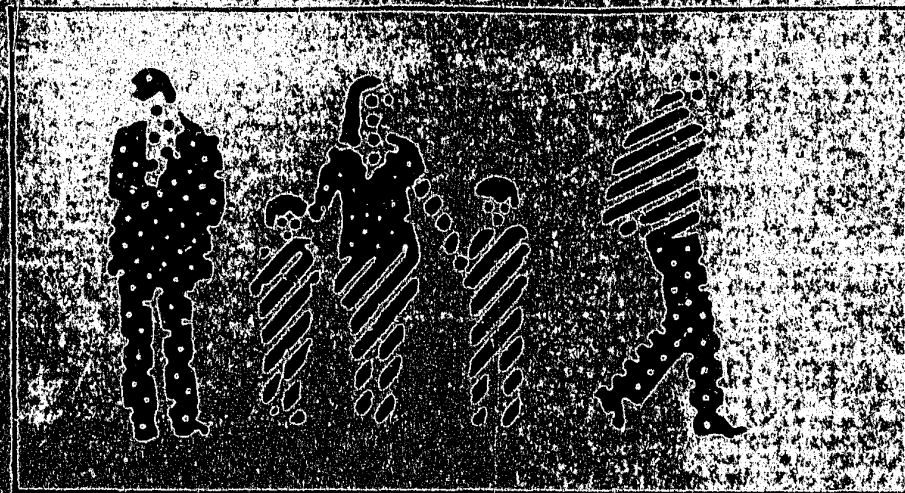


**D.S.O. HANDBOOK:
A GUIDE TO EFFECTIVE SERVICES
FOR STATUS OFFENDERS**



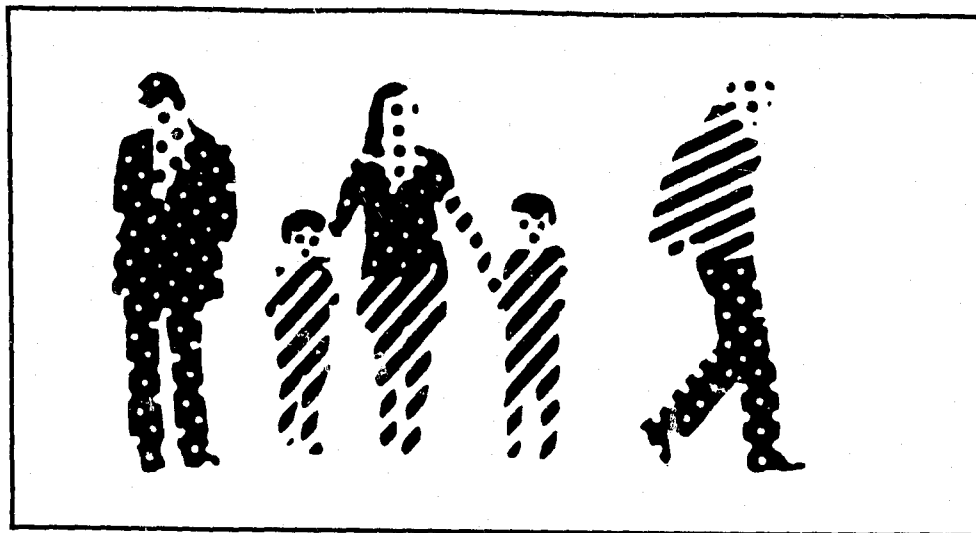
*Assisting Troubled Families
Toward Self-Determination*

D.S.O. Training & Assistance Project

**Lloyd, Social Advocates for Youth
Director San Francisco**

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A GUIDE TO EFFECTIVE SERVICES
FOR STATUS OFFENDERS**



*Assisting Troubled Families
Toward Self-Determination*

NCJRS

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ACQUISITIONS

California D.S.O. Training & Assistance Project

**Leonard Lloyd, Social Advocates for Youth
Project Director 975 North Point St.
December 1980 San Francisco, CA 94109**

DSO HANDBOOK: A GUIDE TO EFFECTIVE SERVICES
FOR STATUS OFFENDERS

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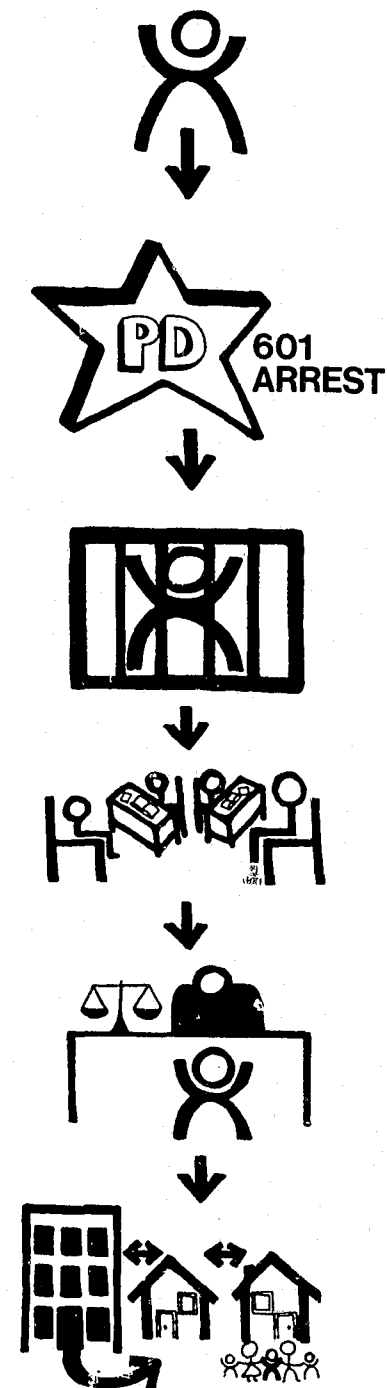
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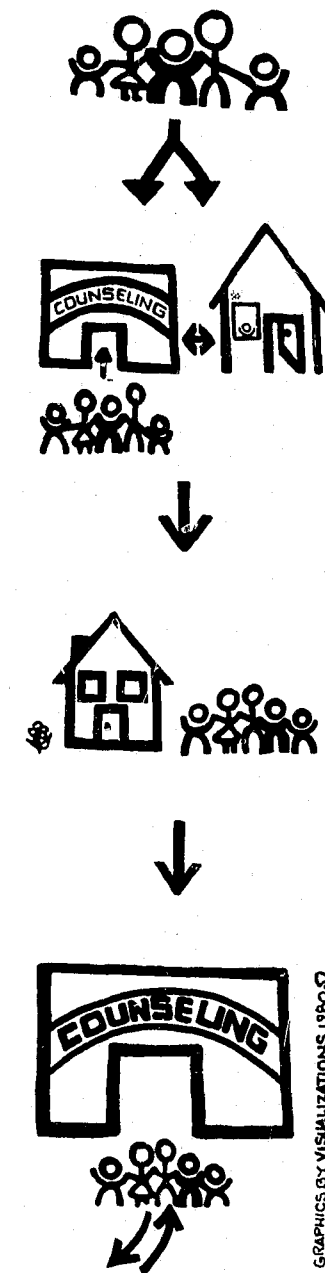
Leonard Lloyd
Project Director
December 1980
San Francisco

AB3121

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CALIFORNIA WELFARE and INSTITUTIONS CODE

Section 601. Persons subject to adjudication as ward of court for refusal to obey orders of parents

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

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

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INTRODUCTION

Assisting troubled families toward self-determination. A D.S.O. Handbook: A Guide to Effective Services for Status Offenders.

This handbook is a product of the "California D.S.O. Training and Assistance Project," administered under a grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), awarded to Social Advocates for Youth, San Francisco. The purpose of the project was to assist public and private agencies in eight diverse California counties to implement the status offender provisions of Assembly Bill 3121, which took effect on January 1, 1977.

THE APPROACH OF THE HANDBOOK

The present interest in the deinstitutionalization of status offenders (DSO) is the most recent of a countless series of legal and social developments responding to a concern for children with home problems that was first felt in the U.S. in the late 19th century. Therefore, this guide will include a brief description of this legal history as preparation for a discussion of the controversy that surrounds DSO.

As the law changed, it enabled and encouraged shifts in the method of service to "beyond control" youth and their distressed families. The most promising is the concurrent shift in the perception of the problem from the individual child to the family and the other social systems within which the problem behavior develops. As the training project staff and consultants, we propose a set of principles to explain how this conceptual shift is essential for the development of effective service approaches to this ever-present social problem.

California's version of DSO known by its original Assembly Bill number, AB 3121, limits the use of old methods while creating only possibilities for new ones. We will point out some of the assets and liabilities of the various approaches that California counties have taken to these changed legal circumstances. Our recommendations for cost-effective program designs, procedures and treatment methods are based on a self-determination concep-

tual model. It seeks to restore the responsibility for resolving the "beyond control" problem to the family. Our recommendations include methods for assisting families to create more functional patterns, the most direct approach to releasing the youth from the identified problem role.

The handbook concludes with a section that includes a brief summary on evaluation and both annotated and non-annotated bibliographies of theories, practice and evaluation references.

How to Use this Guide

This small book is intended to be a resource for practioners, planners and administrators. The color-coded sections are designed to encourage repeated reference to a limited portion of the book. In that sense, it is designed to respond to a series of inter-related interests rather than being organized into a tightly woven single piece. The reader is encouraged to jump from one section to another as may suit the needs of the moment. In order to facilitate reproduction, each subsection has its own number series in addition to the series for the handbook as a unit.

Contributors

A full disclosure of credit would include the many individuals and families who, in their role as clients, have taught me so much of what I have learned thus far. So many colleagues must, of necessity, also go un-named while being fully appreciated. Their critical view of our ideas and essays have led to substantial changes and improvements.

However, certain contributions cannot remain anonymous. Susan Crawford, Project Co-Director; Tsipora Peskin, Clinical Consultant; and Kathleen Callahan, Consultant, made specific contributions to this handbook which they may or may not recognize in the final form, for which I am singularly responsible. The credit I share with enthusiasm. The deficiencies I must suffer alone, however much I would rather share them.

Most of my professional education came from 16 years with Alameda County Probation Department clients, staff, administrators and consultants. A return to graduate school broadened my perspective while supervising the department's North County Family Crisis Intervention. It was also during this period that I was drafted into contributing to the DSO Proposal to which I will refer again later. I sought this present opportunity in order to further support and learn from those agencies and staff who are doing their best to assist these troubled families.

THE 80 YEAR EXPERIMENT: BEYOND CONTROL YOUTH AND THE LAW

The current wave to deinstitutionalize status offenders (DSO) is actually only part of an 80 year social-legal experiment. The effort to use special courts and laws aimed at youth behavior problems is essentially a 20th century phenomenon.

