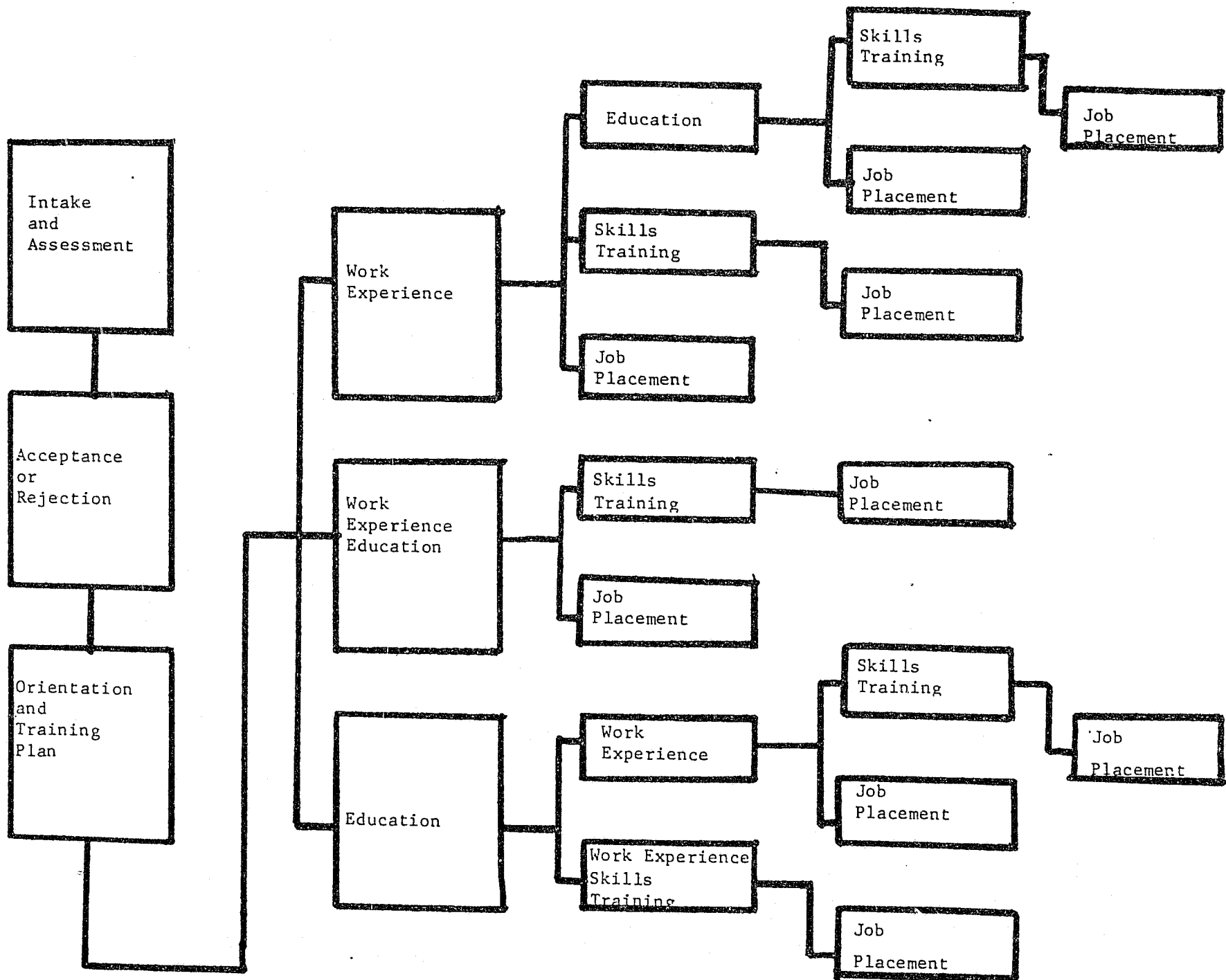
B

PROGRAM, SUPPORT & ADDITIONAL INFORMATION  
FROM RESOURCE AND DIRECTION GROUP

TO MEET THE PROBLEMS OF DELINQUENT BEHAVIOR AS CHARACTERIZED BY ADJUDGED DELINQUENTS AND STATUS OFFENDERS AND TO CREATE A BETTER COMMUNITY ENVIRONMENT, THERE IS A NEED FOR MORE FUNDING OF PROGRAMS WHICH: (1) PROVIDE DIRECT SERVICE TO YOUTHS AND TEENAGERS, (2) ARE SUPPORTIVE OF DIRECT SERVICE PROGRAMS, (3) PROMOTE IMPROVEMENTS TO THE PRESENT DELINQUENT AND STATUS OFFENDER SYSTEMS, (4) GAIN RESOURCES FOR MORE AND BETTER SERVICE DELIVERY.

C

DELINQUENTS ARE YOUTHS AND TEENAGERS WHO HAVE ENTERED THE JUVENILE JUSTICE SYSTEM; STATUS OFFENDERS ARE THOSE WHO HAVE NOT BEEN APPREHENDED FOR A CRIMINAL OFFENSE BUT WHOSE ACTIONS MAY CLASSIFY THEM AS INCORRIGIBLES, HABITUAL TRUANTS, OR RUNAWAYS.







# PARTICIPATION PLAN

DATE \_\_\_\_\_

PARTICIPANTS NAME \_\_\_\_\_

SS No. \_\_\_\_\_

I. Education level and education objectives:

-----  
 -----  
 -----  
 -----

II. Skill level:

-----  
 -----  
 -----  
 -----

III. Plan of action to attain plan objectives:

ACTIVITY OR ACTION TO BE USED	DATE OF ANTICIPATED COMPLETION	STAFF MEMBER RESPONSIBLE
A		
B		
C		
D		
E		
F		
G		

COMMENTS:

IV. Education Goal \_\_\_\_\_ Projected Final  
Completion Date: \_\_\_\_\_

Alternate \_\_\_\_\_ Revised Final  
Completion Date: \_\_\_\_\_

V. Skill level goal:-----  
 -----

VI. Social Services Required:-----  
 -----  
 -----

VII. I agree with the participation plan.

-----  
 (Participants Signature)

-----  
 (Date)

-----  
 (Counselors Signature)

-----  
 (date)

-----  
 (Counselors Signature)

-----  
 (date)

ORGANIZATION FLOW CHART