In the late 1800's, increasing numbers of socially concerned ministers, attorneys, social workers and other citizens joined forces to correct the abuses and excesses inflicted on children in adult courts and jails. The social philosophers of the time were leading a trend away from moral judgments upon offenders toward an understanding of the influence of adverse social and economic conditions. The country was going through an unprecedented period of urbanization, industrialization and immigration. Children were being removed from factories, but were wandering the streets rather than easily returning to school and other childhood patterns.

These children were seen as not responsible for life conditions which "caused" their behavior. Their homes were "inadequate." The state must step in to redeem them. The following quote from California's 1941 Juvenile Court law is instructive:

"This chapter shall be liberally construed, to the end that the care, custody and discipline of a ward of the juvenile court, as defined in this chapter, shall approximate

as nearly as possible that which should be given by his parents. In all cases where it can be properly done, the ward of the juvenile court shall be placed in an approved family, with people of the same religious belief, and shall become a member of the family, by legal adoption or otherwise."

California's Model Juvenile Court Law Revision

Until 1961, the basis for juvenile court jurisdiction was broad and undifferentiated. Neglected, abused, homeless, beyond control, delinquent, diseased and "beggars" were all described in Section 700(a) through (n) W&I. After years of criticism, a governor's commission influenced the legislature to establish a model act which provided separate sections for each of three distinct categories: Section 600 for dependent children of the court, Section 601 for "beyond control" wards of the court, and Section 602 for wards who violate criminal laws or orders of the court. (Dependent children were moved further away from wards in 1978 by amending the W&I code to provide for them separately in Section 300 and seq.)

The Experiment Continues

California law and practice, like the rest of the nation, continued to come under social and legal criticism. Section 601 W&I continued to represent a sweeping effort to control behavior that was difficult to define. The law was necessarily

applied unevenly and yet a youth could be declared a ward and be removed from home and community until age 21 (later amended to 18).

Section 601.

"Any person under the age of 21 years who persistently or habitually refuses to obey the reasonable and proper orders or directions of his parent, guardian, custodian or school authorities, or who is beyond the control of such person, or any person who is a habitual truant from school within the meaning of any law of this State, or who from any cause is in danger of leading an idle, dissolute, lewd, or immoral life, is within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court."

With such broad jurisdiction over such a complex problem, it is no wonder that California and states with similar laws became known for extensive use of juvenile hall detention and court placements. When parents told judges that they were unable to control their child, even refusing to accept their return home, judges felt they had no alternative but to order detention, out-of-home placement and residential treatment.

Beyond the Control of Juvenile Justice

As these cases continued to be "beyond control," probation officers and Youth Authority administrators began to express their frustration at the "revolving door" and escalation. In 1970, the

Law Enforcement Assistance Administration (LEAA) through California's Council on Criminal Justice, funded an experiment in Sacramento County that promised to demonstrate "a better way." Operated by the County Probation Department, the project was very successful, leading the way to similar efforts in other counties. The key feature was diversion away from juvenile court and juvenile hall detention. The essential method was counseling the family to assist them in resolving their problems without turning over the responsibility to the State and its representatives.

CYA Says, "Enough"

It was only a few years later that the Director of the California Youth Authority (CYA), Allen Breed, sent letters to every Chief Probation Officer and Juvenile Court in California, advising them that CYA would no longer accept 601 W&I failures committed by the courts for violating court orders. Henceforth, only those found to have violated a law applicable to adults would be accepted for CYA institutions and treatment.

Meanwhile in Washington, D.C.

At the national level, Congress was being pressured to lead the way in bringing reform to the juvenile justice system. In 1974, Congress passed the "Juvenile Justice and Delinquency Prevention Act," creating a separate division within LEAA known as the "Office of Juvenile Justice and Delinquency Prevention" (OJJDP).

One of the Act's primary objectives was to de-institutionalize what came to be known as "status offenders" (those same "beyond control" youth), because it is their "status" as non-adults that leaves them vulnerable to court jurisdiction for behavior that is not unlawful for adults. The OJJDP special emphasis grant initiative became known as "DSO."

DSO in California

In California, two counties received DSO grants from OJJDP via the State Office of Criminal Justice Planning (OCJP): El Dorado County (actually a small agency in South Lake Tahoe) and Alameda County, which had formed two Probation Family Crisis Intervention (FCI) Units using the Sacramento County LEAA Project approach.

Both grantees proposed to use community shelter care in lieu of juvenile hall and community counseling in place of court proceedings. The Alameda Probation Department proposed to transfer casework from its own highly esteemed FCI units to a network of youth and family centers decentralized to serve the entire county at the community level.

Assembly Bill 3121

These OJJDP projects were just getting underway when the availability of federal grant funds for states that complied with DSO legal objectives convinced the California Legislature to include

DSO provisions for 601's in AB 3121 in the last hours of 1976 session. Since the new law was to take effect on January 1, 1977, the 52 counties had less than four months to develop the required new approach to 601 W&I.

In partial recognition of the sweeping changes of AB 3121, the CYA and the statewide County Supervisors Association co-sponsored conferences with legislators and their staff to explain the new provisions and, to the best of their ability, legislative intent. Although the majority of AB 3121 called for more control and adult-like procedures for 602 W&I juveniles, the uproar was created by the abolition of secure custody for 601 W&I minors. These provisions and their application are discussed in the sections that follow immediately.

CALIFORNIA WELFARE and INSTITUTIONS CODE

Section 601. Persons subject to adjudication as ward of court for refusal to obey orders of parents

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

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

CURRENT LAW

What did assembly bill (AB) 3121 change regarding status offenders?

AB 3121 amended several sections of the California Welfare and Institutions Code (W&I) relating to Juvenile Court Law:

1. Jurisdiction and legal definitions of behavior.
 - a. The new law moved violations of curfew laws that apply only to minors from delinquent jurisdiction, Section 602 W&I, to the section describing beyond control behavior, 601 W&I.
 - b. Section 602 was amended to remove the 601 W&I violation of court order clause that previously allowed for the escalation of a 601 jurisdiction into 602 W&I.

(Prior to AB 3121, a minor previously declared a ward of the court under 601 W&I for runaway or other beyond control behavior could, upon a court finding of violation of court order as alleged in a supplemental petition, be declared a ward of the court under Section 602 W&I. Such wards were eligible to receive the same court dispositions as a delinquent, including county camps or the California Youth Authority (CYA)).

2. The prohibition of secure custody.

- a. Section 207 W&I was initially amended to read as follows: "(b)...no minor shall be detained in any jail, lockup, juvenile hall, or any other secure facility who is taken into custody solely upon the ground that he is a person described by Section 601 or adjudicated to be such or made a ward of the juvenile court solely upon that ground. If any such minor is detained, he shall be detained in a sheltered-care facility or crisis resolution home as provided for in Section 654, or in a non-secure facility provided for in subdivision (a), (b), (c), or (d) of Section 727."
- b. In 1978, AB 958 was passed to amend Section 207 to provide for exceptions, abbreviated as follows: "(c) A minor... described in Section 601...may be held in a secure facility..., in any of the following circumstances:
 - "(1) For up to 12 hours...for the purpose of determining if there are any outstanding wants, warrants, or holds against the minor in cases where the arresting officer or probation officer has cause to believe that such wants, warrants or holds exist.
 - "(2) For up to 24 hours...in order to locate...parent or guardian as soon as possible...to arrange the return of the minor...

"(3)...To arrange the return of the minor..., whose parent or guardian is a resident outside the state...may be extended to no more than 72 hours...

"(d) Any minor detained...pursuant to subdivision (c) may not be permitted to come in or remain in contact with any person detained on the basis...described in Section 602...

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

"(e) (Yes, the same letter is repeated in the Code.) Every county shall keep a record of each minor detained under subdivision (c), the place and length of such detention, and the reasons why such detention was necessary...report, on a monthly basis, this information to the Department of the Youth Authority, on forms to be provided by that agency. The Youth Authority shall not disclose the name of the detainee, or any personally identifying information contained in these reports..."

3. Alternatives to court and juvenile hall.

- a. Section 654 W&I: Prior to AB 3121, this section had authorized the probation officer to provide "informal supervision" with the consent of the minor and parent as an alternative to court. With AB 3121, this section has been expanded to provide additional non-court services and facil-

ilities for 601's and selected 602's (636.2 W&I).

"(a) Maintain and operate (amended in 1977--originally only "contract") sheltered-care facilities, or contract with private or public agencies to provide such services. Such placement shall be limited to a maximum of 90 days. Counseling services shall be extended to the sheltered minor and his family during this period of diversion services...Referrals for sheltered-care diversion may be made by the minor, his family, schools, law enforcement or any other private or public social service agency.

"(b) Maintain and operate crisis resolution homes, or contract with private or public agencies offering such services. Residence at such facilities shall be limited to 20 days during which period individual and family counseling shall be extended the minor and his family... Referrals shall be accepted from the minor, his family, schools, law enforcement or any other...agency...

"(c) Maintain and operate counseling and educational centers, or contract with private and public agencies, societies or corporations whose purpose is to provide vocational training or skills...separately or in conjunction with crisis resolution homes..."

b. Section 727 W&I. Acceptable non-secure temporary placements:

"(a) Some reputable person of good moral character who consents to such commitment.

"(b) Some association, society, or corporation embracing within its objects the purpose of caring for such minors...

"(c) The probation officer, to be boarded out or placed in some suitable family home or...institution...

"(d) Any other public agency organized to provide care for needy or neglected children."

Note: It is clear from this brief review of the alternatives offered by AB 3121 that the legislators intended for the counties to consider any reasonable alternative to secure detention. They created new approaches and authorized new uses of old ones previously designated for dependent children of the court. It seems that the legislature intended that 601's be moved away from 602's and toward 300's. However, they also provided for the non-secure detention of non-threatening 602's in need of temporary shelter. For further indications of legislative intent, see Major Presentations, AB 3121 Conference, November 3-4, 1976, sponsored by County Supervisor Association in cooperation with the Office of Criminal Justice Planning.

4. Length of time a minor may remain in shelter care awaiting minor's and parents' consent.

a. Section 631 W&I sets the maximum time that a minor may remain in custody in the absence of a petition filed with the juvenile court. Since 654 provides for shelter in lieu of a petition only with parent and minor's permission, that permission must be obtained within those 48 hour limits. Any application to the probation officer for a petition under 601 must provide sufficient time for the probation officer to complete an investigation to determine if the petition is necessary and if there is a reasonable cause to believe that the allegations are true. Otherwise, the minor must be released from the shelter. The law, in abbreviated form, reads:

"631(a)...
Whenever a minor is taken into custody by a peace officer or probation officer,... such minor shall be released within 48 hours after having been taken into custody, excluding nonjudicial days (weekends and court holidays), unless...a petition to declare him a ward has been filed..."

b. How does filing a petition in juvenile court protect the rights of the minor or parents? Essentially, by requiring that the court hold a "detention hearing" the same or next day of the filing of a petition. The minor and parents may be represented by attorneys and may present

testimony regarding the need for, or lack of it, of further detention in the shelter. The probation officer is required to submit a report of his investigation to the court, which is available.

The most frequent need for a petition and detention hearing is a strong disagreement between parent and minor regarding a temporary place to stay that is not resolved sufficiently, even on a temporary basis between counseling sessions, to obtain written consent. The inability to locate parents within the time limits may also result in court review. Usually, a telegram consenting to temporary shelter is acceptable support for proceeding under Section 654, thereby avoiding the petition for Court Wardship, when distance makes it impossible for a parent to be present at the crisis resolution home to sign consent forms within the limit.

Again, in abbreviated form, the Code reads:
"632. Unless sooner released, a minor taken into custody...shall be brought before a judge or referee of the juvenile court for a...'detention hearing' to determine whether the minor shall be further detained, as soon as possible but in any event before the expiration of the next judicial day after a petition to declare such minor a ward or dependent

child has been filed...If the minor is not brought before a judge or referee of the juvenile court within the period prescribed by this section, he shall be released from custody."

What if the minor is not taken into custody by a peace officer or the probation officer.
Do the time limits still apply? If police officers use their discretion under 626 W&I to release the minor directly or to his parents, the time starts with acceptance of custody by the probation officer, and most likely a probation contractor.

However, if a crisis resolution home declines to accept custody until after a required family session to determine the basis of the crisis and the necessity for shelter, the required consent can be acquired prior to accepting custody into the shelter. If, after such a crisis resolution counseling session, there is not sufficient agreement, the home staff may accept custody and notify the probation officer at the beginning of the 48 hour period.

A B 3121 CONFERENCE

EDGEWATER HYATT HOUSE
Oakland, California

November 3-4, 1976

Sponsored by

COUNTY SUPERVISORS ASSOCIATION OF CALIFORNIA

IN COOPERATION WITH

OFFICE OF CRIMINAL JUSTICE PLANNING

ISSUES

- Financing the Changes
- Implementing the Changes
- Effects of the Changes

MAJOR PRESENTATIONS

CR-1

THE COUNTIES RESPOND TO AB 3121

California's counties had only a few months between the passage of AB 3121 and the January 1, 1977, effective date during which to develop their programs. The loss of secure detention in juvenile halls resulted in nearly universal emphasis on the shelter care that was to replace it. There was a concurrent and almost exclusive emphasis given to counseling "in-custody" referrals. This counter-productive distortion was, in part, a consequence of how the additions to 654 W&I were written.

The authors of the deinstitutionalization provisions of AB 3121 were concerned with the inappropriate use of secure and institutions for California's status offenders, the 601's. Diversion from juvenile court by means of crisis resolution services was prescribed to reduce the number of status offenders entering the juvenile justice system.

Their purpose was not to create a new and more effective service for beyond control youth. Rather, their final hours plan was to provide alternatives to the traditional juvenile justice system approach.

Those who drafted the legislation seemed unaware that a significant portion of the status offender population was already being diverted, with varying degrees of success, by police and

probation from both custody and the courts. It was unfortunate that this earlier trend did not receive support in the form of requiring that a similar offer of counseling be made to status offender families who did not demand arrest or shelter.

It is ironic that in order to take advantage of the required offer of counseling a minor may have to be arrested and/or be admitted into residence at a crisis resolution home or sheltered-care facility. The heritage of the traditionally high rate of detention of 601's in California is that a need for shelter away from the family and its resources was seen as characteristic of the population as a whole. Legislators missed an opportunity to support approaches that have the most effective performance record for diversion from custody and court. Instead, we have legislation that encourages the development and funding of self-defeating service systems in terms of design, policies and procedures.

CATEGORIES OF APPROACHES TAKEN BY CALIFORNIA COUNTIES

A. The converted county treatment or detention facility.

1. The prototype of this approach is a 22-bed facility on the grounds of the juvenile hall complex, usually within a perimeter fence which may even be locked during the night "to keep out intruders". Staff are assigned on rotation from regular juvenile hall units.

a. The most centralized of this approach have a team of selected and trained probation officers who are responsible for all casework, including all resident minors and their parents.

b. The less concentrated version of this type used teams of probation officers located in decentralized offices some distance from the residential facility to provide counseling to the minor and parents.

2. A variation on this approach uses one or two houses on county property but outside the perimeter fence. Some variations on this type make use of converted "cottages" previously used for neglected children awaiting court action as dependent children of the court.

B. The group home.

1. Typically, the group home is located in a residential neighborhood and is operated by

a non-profit agency under contract with the county. The capacity generally ranges from 6 to 10. Most are now co-ed, a few for females only. Many started out providing for only one gender.

a. The most frequent situation involves the partial conversion of a "house for run-aways" that had the option of selecting its own intake to a shelter that receives deliveries directly from law enforcement. It is common for these programs to receive self-referrals, and referrals from other agencies, as well.

b. It is common for these programs to provide counseling directly to the minor and parents during the stay. Some agencies continue counseling after the minor returns home, while others refer the family to other resources, including returning the minor to the agency that referred the minor for shelter care.

c. There is little or no pattern regarding the division of function between house care staff and family counselors. Most group homes working with status offender referrals hire staff for all shifts. A few hire houseparent couples for all or part of their staff coverage. A few do not have awake staff at night but most do.

2. In at least one instance, the group home is operated by the county probation department, with staff rotated from their standard juvenile hall assignment. Family counseling

is provided by specifically assigned probation officers who handle the case only during the time that the minor is in the shelter facility. The case is transferred to a standard field unit for follow-up after the minor returns home. The probation officers in that unit may continue working with the minor and/or family or they may refer to other community resources.

C. The temporary foster home.

1. This type of shelter care is typically used in portions of counties, in small population counties and in geographically spread out counties, as the receiving and shelter facility combined. In that sense, the foster parents and their home replace the group home and institutional center for similar purposes. The capacity of each home ranges from one to six beds with two being the most frequent. Most are co-ed. Some are paid both a subsidy to keep beds available and a board and care rate when they are utilized. Others are paid only when they provide shelter for referred young people. A few are paid as little as \$5/day for expenses only and are actually voluntary foster parents.

a. In some counties the probation staff provides the crisis counseling for all minors delivered by police to the designated foster homes. In at least one rural county, the police or sheriff call the probation department who send a deputy to the site for crisis intervention. It is the deputy probation officer who trans-

ports the minor to the foster home for shelter if the youth cannot return home immediately.

- b. In most other counties or portions of counties, private agencies under contract with the county provide the counseling, usually before the minor is admitted to a foster home for temporary shelter. In these types of systems, the foster parents are not generally subject to middle of the night deliveries.
2. Another use of foster homes for status offender shelter is as back-up to crisis receiving homes when the minor does not return to his or her family within one or two days. In this type of organization, the foster parents are not usually vulnerable to middle of the night deliveries or even being asked to accept youngsters without notice. The youth who are transferred to foster care after being delivered to the crisis receiving home have usually been in at least one family counseling session before that move has been made. In some instances, where a non-custody referral turns into one that requires providing temporary shelter, the counselor may arrange for direct assignment to a particular foster home, rather than going through the receiving home.

Part II:

D.S.O. IN PRACTICE

INTRODUCTION TO PRINCIPLES

The operating assumptions which form the basis for this handbook have been organized into a set of seven principles. Although it is typical to address separately the concerns of policy-makers, program directors, counselors and peace officers, the relationships between treatment, procedure, program design, and cost-effective decision-making are so close that they are considered together here. The result may appear to be a rather complex woven fabric rather than a clear outline. Actually, the contrast fits the subject well because beyond control behavior problems are themselves products of complex relationships.

The approach used to illustrate each principle differs according to the issues most frequently raised in the field, rather than using the same type of illustration or level of emphasis for each. Readers may find that they want to develop yet other examples based on their own experience and observations.

THE BEYOND CONTROL FUNCTION

1. Beyond control youth problems are a function of other, more threatening, problems within the family. The term "Identified Problem" (I.P.) has been used to acknowledge the family's designation of the problem while suggesting that there is a larger portion to the picture that has not yet been identified. It might be useful to use the "tip of the iceberg" analogy. We are most familiar with the use of that metaphor to indicate that much more lies beneath the surface than is visible. The analogy is more apt than might be apparent: at sea, the "tip" of the iceberg, often appearing to be a mountain afloat, is the sign of danger, creating the opportunity to avoid disaster that awaits a ship that comes too close, because the area of the iceberg is much larger in circumference than what is visible. Likewise, the presenting problem serves as a sign for those who would assist the family, that there is a much greater danger lurking below the surface and that disaster awaits those who head directly for the "tip", the sign or "identified problem". We would suggest that those who would be of assistance get to know what the "tip" represents.

The therapeutic reason for deinstitutionalization is to allow the treatment to address the functional relationship between the problem behavior and the family interactional system. A simplified example will demonstrate how the young family member's objectionable behavior is a function of another problem in the family:

A school principal referred a ten year old boy's parents to the guidance center for behavior problems. Meeting with all three members jointly, the counselor hears the mother complain that her son's behavior is so bad that she has felt forced to postpone her plans to resume her career, interrupted by the child's birth. The boy's father tells the counselor that he would like to see his wife return to her career because he can see that she is unhappy staying home. However, he disagrees that his son's behavior warrants counseling because he thinks that it is not that serious. He explains that if his wife would supervise the boy more closely to see that he follows her directions and not give in to him when he whines, he would learn to behave. The counselor silently notes that the husband's claimed support of his wife has turned into a discount of her report of the seriousness of their situation. Now we don't know how this family came to choose this approach to avoid the fears associated with the wife's return to her career, but there are already strong hints that the purpose of their son's problem is to provide a legitimate reason for her to stay home, one that is "beyond their control". The father does not assist his wife to find ways to resume her career, as a mutual effort, he criticizes her competence

and suggests that she should be more present as a parent, not less. He would require that an arrangement that is not working has to work before it can be changed.

The mother says that for awhile she hoped that their son would outgrow these problems. However, as time has passed, her worries that her field is changing too much for her have increased. To make that fear worse, she complains, her husband predicts the problem will get worse if she does not change. With seeming resignation, she says that she has to agree with him that their son behaves well with his father.