REFERRAL SOURCES

Juvenile Court  
Youth Alternatives  
DSHS-BSS

PROJECT DSHS/ES

Intake & Assessment  
Acceptance/rejection  
Orientation  
Training/Employment Plan  
Evaluation/Accountability

ADVISORY COUNCIL FOR YOUTH

Private Enterprise  
Chambers of Commerce  
Committed Businesses  
Labor Unions

Consultation

COMMUNITY

School Dist. #81/101  
Spokane Community College  
WIN  
CETA Youth Programs  
Youth Employment Service  
Mental Health  
YMCA/YWCA  
Philanthropic Organizations/Service Clubs



*Employment Security Department*

DANIEL J. EVANS  
Governor

NORWARD J. BROOKS  
COMMISSIONER

P. O. Box 367  
Olympia, Washington 98504

RECEIVED

NOV - 2 1976

DSHS-OFFICE OF FAMILY,  
CHILDREN & ADULT SERV.

Mr. Bernard O. Nelson  
Project Director  
Project 3116  
Office of Family, Children & Adult Services  
Olympia, Washington

Dear Mr. Nelson:

The basis for this pilot program in the Spokane area is certainly clear since it has been documented that there are 800 status offenders in Spokane County in need of assistance to redirect their life styles and to rehabilitate them into the community.

Equally clear is the Employment Security's interest in the immediate plan to serve on an experimental and demonstrational project 35 - 40 of these offenders by providing casework services, assessment, vocational guidance, placement, job development, and other supportive services needed.

Some areas of the program and the final goals are certainly within the purview and expertise of this department. However, this should be a joint venture since initial and ongoing services would be provided by the Office of Family, Children & Adult Services.