The school counselor had suggested diagnostic testing to see if the boy is eligible for a special all-day school and treatment center for disturbed children. Can we expect that this solution will appeal to the mother because it would free her to return to work? Will her husband oppose it because it would imply that his assessment is wrong? If junior's role is to distract his parents from having to deal with their fears, will it be safe for him to change, even if he is in the special treatment program? I suggest not. He will have to be relieved of his duty and another means found for dealing with their

fears that is at least as effective, in their experience, before it is safe for him to change. I would predict that otherwise all three family members would feel the need to prevent the change in order to maintain their present stability.

PROBLEM REINFORCEMENT

2. Any approach that concentrates attention on the referred young person reinforces the problem-avoidance pattern of the family and reinforces the functional role of the objectionable behavior within the family system. Arrest, custody, booking, detention--all contribute to isolating the child from the system as if he were the "ailing part", rather than bringing in all the interacting parts to examine how they relate to each other as the means of finding the difficulty.

If a family member does understand that the reason for referral, the "identified problem" (I.P.), is a warning sign that his family system is temporarily in trouble, he will have to overcome the effects of yet another authority, the police, having just contradicted him by the way that they (agreed to) handle "the problem".

The following practices are examples that reinforce the "I.P." syndrome:

- a. Arrest, detention, especially secure detention.
- b. Probation or police supervision of the minor, formal or informal.
- c. Individual and group counseling for the I.P.
- d. Residential treatment for the I.P. out of the family home.
- e. Individual testing and diagnosis regarding behavior.
- f. Court proceedings to declare the minor a ward of the court.

FAMILY STABILITY

3. The problem person's role is necessary in order for the family to maintain its stability. Therefore, it is important to the family that its members, individually and collectively, resist and sabotage any attempt to "fix the problem". If someone outside the family accepts responsibility for solving the problem, the family's objective is less difficult to obtain because their opposition is then focused outside their system.

The following counselor practices tend to accept problem ownership and responsibility from the family:

- a. Providing shelter for the minor without the participation of his or her parents;
- b. Suggesting solutions, giving assignments, recommending compromises, giving advice and direction;
- c. Collecting information from family members outside the presence of the rest of the family.
 - 1) Deciding when family members should be confronted with the information.
 - 2) Forming agreements with portions of the family to take their side in order to get other members to change;
- d. Deciding that certain experiences are too upsetting for the child, that the young person needs to be protected from hearing certain things from other family members;

- e. Deciding that the young person should not go home for her own good when she and other family members want to be reunited;
- f. Deciding how individuals should handle their feelings, particularly how they should express them to each other, how parents should show their children that they care;
- g. Checking on the performance of children in school, attendance, performance on the job, in the home; rewarding and punishing;
- h. Acting for family members, as their advocate, rather than with them as a consultant and facilitator, particularly in reference to schools, public agencies, courts, employers, etc.;
- i. Protecting family members from the consequences of their decisions and their behavior.

A TIME OF CRISIS

4. The occasion of the referral is almost always experienced as a time of crisis by family members. It is a time when the family interactional system is under such threat, usually experienced as intolerable tension, that the family member identified as the problem is called upon to provide diversionary relief as a "scapegoat".

Therefore, until underlying issues are dealt with sufficiently enough to reduce that tension at its source, we can expect some "recidivism", that is repeated trouble. For instance:

- a. The minor may increase objectionable behavior.
- b. The minor may exclude him or herself by running away.
- c. The parent(s) may request (demand) that the minor be removed from home as "intolerable".

TIME LIMITED

5. Any family's capacity to tolerate the sense of danger that accompanies the crisis experience is time-limited. As the family's need to reduce the tension leads to accommodation, the opportunity for the counselor to work with the family productively diminishes. The prospects for substantial changes in the very interactional patterns that led to the crisis are reduced accordingly.

Corollaries:

- a. It is unreasonable to ask family members to re-open wounds that they are so relieved to have managed to bind.
- b. A counselor who attempts to start therapy after the crisis passes, risks working harder than the family, leading to feelings of frustration, resentment and blame, and perhaps rejection of the clients.
- c. Instead of the popular "cooling-off period", the applicable idiom is "strike while the iron is hot."

Practical Implications:

As a consequence of the family's understandable eagerness to find a way to accommodate to the unseen causes of tension, any change in the circumstances supports the tendency for the family system to get rigid. By emphasizing the temporary nature of such changes as the youth staying in shelter, the counselor can feed the feelings of anxiety and extend the period of opportunity associated with the crisis.

FAMILY COMPETENCE

6. The parents of status offenders, like the rest of us, are doing their best with limited resources and conflicting needs and demands. Average ability is sufficient to raise a family reasonably well and indications that parents seem to be doing poorly can productively be taken as a clue that something is interfering with their intentions and competence. This observation holds true for all other family members as well, including the "I.P." Therefore, the task of the counselor is to assist the family as a unit in their search for what interferes with their competence as individuals and as a system whose purpose is to care for its members.

Practical Implications:

- a. The role of the counselor with status offender families is that of a consultant and facilitator, not a teacher of remedial parenting.
- b. The consultant's client is the entire family, not just the referred minor (youth, status offender).
- c. The purpose of the counseling with the family is to search for the sources of interference, not to settle disputes in order to get the family through the crisis.
- d. The counselor who sees his or her role as convincing parents that they need to understand their child, the changing times, or who see it it is as their obligation

to rescue a youth from parental oppression is missing the actual task at hand, the reason the youth agreed to take the role of the "I.P." and bring it to expert attention.

THE CUSTODY MISUNDERSTANDING

7. The removal of the status offenders from secure detention, while minimizing harm, does not attend to the central issue. Exclusive attention to custody, whether secure or non-secure, maintains an historical misunderstanding of the beyond control youth problem:

- In order to be effective, the attention must shift from the individual to the function of the problem in the family system. Until that functional role is relieved, the problem behavior will receive strong support within the family and can be expected to continue.
- Traditionally, the justice system has treated these youthful behavior problems as less serious acts of delinquency and as predictors of criminality. Prior to the creation of the term "status offender", this population was frequently referred to as "pre-delinquent", implying that it is merely a matter of time before they become "juvenile delinquents".
- This non-delinquent was nevertheless considered a threat to the community and in need of external controls. Eventually, careful observation and review of case histories revealed that the majority, even when untreated, did not cross the line into criminality. They appeared to possess more self-control than had been thought as they kept their misbehavior "close to home". Official interactions with parents and other family

members developed an experience bank that made the so-called beyond control behavior more understandable if not tolerable. The first impulse was generally to blame parents and make a new class of offenders out of them. That might well have become another trend if it had not been generally agreed that the Juvenile Court did not have jurisdiction over the parents.

A Corollary: If the approach to bring the minor's behavior into control remains focused on efforts outside the family, the juvenile justice system will eventually require the return of secure custody. Some examples:

- a. As the probation officer attempts to solve the problem by acting as a mediator between parent and child, the function of the problem remains hidden and family members conspire to sabotage changes. As the problem behavior persists, the probation officer's options fall into two directions: (1) exclude the problem from the system by closing the case as too uncooperative to be workable, or (2) seek more power and control through court jurisdiction.
- b. If the minor fails to obey orders of the court, he (or more frequently she) is as beyond the control of the court as of the parents. If the problem is not direct disobedience but mere placement failure, the result is the same; the minor's behavior remains "beyond control".

- c. The ultimate in control in our society is deprivation of liberty and isolation from the community; the opposite from community level non-secure shelter. There is no real in-between. The effort to provide external control is a one-way path. It is the result of continuing to focus on the "identified problem" of the "beyond control" minor. Unless we in the youth and family counseling field provide the shift in focus to the family system effectively, we indirectly support the continued demand for secure custody and forced treatment of the minor; no matter how harmful and ineffective it may be.

PUTTING PRINCIPLES INTO ACTION: POLICIES AND PROCEDURES

An effective DSO system is one that applies these principles to program design, procedures and treatment:

A. The use of police or other law enforcement arrest is minimized.

1. Services are available days, evenings, weekends and holidays by self-referral to enable police to divert urgent calls for intervention directly to the counseling center for immediate response. (If the police receive repeat calls with the explanation that the caller tried the center and no one responded or could not see them for a few days, police feel that they have no choice but to intervene by taking the offending youth into custody as requested.)
2. Shelter care is available as a resource to the family after they meet with a counselor rather than as a means of referral, whenever possible.

B. Requests for assistance are universally responded to with offers to meet with the entire family, that same or next day.

C. The family is not put off by telling them that they have to agree to "counseling" when what they are usually asking for is help or assistance with what seems to them to be a specific external problem. Instead they are told that the way the center works is to meet with the family to

find out what's happening and to work on what is to happen next.

D. Requests for individual appointments are deferred until the conjoint family session. Requests to give advance information to the counselor by one or parts of the family are also put off with such remarks as, "That really sounds important and I'd like you to bring it up again as soon as every one is here together." "Yes, I know that it can be hard, but that is the purpose of having the meeting with the counselor. That's part of what makes it different from having a family meeting at home."

E. First sessions are scheduled as work sessions, a real taste of family therapy, not as evaluation or diagnosis sessions.

1. Sufficient time is reserved for the first session to get to know the family and its circumstances and to deal with underlying interactional dynamics, at least an hour and a half. It may be the only meeting for this incident.

2. Counseling accommodations, room, lack of interruptions, comfort, confidentiality, must support the family's willingness to deal with their pain and anger.

F. Temporary shelter care is used as a resource to the family as a temporary measure, when they have no such resource of their own, to allow them to continue working on the dynamics of the problem. In an effective system, shelter is not used as a treatment method for youth or as a means of

of rescuing, protecting, the child from undesirable parents or interactions.

G. During periods of shelter, counseling sessions are best scheduled frequently, every two or three days, to minimize the family's tendency to adjust to the new artificial structure, reducing tension, anxiety and motivation for change.

H. The decision to use shelter is best left with the family rather than becoming the responsibility of the counselor. It appears to be dysfunctional to withhold information regarding the availability of shelter as a means of avoiding being distracted from counseling and having to fight against family member determination to use shelter. Rather, the demand can be heard in terms of the urgency that family members feel in the need for relief, the degree of seriousness that they consider the situation.

I. The role of the family counselor is to lead the search for the functional role of the I.P. behavior (what good is accomplished by it?) This is suggested in contrast to trying to teach family members how to improve in their respective roles or to communicate better. Actually, such directions may cause valuable information to go underground. Arbitration and conciliation shift responsibility from the family to the counselor.

J. The shelter facilities are as home-like as possible, providing access to continued school attendance, friends and employment. If the length of stay is appropriately reduced to a few days, control and program problems are minimized, as

are requests to go to parties, see boyfriends. Even missing a few days of school under the circumstances of a major family crisis is not crucial. Too much attention on program, performance, rules and control support the parents' illusion that someone will get their child to behave and that they have no investment in his misbehavior. Actually, most parents have an interest in no ordinary person or facility being able to get the desired results because of the implication that they should have done something differently. It is best to use every opportunity to support the notion that they have done their best under their mutual circumstances.

PUTTING PRINCIPLES INTO ACTION: SERVICE SYSTEM DESIGN

Because each community is different, no single service system design has universal application. However, a discussion of problems most frequently encountered, followed by a fictional account, will assist in the application of a general approach shown to be the most effective and the least expensive.

What about legally required services as a starting place?

While it might be tempting to rely primarily on the law (in this case, California Welfare and Institutions Code Section 654) for guidance in program design, it is not an adequate guide for the treatment professional. It was written during the last day of the legislative session by well-intended progressive attorneys and legislators. They limited specific requirements to that part of the process that they understood best:

1. They know that some form of counseling should be offered if the youth was to be in shelter custody, not only to the minor but to parents as well.
2. They decided that Court action should be avoided whenever possible by resolving the crisis with the family so that the minor might return home.

The custody vs. non-custody services controversy.

When we realize that the driving force of deinstitutionalization was to remove status offenders from secure detention and large institutions, it is not surprising that the legislature limited specific requirements to instances where the minor is provided with shelter other than in the parental home. In fact, there have been and continue to be a larger number of beyond control youth who, even though they are as described in 601 W&I Code, have not been arrested. The custody of the young person in these cases is not an issue unless, in the design of our service system, we make it one.

If the only time we require service providers to offer counseling to the family is during periods of shelter, we make custody an issue. Therefore, we cannot rely on legal mandates in determining what priority to make counseling services for non-custody cases. These are typically referred to as "self-referrals", but include informal referrals from law enforcement, schools and other agencies as well. If a system does not give high priority to these referrals, it encourages the use of arrest and custody as the only means to get the needed assistance.

- Actually, 654(b) W&I specifies that "crisis resolution homes" must accept such referrals.
- The problem with relying on that mandate is that some programs then turn a non-custody "self referral" into a custody case by admitting the minor into the

shelter as a resident before meeting with the family for crisis resolution counseling.

- Unfortunately, "crisis resolution" has come to mean a facility rather than a process.

If we are not careful, then, we can end up with a system that defeats the intent of the law, our own intentions, and the very purpose of deinstitutionalization. This has occurred so often that it is not any wonder that there is public and official pressure to return to the use of secure custody for chronic failure cases. We are creating our failures with systems that aggravate the problem rather than facilitate its resolution.

This gap between legislative change and the creation of services which support that change, points to the need to integrate the contributions of the legal and the clinical professions. This handbook is intended to be a step in that direction.

The legal provisions, then, were written without benefit of our "principles of effective deinstitutionalization." We have to add them as source material as we design an effective service system for status offenders. What will be some of the features of such a system?

- It is designed to promote the use of non-custody referral processes.

- It emphasizes the availability of counseling for the entire family as a unit during the period of crisis.
- Counseling is not limited to the minor and one or two parents. Siblings and other relatives are expected to participate as a matter of course.
- Shelter care outside of the family home is not offered until after a full family counseling session and then only as a result of a mutual decision that it is necessary pending further work together.

This emphasis is based on the previously discussed principles which can be organized into theme statements. They are essential to the design of a system that is congruent with its purpose.

1. In order to prevent a reduction in the family's ability to deal with their problems, avoid any action which takes responsibility away from them.
2. Avoid any action which reinforces the family's view that the problem lies only within the beyond control youth.

A system built on these themes relies on the availability of family counseling during the crisis and uses shelter as support for this primary service rather than as an initial focus of resolution efforts or a required referral process. If a system is designed so that family counseling is available for crisis resolution evenings and weekends, as well as during week days, family members can retain responsibility by referring

themselves. They can ask for assistance directly rather than at someone else's direction.

Similarly, if the crisis family counseling is available on this extended basis, police officers have an alternative they can offer to family members who otherwise see arrest as their only source of relief. This not only reduces police department and shelter care expenses, it also reduces the focus on the youth who is considered beyond control and it earns police respect and support. Who among us has not heard the police officer's lament?

No one else is available after the 9 to 5 business day. We are criticized for how we handle a crisis, but they leave us all alone with the problem and ill prepared. If a family is so upset that they can't tolerate each other while they wait for the counseling office to re-open, how can I leave the problem and the responsibility to resolve it with the family? Believe me, I'd like to.

If a family can be seen on the same day as the request for assistance, not only are the demands for arrest reduced but the rate of missed appointments as well. This results in less waste of scheduled time and greater program efficiency. Next day appointments will sometimes work almost as well. The family may be adequately reassured by the knowledge that a counselor will be meeting with them tomorrow that they can

"sleep on it," postponing further conflict until the session. Families which readily agree to lengthy delays have a high "no show" rate.

Particularly if funds are limited, our first priority is to provide for immediately-available counseling services. There are several local factors to consider which influence program design. Therefore, any work group needs a reliable source of information regarding the referral population.

1. How many known incidents of beyond control behavior problems were brought to some official attention during the most recent year? Was it a typical year or should a two or three year average be taken?

- Generally speaking, most crisis centers for 601's expect a full-time position to handle 10 referrals each month, on the average, along with any cases which continue receiving counseling to form a "caseload".

- It takes a minimum of 2 to 4 positions and a supervisor or supervisor/counselor to provide both day and evening coverage. A minimum of 3 is required to provide more than "on-call" for any weekend hours.

2. Where might a counseling center best be located to be accessible to the known client population? Which communities are accustomed to sharing services and access to business and employment? Are school district boundaries a clue? Highway patterns? Public transportation?

3. What are the present patterns of beyond control complaints received by police, sheriff and probation departments? What hours of which days? How many of which result in arrest?...in release? How many are handled on the telephone?...by information and referral? What comes to the attention of schools?

It is generally not necessary to have counselors available on a 24-hour, seven day week basis. Most communities find that if they provide regularly scheduled evening hours four or five days during the week and some regularly scheduled time on the weekend, the demands for arrest and use of shelter as a referral process will be minimal. Some find that they can get by with a few on-call hours on Saturdays if they are available reliably evenings during the week. A "by appointment only" approach and on-call staff for weekday evenings is rarely sufficient.

There is very intense competition for public funds in our community. How can we keep costs to a minimum and still attend adequately to the problem?

Begin by considering the cost-effectiveness of shelter options. Unfortunately, one of the most popular approaches is among the most expensive. To make matters worse, the people who staff them are also among the most underpaid. Worse yet, there is a tendency for parents and others to see them as treatment centers which will "fix" their problem child for them. On the other hand,

some parents and other authority figures see these facilities as refuges for young people who want to avoid their responsibilities to their families.

This is the group home for runaways and other status offenders. Some counties use them strictly as receiving centers, usually with a capacity of 6 to 8 beds. The length of stay is then generally limited to anywhere from a few hours to a couple days. If longer periods are necessary, the youth are usually transferred to a temporary shelter facility in a licensed foster home.

The most popular, and usually more expensive, group home approach is to include the counseling services within the home and allow lengths of stay that range from two weeks to 30 days. Some of these centers also offer family counseling for non-resident youth and/or continued counseling after discharge from the residential component of the program.

The reason these programs are relatively expensive is that they replace the family home with 24 hour supervision and organized activity programs. This requires a lot of staff, often a minimum of two adults for 16 hours and one during the eight night hours. These costs can be somewhat less if houseparent couples provide some of the care.

There is another problem that has tended to make this approach out-moded and it is a sensitive one. The runaway home developed before family therapy

was widely accepted as the treatment of choice. (It may be presumptive to imply that it has been so accepted today.) Much more professional preparation is required to be an effective family counselor, especially with this population, than is required to be a group home supervisor or youth worker. The early assumption that status offenders were largely undisturbed by their unhappy home life and needed only supportive counsel in their effort to become emancipated has not been substantiated by our subsequent experience. As these youth workers have continued their education and gained hard-earned experience, they are no longer willing to be child care workers and to be paid non-professional salaries under unprofessional conditions. Besides, a good family counselor does not necessarily make a good group home worker.

There are agencies that are combining these roles with some degree of success. In some counties they are "the only game in town" and their staff are subsidizing their inefficiency with low wages and high turn-over rates. In other counties, combined group home shelter/family counseling centers are part of a network of services and they serve a special portion of the client population.

An Alternative:

For maximum de-centralization, minimum confusion as to treatment method and least expense, many

communities have turned to licensed foster parents for temporary shelter. Foster homes also have the advantage of having a pre-existing household routine that is not organized around teenagers, as is the typical group home. Since there are no paid staff experts in the home, young people less frequently displace their authority conflicts by challenging household rules. Few foster parents write out any rules. The shelter is, in truth, as home-like as possible, including many of the usual frustrations to young and old alike.

There is no expectation on the part of parents, young people or the foster parents themselves that the home is used for treatment, a frequent expectation of group residences. This leaves the young person and the family with only each other and their counselor-facilitator to turn to for "treatment" and change.

Why would foster parents participate?

We were somewhat surprised to learn that not every licensed foster parent liked long-term placements and the responsibilities that go with them. Not every foster home was well suited to becoming a new family, ready to be broken up by placement failure or success. The prospect of providing emergency shelter to young people on a temporary basis to assist with family problems appealed to many. There were additional advantages in scheduled leaves and higher compensation, including a subsidy just for being available at odd hours and for placements on short notice.

Who supervises, recruits and coordinates the foster homes and their use?

In large counties with histories of specialized placement units in probation and social service departments, this activity is generally conducted from a centralized office. However, with the exception of licensing, it is not a difficult task nor a burden for the supervisor of a small program. We have observed that foster parents feel that they are more like team members when they receive their support and technical assistance from the same center that serves the client families. There is the additional built-in advantage that the supervisor learns directly how the homes are used.

REQUEST AND CONSENT FOR TEMPORARY SHELTER CARE

I, _____, do request and/or do consent to temporary shelter care for _____ days, until our next family session on _____, a period not to exceed 20 days in compliance with Section 654(b) of the W&I Code of California.

I/we, the parent(s) of _____, do request and/or consent to the provision of temporary shelter for the above named minor for the period of time specified above. We hereby acknowledge that we retain responsibility for the support of _____, as our dependent child, and do understand that, depending upon an official determination of our ability to pay, we will be charged for the cost of his/her care in the amount not to exceed _____/day.

We, each of the undersigned, do agree to provide 48 hours of working days notice of withdrawal of this consent. This notice will provide the legally authorized period of investigation preceeding a decision to release the minor or request of the County Probation Officer that the Juvenile Court issue an order that the above named minor be detained in shelter care for his or her own protection and welfare. Each of us has received a copy of this agreement.