I concur in the goals of the program being threefold in nature:

1. Return to full time Academic Education those for whom this is the most acceptable solution.
2. Return to Academic and/or Vocational Education with part-time employment.
3. Develop full-time employment opportunities for clients over 17½ years old for whom education or education with employment is not feasible.

Certainly only one goal would not be suitable for youth 15½ to 18 years old.


Funds requested as far as the Employment Security Department's involvement are for two (2) staff persons: one Industrial Relations Representative I and one Employment Counselor II, plus fringe benefits.



Mr. Bernard O. Nelson  
Page 2

Management and supervision on that portion of the proposal under the control of Employment Security will be provided by that Department.

Because of the documented ever-increasing problems of youth, this proposal has my full approval and support.

  
\_\_\_\_\_  
Jack L. Tracy  
Assistant Commissioner (E.S.)

SECTION IX

GLOSSARY



## DEFINITIONS

<u>Adjudication</u>	Is the hearing of fact. It can be a completely separate hearing from disposition or a first phase.
<u>After-care</u>	Is a facility and program which serves as a transition between facilities in the juvenile correctional system and the community.
<u>Classification</u>	Is the process of selecting alternative programs or facilities for the dependent/incorrigible. The process should be sequential and potentially self-improving.
<u>Court Disposition</u>	Is the decision phase of the court process in which the judge selects a program that best suits the needs of the youth.
<u>Court Intake</u>	Is an informal hearing, usually by a designated probation officer to determine whether the services of the court are required.
<u>Custody</u>	Is the physical, day-to-day supervision of a youth.
<u>Dependent/Incorrigible</u>	Is a child who is beyond the control of his/her parent(s) or guardian(s). He/she is a status offender but not all status offenders are dependent/incorrigibles.
<u>Detention</u>	Is the temporary care of children in physically restricting facilities pending court disposition or transfer to another jurisdiction or agency.
<u>Diagnosis</u>	Is the process of determining what caused the discrepancy between what was expected and what actually happened.
<u>Disposition</u>	Is the complete set of options available to a judge when placing a youth under supervision and/or in out of home placement.
<u>Dispositional Hearing</u>	Is a hearing wherein the judge views the social file of the juvenile and reviews the findings of fact and conclusions of law made in the Fact-Finding Hearing and decides upon the best course of action for handling the care and welfare of the juvenile; e.g., placement of the juvenile in an institution, return to legal custodian, etc. (In some counties, the judge might hold both the Fact-Finding Hearing and Dispositional Hearing on the same day and in succession).



Diversion

Mechanism to assimilate youth and provide services of those who traditionally would be referred to and provided services by the juvenile court. It is not a panacea to supplant juvenile court.

Due Process

Is the right, guaranteed equally to all persons, both juvenile and adult, by the U.S. and State Constitutions that no one may be deprived of life, liberty, or property without scrupulous legal safeguards.

Fact-Finding Hearing

Is a trial where rules of evidence do apply and where the purpose is to determine the relevancy and materiality of the allegations of fact made in the petition.

Foster Care

Non-Specialized Care - Involves placement in a Foster Family Home or Foster Group Home providing 24 hour care and supervision. The home is licensed by DSHS or a child placing agency.

Short-term Care - Involves placement in a Foster Family Home or Foster Group Home providing 24 hour care and supervision. In addition, this home is directed at providing only short-term (3-6 months) care as opposed to ongoing, indeterminate care. This implies programming and guidelines directed at returning the child home as soon as possible. The home is licensed by DSHS or a child placing agency.

Care for Pregnant/Unwed Mothers - Involves placement in a Foster Family Home or Foster Group Home providing 24 hour care and supervision. In addition, this home provides assistance and training in maternity and the care of infants. The home is licensed by DSHS or a child placing agency.