Minor _____	Parent _____
Home Address _____	Parent _____
City _____ Zip _____	Phone (H) _____ (W) _____
Witnessed by _____	Date _____
Family Crisis Services _____	1234 Warm Road Home Town, CA 94000 Phone: 321-4567

THE STORY OF HOME TOWN, COUNTY, CALIFORNIA:
A HYPOTHETICAL EXAMPLE

The city of Home Town decides to provide services locally so that its citizens will not have to travel to the distant county center and so that the interests of its citizens, school officials, and police department will be addressed with more of a sense of local control.

Present situation:

The school district complains that county officials rarely are available to confer with them about the many students who have serious family problems. When police deliver youth to the central receiving facility, the youth are unable to maintain regular school attendance from a distance of 30 miles.

The Police Chief complains that his patrol officers are outside the city limits for 1.5-2 hours every time they deliver a 601 to the County Receiving Home. There the officer learns that the parents are then asked to make the same trip to meet with the counselor at the county facility. They are encouraged to take their child home with them that same day. Two wasted round trips.

A local parents group petitions the city council for more local control in the selection of counselors, schools and shelter care. They complain that the county seems to take over when their children get into the central receiving home.

As parents, they are summoned to appear before the Probation Officer, and there they learn that their child has been re-enrolled in a school near the receiving home, pending return home. The parents object to unknown associations and influences beyond their control. To them it feels like they have even less influence over their child than before. To make matter worse, the Probation Officer made it clear that they will be billed for expenses, including an attorney, if the case goes to court.

At a hearing before the city council, the Police Chief reports that there were 350 known cases of 601 W&I complaints during the most recent fiscal year. Of these, approximately 200 required transportation to the county receiving home, a round trip of 60 miles and an average of 2.5 hours officer time per referral. The balance of 150 cases were handled at the station, by telephone or mailed referral to the central county office for an average of 1 hour officer and clerk time per referral. In summary, the Chief points out to the council that the city has already invested more in the "status offender" problem than they realized. He proposed that projected police savings be invested in a local system, suggesting that the council invest Federal Revenue Sharing funds for the rest. The city attorney volunteers that the county may be willing to contract with the city for some of the cost if the city agrees not to refer 601's to the county unless a juvenile court petition is absolutely necessary.

The city council directs that a task force be formed to develop a specific proposal and that it be chaired by a member of the city manager's staff. At the council's request, the parent's group agrees to select a delegate to meet with the committee. The chief agreed to send a senior juvenile officer and the school district superintendent volunteered one of his staff. The city attorney agreed to be available and suggested that the council appoint a local family counselor familiar with beyond control cases to the committee. Two parents requested that they be permitted to nominate persons whose work they respected, and the council agreed with evident relief.

With the assistance of the city attorney, the task force proposed a joint powers agreement between the school district, the city and a local united crusade agency to form a separate non-profit corporation that would contract with the city, the county and the school district to provide the necessary services.

A joint effort proposal:

Although the school district could not find a budget category for funding, they offered to share their School Attendance Review Board (SARB) reception and clerical support staff during the hours of 8:30 a.m. -- 4:30 p.m. whenever school was in session, if the counseling center would be located in the former elementary school

building now partially used for administrative services.

The Public Employees Union and Building Trades Council offered to hold a Labor Day picnic benefit to raise money for remodeling materials and to authorize union members to volunteer their time to remodel the classrooms for counseling purposes. They also supported a local cable TV telethon to raise seed money for the local service. Local churches turned out for door-to-door soliciting. Apparently, the idea of local control and access was very appealing.

The decision:

The city council and board of education agreed to the Joint Powers Agreement and to the location in the former grade school now bordering a commercial/professional district and an older residential neighborhood. The approval also rekindled the city's previously dormant plans to transform the old school library to a branch of the city library system in order to share more cost-effectively in janitorial, maintenance and security expenses. A senior citizens group's often delayed request for access to the school's cafeteria and auditorium also suddenly received approval. They expressed their appreciation by enlisting the local garden club's direction in their restoration of the school's landscaping. The old fenced playground became the perfect parking lot. Instead of sending families 30 miles

away with their problems, the city embraced them in the newly created community center. Even before the counseling center itself opened, school district officials reported that parents were now more willing to come to the SARB hearings held in the same building. What had been a partially boarded up discard was now a center of life and encouragement.

The proposed service:

Designed workload capacity: 350 referrals/year, averaging approximately 30 cases/month, with a range of 10-15 referrals. Lows in July and August and a high of 40 in October, November, February, March and April. Police records revealed the following pattern over a 3-year period.

HOMETOWN 601 W&I REFERRALS

	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	TOTAL
A In-Custody 601 Arrests	8	6	12	20	25	20	22	25	26	27	25	20	236
B Release to Parent at Police Station	1	1	2	3	3	5	3	3	2	3	2	2	29
C Deliveries to County Shelter (A+B)	7	5	10	17	22	15	19	22	24	24	23	18	207
Phone and Paper D Referrals to County (A+D)	3	4	6	10	15	8	12	14	14	13	8	8	115
E Total Referrals to County (A+D)	11	10	18	30	40	28	34	39	40	40	33	28	351



County records revealed that approximately 310 of their referrals were verifiably from Home Town. Presumably the 41 discrepancy reflects a failure to appear rate. Since 10 601 W&I petitions were filed on Home Town referrals during the most recent fiscal year, the County Administrator's office was willing to recommend to the Board of Supervisors that the county contract with the city for 300 referrals per year, rather than the full 351.

They also declined to contract for any SARB referrals, because they are officially applications for petitions. The County Probation Officer suggested that the Home Town Family Crisis Center intercept potential SARB referrals before they reached the County Superintendant of Schools. If they are successful, the Probation Department will recommend that the contract include compensation for reductions in SARB referrals in next year's contract.

County's response:

The County Administrator estimated that the county will save approximately two full-time counselor positions at a cost of approximately \$25,000 each. Unfortunately, the county was unwilling to include pro-rated administrative and clerical supplies and facilities costs in their estimate of projected savings.

To make matters worse, the projected reduction of 200 in-custody deliveries by Home Town police does not reduce staffing expenses at the Receiving Home. The county does offer to contract for a \$500 reduction in board and care expenses in the Receiving Home, and a \$5,000 reduction in the use of county foster homes shelter care, projected at a 5-day average for 100 referrals at an average cost of \$10/day. Transportation worker reductions are estimated at \$1,000. In summary, the county offers a contract for \$56,000 to reduce 601 W&I referrals to the county by 300 cases during the fiscal year, with that figure also representing a minimum number of referrals served for contract compliance.

Shelter care for Home Town:

The city-sponsored task force was discouraged after their first meeting with the County Department of Social Services foster home licensing worker. She told them that it was difficult to recruit and keep foster parents for 601's and the Department would not release any of theirs. However, they did agree to assist with licensing and to introduce them to the local foster parent association.

It was at the Foster Parent Association meeting that they met a couple who were also active in the Home Town Senior Citizens Community Center effort to locate in the same site with the proposed Family Crisis Center. After a panel

presentation in the school auditorium, several couples expressed interest in becoming short term foster grandparents. Others offered to arrange meetings with a church group. The recruitment drive was underway and working before the task force realized it. The task force was encouraged.

The Home Town foster-parent shelter system:

Three couples, two senior citizens and the third a young church group couple with two small children, successfully completed the licensing procedure. The elder couples each had two spare bedrooms and obtained four single beds and related furnishings; the young couple only had one room with two beds.

The system thus had a maximum capacity of 10 beds available, which the task force proposed to subsidize at \$100/bed/month, to compensate for being available at odd hours and on short notice. In addition, the foster parents were to be compensated at \$10/day whenever a youth was in residence approved by a program counselor or delivered by city police. A status board was to be maintained at the central office and police advised of bed availability overnight at the closing of each business day at 9:00 p.m.

Estimated costs for 1st year:

6 beds x 12 months x \$100	\$7,200
200 deliveries x 1 day min. x \$10	2,000
100 cases in shelter x average 5 day stay based on county experience x \$10/day	<u>5,000</u>
	\$14,200
additional youth personal expenses	<u>800</u>
	\$15,000

TYPICAL STAFFING PATTERN:

	MONDAY			TUESDAY			WEDNESDAY			THURSDAY			FRIDAY			SATURDAY	
9:30 A.M.																	
1:00 P.M.	A	S		A			B	S		B	D	S	C	D	S	C	D
6:00 P.M.			C					D									
9:00 P.M.			B		S	B			A		C	A					

CODE: A,B,C,D, are 3/4 F.T.E. family counselors (30 hours: 2 @ 4 x 7.5 hr. days and 2 @ 3 x 7.5 + 3.5 + 4)

S = Supervisor/Counselor (may rotate to Saturdays on occasions if responsibilities permit.)

NOTE: There are several variations on this pattern, including rotation between positions and different mixes of fractional positions.

A review of police radio room and juvenile bureau logs revealed that most weekend calls were received either Friday night or too late Sunday night to be seen before Monday. Without more experience, patrol officers could not predict how many families would be willing to "sleep-on-it" until Monday morning if the crisis center were to be in Home Town rather than at County Center, 30 miles away. They did say they would be more willing to try for the delay to support local services they could get to know well. As it was, there were rarely more than two cases requiring 601 W&I custody on a given weekend. The officers were delighted to hear of the plans for Saturday morning appointments, saying that they frequently ran into calls late Friday night when no one would be available until Monday.

Hiring counselors and a director:

It was at this stage that the task force turned to the non-profit United Crusade Agency member of the joint powers agreement. As a child guidance agency, its director and board were familiar with the recruitment and selection of professional counselors. Blending the requirements of police, schools, parents and probation with their experience with psychologists, social workers and psychiatrists, application requirements were developed and promulgated.

Although some participants had feared that the part-time proposal would diminish the number of

applicants, the professional salary level attracted licensed counselors interested in combinations of teaching, private practice and crisis services to otherwise underserved populations. In fact, the selection committee found themselves with an excess of highly desirable candidates available for 3/4 time and actually preferring from 50% to 60% time. Fortunately, there are a variety of workable staffing patterns, using combinations of full and part-time staffing. There is some loss of efficiency during supervision, staff meeting, training and consultation sessions. However, this is usually more than compensated for by a higher level of energy, competence and a willingness to work other hours than 9 to 5.

Home Town Family Crisis Center Proposed BudgetShelter Care:

6 beds x 12 months x \$100	\$ 7,200
200 deliveries x 1 day min. x \$10	2,000
100 cases in shelter x average 5 day stay	5,000
Individual expenses for resident youth	800
	<u>\$15,000</u>

Personnel:

3 family counselors full-time equivalent positions (FTE) @ \$22,000/yr. (10 ref. each FTE/month x 11 months = 330/yr.)	\$ 66,000
1/2 FTE supervising counselor and 1/2 program director (5 ref./month x 11 mo. = 55/yr.)	25,000
(Total counseling referral capacity of 385 year.)	
1 secretary-receptionist	
1 p.m. - 9 p.m. Mon. - Thurs: 30 hr.	
1 p.m. - 6 p.m. Fri.	5 hr.
9 a.m. - 1 p.m. Sat.	4 hr.
	39 hr. =
	12,000
Fringe @ 16%	16,480
Consultant services	2,000
Total	<u>\$121,480</u>

\$ 15,000
121,480

Administrative Expenses:

Rent (in-kind)	(\$4,800)
Gas & electricity (in-kind)	(2,000)
Phone	1,800
Staff travel	1,200
Staff training	600
Bookkeeping	3,000
Printing (cards, brochures, letterhead)	200
Supplies	1,500
Insurance	
bond	400
prof. liability	2,600
Shared copy machine rental	1,200
Janitorial & maintenance	(2,400)
Transportation	0
(foster parent, parent, public, staff) (advantage of local services)	
	<u>\$21,700</u> 21,700

Total proposed budget \$158,180

Note: Cost-effectiveness ratio referred capacity
of 385/yr. costs \$158,180 or \$410.86/
referral. Court ordered residential
treatment for 1 year for one child costs
\$18,000 @ \$1,500/month. This budget to

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serve 385 referral families would pay for only 9 youth in residential placement, not even including court, investigation, supervision or administrative costs.

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Projected Income

County 601 Diversion Contract	
(re-imbursed by State under AB 90)	\$56,500
Home Town Police Department	
(projected budget savings)	
(22 trips x 2 hours x \$20 hours)	8,000
United Crusade grant for "Family Crisis Early Intervention" for school, self and community agency referrals	30,000
Capital Expense Fund	
One time fundraising drive for remodeling and equipment	20,000
School District	
(in-kind match to support SARB referrals) covers rent, utilities, shared reception 8:30 - 4:30, janitorial and maintenance	24,200
City Revenue Sharing (federal)	<u>30,000</u>
First year total	\$168,700
Projected annual costs	148,700

REQUEST AND CONSENT FOR TEMPORARY SHELTER CARE

I, _____, do request and/or do consent to temporary shelter care for _____ days, until our next family session on _____, a period not to exceed 20 days in compliance with Section 654(b) of the W&I Code of California.

I/we, the parent(s) of _____, do request and/or consent to the provision of temporary shelter for the above named minor for the period of time specified above. We hereby acknowledge that we retain responsibility for the support of _____, as our dependent child, and do understand that, depending upon an official determination of our ability to pay, we will be charged for the cost of his/her care in the amount not to exceed _____/day.

We, each of the undersigned, do agree to provide 48 hours of working days notice of withdrawal of this consent. This notice will provide the legally authorized period of investigation preceeding a decision to release the minor or request of the County Probation Officer that the Juvenile Court issue an order that the above named minor be detained in shelter care for his or her own protection and welfare. Each of us has received a copy of this agreement.

Minor	Parent
Home Address	Parent
City	Phone (H)
Zip	(W)
Witnessed by	Date
Family Crisis Services	1234 Warm Road Home Town, CA 94000 Phone: 321-4567

COUNSELING FAMILIES OF BEYOND CONTROL YOUTH

Introduction

This paper and the outline that follows were initially written in response to requests from DSO agency counselors. It has been revised in response to comments and contributions made by those who have put the concepts in it to use.

Increasingly, over the years, I have been impressed with the ability of these families to shift responsibility to others, whether officials or counselors. This frequently results in the parents appearing helpless and hopeless and the counselors feeling overwhelmed. In our training and assistance project site visits, we often receive requests for ideas on what to tell parents, what to do with their kids. The temptation to give advice, suggestions and to teach "improved communication" is strong. For myself, I see a high correlation between the preference for counselors to give advice or information and expressions of frustration with these families; some going so far as to support the need to lock up some status offender again, "for their own good." At that point, the family system perspective seems to be lost or discarded.

Much of the approach explicit or implied in the outline is based on a preference to look for opportunities to keep responsibility with the family and to enhance it as a resource to all of

CONTINUED

1 OF 2

its members. It also presumes a "no blame" context based on the idea that all individuals are really trying their best to take care of themselves and to get along with others, that also being in their best interest.

The idea of dysfunction then, is one that assumes that something is interfering with each family member's best efforts being effective. The task of the counselor, then, becomes that of leading that mutual search for the hindrances. My experience is that most families feel supported in this process and that the need for continued acting out diminishes. The most common cause of reluctance or refusal to participate in counseling is a fear of being blamed for the family's troubles. When people find that, rather, their efforts are valued, they may become the ones most interested in continuing the family counseling.

Another aspect implied in my approach which is not self-evident in the outline, is the value I find in supporting the expression of "ambivalence." Too often, in my view, people are pressed to choose between contradicting feelings or thoughts and they end up sending "conflicting messages." I have been most encouraged when I or my co-therapist have been able to facilitate the expression of both sides of the ambivalence and to encourage their exploration. Even though family members and therapists alike may get more anxious as a result, I have observed interactions to become less

"crazy-making" and less "misunderstood." I have noticed that family members seem more able to accept each other and to have fewer demands that another change as conflicting thoughts are brought to the surface and their co-existence accepted, even if not appreciated.

Meeting the Family: Who?

In order to make your task and that of the family less difficult, decide to start with the entire family. This is a particular relief to the complaining parent who expects to be held singularly responsible.

That First Contact

Whether your first contact is on the phone, in the office or at the shelter, let the family member know that the way you work is with the whole family. Define the family as all who live in the home and nearby. Include the divorced parent. This will probably be less difficult as more parents have joint custody.

The Absent Parent

For the present, the mother is the most frequent caller and is usually quite reluctant to include the absent father even when he lives nearby. Letting her know that it sounds like she is getting stuck with more than her share of the responsibility often strikes a responsive cord.

She will often agree with the suggestion that it is time to start sharing the burden.

Reluctant Family Members

When it comes to explaining why I work with the whole family, I find it is best to start demonstrating that I do not expect one person to speak for another. Therefore, I offer to talk on the phone to any family member who wants to know why I require that they come in with the others. I tell the caller that I will explain how I work to the family as a whole when they come in. If anyone wants to know before deciding to come in, I tell the caller that they are free to call me. I also ask that the caller not accept refusals for me but that she tell them that I want to hear from them directly. I tell her that I don't want to put her "in the middle." I have been pleasantly surprised how well received this approach continues to be by clients.

Of course, part of the reason I make myself available by phone to so-called "refusing" family members is that I have learned the hard way that it is often quite difficult for the caller to pass on a straight invitation. Out of their awareness, they frequently sabotage the request and feed a refusal.

In addition, I frequently find that a reluctant family member may prefer to come in rather than call me. If he does call, he (or she) gives me an opportunity to start the therapeutic rela-

tionship. I accept and support their reluctance. While predicting that it will be different than they expect, I express my understanding that they have no basis for accepting my prediction. I take the opportunity to let them know how important their "uninvolved" view is to me in assisting the family to decide what to do next.

When it is the "problem child" that is balking at coming in, a brief phone conversation can be useful to let him (or her) know that it is in his best interest that he be there. It is her (or his) opportunity to give her views so that she can influence what happens next and not allow others to decide on her fate.

Why Not Start with Some and Add More Later?

All of this work to get the whole family in from the start usually pays off well, especially in assisting the counselor to avoid the trap of becoming responsible to do something to help. Having all parties present together before we hear anything about "the problem" is very important to avoid forming unintended alliances with family members. When individual family members try to take me aside to give me "the straight scoop" or "something you should know," I tell them that it sounds important enough that they should bring it up when everyone is here.

THE FIRST SESSION

This narrative will be followed by an outline that suggests a structured approach to the first session. It can be a very productive work session, generally lasting one and one half hours. The practice of using the first session primarily for assessment is wasteful with this crisis-oriented client population.

Introduction

As counselors introduce themselves, it is valuable to set the tone for the "expedition leader" role. Let them know that as their family system consultant, you have some catching up to do. They know themselves and their history together, and you will be relying on them as experts on themselves. By inviting them to work with you to assemble a picture or mural, you will also be introducing them to the use of metaphor in your work together. This is also the time to let the family know how much time has been reserved for this session.

The Family's Introduction

It is an effective tactic for the counselor to postpone asking why they are here until after each member has introduced him or herself to the counselor(s), including their place and situation in the family. By staying with each person awhile, the counselor can encourage each to describe their context: outside interests,

external demands, problems with job or school, time spent away from home. Knowing where they live and work may illuminate the family's struggles.

Adults present are encouraged to be specific about their relationships. Are they the natural parents of all or some of the children? How long have step-parents been a part of the family?

How long have absent parents or children been separated from the family? Any deaths are particularly significant to be included in building this picture of the family's circumstances. If they are recent arrivals to the local community, knowing where they came from, the circumstances of the decision to move and who was left behind, may provide an excellent opportunity to hear about their feelings. This, in turn, provides the counselor with opportunities to let them know that they are understood and their circumstances appreciated, a major requisite for effective therapy.

How Family Members Feel About Being Here

This stage has two equally important purposes: (1) to provide an opportunity for the family to describe their communication patterns, and (2) to get each member of the family to express their feelings about being in the room there with you and the rest of the family under these circumstances. This stage may provide other opportunities as well. You can observe if

any members speak for others, correct others, talk about others without acknowledging their presence or discomfort, and probably the beginning sign of alliances within the family.

The process of getting all family members to come to a meeting with a stranger in a strange place typically represents an important pattern.

Therefore, I encourage counselors to ask each member how they found out about your agency and about coming in. How did they feel at the time? Now? What did they think it would be like? What do they expect now?

As you can see, this approach creates the opportunity for you to demonstrate to each member that their individual experiences are important to you and that you can appreciate how they feel. If you take this approach, you may also take this opportunity to learn about each of their expectations and fears and to tell them how you plan to conduct your business together this day.