Specialized Care - Involves placement in a Foster Family Home or Foster Group Home providing 24 hour care and supervision. In addition, this home is directed at providing for the needs of acting-out or rebellious youth. This capability is the result of such factors as experience, training and education. The home is licensed by DSHS or a child placing agency.

Diagnostic & Evaluation Facilities - Involves short-term placement in a group/residential living situation staffed by professional child care workers. The purpose is to provide diagnosis and evaluation, and make recommendations to families and/or community agencies providing treatment services.

Foster Home

Is a family dwelling in which a child or children are regularly received for care and supervision on a twenty-four hour basis in lieu of care in their own homes. No more than six (6) children, including the foster parents' own children, are allowed in a foster home. The home must be licensed by DSHS or a child placing agency.

Goals

Are desired outcomes or states, attainment which is expected within the period planned for.

Group Home

Is a single family-type dwelling or apartment caring for a group of not more than ten (10) children on a twenty-four hour basis. It differs from the foster home in that it is not necessarily the "family abode" of the person or persons under whose direct care and supervision the children are placed. A group home usually provides more specialized care than most foster homes and must be licensed by DSHS.

Guardian Ad Litem

(Guardian in Litigation) is a special guardian appointed for the expressed purpose of representing the ward, and protecting her/his best interests in any lawsuits that may be pending. The guardian may not agree to any final settlement of a suit without the approval of the court.

Implementation

Is the determination of who is to do what. It involves the design or redesign of the organization and a system for managing it, and determination of how to provide the information, instruction and motivation required to do it.

Incorrigible

(Please refer to Dependent/Incorrigible).

Jurisdiction

Is the range of authority for a court to administer justice; e.g., the Juvenile Court has the authority to hear all cases involving dependent and delinquent juveniles but not to hear cases such as torts, divorces, etc., which are not directly concerned with juveniles.

Juvenile Court

Is a court having special jurisdiction, of a paternal nature, over cases involving delinquent and/or dependent juveniles.

Juvenile Hearing

Is any hearing wherein a juvenile is alleged to be either dependent or delinquent.

Legal Custodian

Is a person--natural parent, foster parent, guardian, etc., lawfully invested with the power and charged with the duty of taking care of an individual who, for some defect of age, understanding, or self-control, is considered incapable of administering his/her own affairs.

Objectives

Are desired outcomes or states, attainment of which is not expected during the period planned for, but progress toward which is expected.

Pre-Disposition

Is that portion of the juvenile justice system from contact until placed by the court in a program.

Preliminary Hearing

Is an informal hearing where rules of evidence do not apply. This hearing usually has to be requested by the child and the parents or legal custodian. This affords the juvenile court the opportunity to listen to the child and the parents whether the court should order that the child be held in detention or shelter care pending further investigation or a court hearing.

Prima Facie Evidence

Is evidence good and sufficient on its face. Such evidence is, in the judgment of the law, sufficient to establish a given fact, or the group or chain of facts constituting the party's claim or defense and which, if not rebutted or contradicted, will remain sufficient.

Private Agency

Is a private social service agency which is licensed by the state. Most private agencies, but not all, are affiliated with a charitable or religious organization.

Probation

Is a status in the community under the supervision of a probation officer.

Process

Is a series of actions or operations which is directed towards an end.

Receiving Home

Is a family foster or group home which receives and provides temporary emergency care and supervision for a child pending further social planning.

Resource

Is an entity of value which is required to attain specified goals and objectives. The resources required to operate a system are of four classes:

1. Money
2. Facilities and Equipment
3. Materials, Supplies and Services
4. Personnel

Shelter Care

Is temporary physical care for a child in a non-detention facility such as a receiving, foster and group home.

Status Offender

Is any child who violates a law passed by the state or local legislative body which would not be a crime if committed by an adult and which is specifically applicable to youth because of their minority.

Wardship

Is the placement of an individual under the care and custody of the court or some adult who assumes complete responsibility for the individual's welfare.

Youth Services Bureau

Is an agency that usually combines direct services to youth with coordination, research and evaluation of other services for youth. It is outside the juvenile justice system but collaborates with it.



**END**