Describing the Problem and The Family

It is most valuable to both the counselor and to the family to know how each member of the family would describe the problem and how it fits, impacts or is impacted by the family. This is a tricky stage, fraught with the danger of becoming an indictment of the family member who is considered "the problem." To increase your chances of getting an actual picture of how each member

sees it, it is helpful to avoid starting with the complaining parent or the "identified problem." If there is a second adult in the home, start there. "I'd like to know your view of this. How do you see it?" Start off rather general and become more specific, only as needed, so that the respondent is in the lead, projecting his picture into the ambiguity of the question. Younger siblings are more frequently ready to "tell the truth" than their elders, and it is advisable to go with them next. The complaining parent may well be getting restless by now, as her (so often the mother has been cast in this role) turn comes due. She may provide opportunities for you and the others to learn what this has been like for her, particularly sitting here while others described their views. This is particularly important when you turn to the "identified problem." who has been sitting through the entire round as the subject. Not only is his or her view very important for all to hear, past and present feelings may lead directly to work on underlying dynamics.

The Architects of the Family: What Were Their Dreams?

As the counselors develop their sense of the family, it is generally fruitful to ask the parents what it is like for them to hear members of the family describe it. Is some of it hard to listen to? What were their dreams of having their own family?

What were some of each parents' promises to themselves about how they would be as parents?... As spouses? Were there ways in which they were determined to be like and unlike their own parents? Has it been hard to keep these promises to self? What seems to happen? Do they ever feel that their intentions are misunderstood?

As a counselor, it is helpful for me to be in touch with what it must be like to be a parent trying to raise a girl today. (There are many examples for both genders.) You want to give her the same freedom of choice and personal responsibility as you would your son, but you are also afraid of what might happen if you do not protect her adequately from real dangers. You agree with your children that school seems to be a bore and a waste and you are not all that convinced that staying in there pays off. But you are also worried about what it will mean for them if they flunk out or quit. Is that Proficiency Examination really the equivalent of a high school diploma?

You want your children to be independent, but are you not responsible for setting limits, guiding them? As a father, you want your son to be close to you, but you have noticed that when he starts talking, you have a habit of picking up a paper or changing the subject. What does father think that is about? Mother wants more people, especially father, to share in household maintenance, but finds that she can barely tolerate

how they go about it. She finds herself unable to make it not her responsibility. What does she connect with about that? What would important people think of her, feel about her, if she let that go? How would she feel about herself? Where in her life does she think that comes from? A father says that he would be pleased if his wife went back to school or took an outside job, but the timing never seems right to him. Can he get in touch with both sides of that? How does he feel when he is in each place? Would he be willing to sit in a different chair for each position? (If the counselor is prepared for this technique.)

The Function of the Presenting Problem for the Family

In many cases the previous stage will provide the family with more than enough material to work on effectively enough to eliminate the need for one member to be scapegoated as the "identified problem." By making the implicit explicit and by encouraging family members to speak directly to each other about their views, feelings and difficulties, they are able to make good use of the crisis. After a few sessions, they may decide to stop counseling and to save any other sessions for which they are eligible for a time when communications have again broken down (to be expected in the best of circumstances). However, there are some situations where the presenting problem is assisting the family to avoid more threatening problems, real or imagined.

Ambivalence continues to be the most fruitful dynamic to stay with when the work with the family needs to progress to this stage in order to release the identified problem from his role.

The source of the ambivalent feelings of the parents, or even of the children may be the need to protect some member of the family and therefore their image of the family unit. A father who is fearful of retirement may complain that he cannot get his son to be responsible for himself - he is costing them so much money, how can he ever hope to retire? A mother complains that she wants to return to her pre-marriage career as soon as her youngest stops having trouble at school and with the neighborhood children. You and other family members notice how they describe their support for the very behavior about which they complain.

It is now time to seek out and face unresolved issues leftover from their families of origin; those which they have avoided up to now by being wrapped up in their marriage and family. They may not want to face their fears regarding:

- independent adulthood
- their own aging parents
- their desires to be unmarried
- their fear of being alone
- their fear that they are not sane, not competent, and not (or no longer) lovable.

They may feel wrong about something all their lives about which they have been determined to

prove others wrong. Very commonly they fear that their parents' warnings about how they would come to no good end may have been right after all.

Maybe a daughter has been chosen to act out a life her mother feels she missed out on. A son is chosen to be the irresponsible free soul his father dared not explore. While the parents work hard at controlling, unsuccessfully, that which is forbidden in their children, they are distracted from having to deal with it in themselves.

The need for highly qualified clinical supervision during this stage cannot be overemphasized. The family as a system is strong, but individuals may be very dependent upon dysfunctional dynamics within the family for their very survival. When families resist work in this area, it is probably with good cause and should be respected. Encouraging family members to be explicit about their fears in this regard may be the most freeing thing the counselor can achieve for the "identified problem."

A WORKING OUTLINE: COUNSELING FAMILIES OF
BEYOND CONTROL YOUTH

A. Developing Your Interactional System Eyes
and Ears

Questions to keep in mind as you watch and
listen to family interaction:

- What internal and/or external changes are
having an impact on the family?
- In what ways do family members support the
behavior about which they complain?
- In what ways does the problem behavior seem
to promote family stability?

B. Making the First Appointment Call

The appointment call to a parent begins your
work with the family.

- Keep the conversation as brief as possible.
Information about the problem behavior or
family history is important material for
all members to hear together in the first
session.
- Expect all members of the family to come to
the first session. One way to encourage
that is to say, "The way we work here is
with the whole family..."
- Avoid letting one person in the family
speak for other members. For example:
 - If a mother reports that the father
won't come in, encourage her to have him
call you to discuss it; or
 - If a parent questions whether siblings
should be involved, acknowledge that if

a child's behavior is upsetting him or her, it is probably affecting other family members as well.

- Invite the family to come in to work on what happens next rather than to be counseled or to talk about their problems.

C. Conducting the First Family Session

1. Meeting the family.

Purpose: To set a therapeutic context for your work together and begin gathering information.

For example, the counselors:

- Introduce themselves and announce the period of time reserved to work with the family today.
- Inquire if this is the whole family. Is everyone here? Does anyone else live with the family?
- Ask where they live (in what part of the city or county). How Long? If a short time, where before that?
- Meet each person one at a time, beginning with the parents, then moving from the oldest child to the youngest. Determine how each wants to be addressed.

Parents: Is s/he the natural parent to all children in the family?
If a step-parent family, where is the other natural parent?
How long this marriage? When did the other relationship end?

Children: Age, grade in school, attends which school?

Benefits of this approach:

- Tells family members that the therapists are putting together a picture-puzzle of the family.
 - Demonstrates that each person counts and will be heard.
 - Ritual style imparts a feeling of confidence as the counselors conduct their business systematically.
 - Gathers valuable data about internal and external circumstances.
2. Getting a look at family interactions while bringing the family members into the present with you.

Purposes: To provide family members an opportunity to reveal how they interact.

To set the stage for a re-definition of "the problem."

Examples:

- How did you find out about coming to today's appointment (asked of each person)?
- When did you first learn of it? From whom?
- What was your reaction?
- How do you feel about being here now?

Benefits:

- Reveals how family members communicate to each other about something that affects them all.
- Provides a way of finding out who knows what and brings everyone up to date.
- Gives each member of the family an opportunity to express feelings about being there and have their expression be accepted and encouraged. It provides a "first taste" of therapy.

3. Exploring how the problem helps the family stay stable and provide protection for other members.

Purpose: Assists each family member to consider the bigger picture-- beyond the "Identified Problem" (I.P.) and beyond the parent conflict with the I.P.

Examples:

- The counselor asks a third family member how it is between another two: "What goes on between those two? What do you think it's about?"
- Counselor asks one member of the family about conflict between another two: "How does it get started? Who does what? Who else is present?"
- Again, "What do you do when this happens?" Afterwards? Do either of the

others come to you for support or to tell their side?"

Helpful hints:

- This part of the session seems to be the most fruitful when you can start with a non-complaining parent or sibling of the I.P.
- When time allows, every member of the family should be encouraged to describe dyads within the family, and his/her response to their interactions and behavior. The result is typically that there are no true dyads but actually triads with one member seeming to be missing.
- It is best not to go to the complaining parent after the I.P., but before. Typically, the I.P. is more responsive, feeling less vulnerable, after others have preceded him/her. Putting off the complaining parent until last may feed that parent's fear that the counselor is setting up the rest of the family, even including the I.P. against her/him. If this does occur, bringing it out in the open by encouraging the expression of feelings about it may open the next stage of the therapy. (There are no mistakes, only experiments, hypothesis tested.)

- During this stage, counselors are frequently presented with opportunities to support the family's sense of competence by reflecting back the appearing patterns. ("So then it does make sense, doesn't it? When you are angry with your wife, the tension you carry does not leave you very tolerant of fighting between the kids. It only serves to remind you that the family is not as happy as you want it to be. No wonder you yell at them to stop it.")
- In a demonstration session, Carl Whitaker once asked a woman to describe the family before she sought therapy for herself (which preceded the family therapy), and she responded:
 "I got to the point of hearing myself saying the things my parents used to say, and at the time I said I'd never say. And I was yelling at them (the children) all the time." Whitaker reinforced the interactional system perspective by asking: "How did the family help you get to the point of dissatisfaction? How did you get enough love to raise hell with yourself, get unhappy with yourself by getting unhappy with the kids?" The woman returned to her connection with her own past: "My parents dumped so much negative on each other--I promised myself that I would never do like they did."

Whitaker later returns to the issue when her son describes seeing summer camp as an opportunity to take on a new identity: "Maybe that's where mother got the courage." She responds with: "I decided to love myself." She described how she had been counting on her husband to love her, and decided that she would do better to love herself, whether he demonstrated whether or not he loved her, or not. She stopped blaming herself for problems.

4. Exploring the influence of parental unresolved issues.

Principles: Parents' unresolved issues left over from family of origin impact on current family relationships.

The behavior of spouse and children elicit emotional responses that connect parents back to their unresolved feelings.

Improved understanding and communication will not get beyond "stuck points" until the influence of unresolved issues is dealt with. This is often the underlying cause of what appears to be resistance or sabotage.

Approach:

Counselors encourage each parent, as the architects of the system, to explore the following areas:

- What their life was like at a similar age to that of their children.
- Their childhood decisions about how their lives would be different from that of their parents.
- Ways in which the parents are determined to have things be the same as they were for them as children (How are they like their own parents? How are they different?)
- Their early decisions about how they would treat their own children differently from how they were treated in their family of origin.
- How they feel about their children's response to their efforts to create a better life.
- How they feel about their present life.

An example of the style in which this direction might be approached is again taken from the recent Whitaker workshop: "Can I push you one more step? Do you see similarities with your own family?"

5. Concluding with a translation of the presenting problem.

Purpose: Focus the family on selected issues as translated (usually with a positive connotation) by

the counselors and provide transition to work in subsequent session(s).

Approach:

- The counselor provides a positive analysis of how members have contributed to the development of interactional patterns in order to deal with individual and family needs.
- The counselor seeks family members' agreement on developing alternative ways to meet the same needs.
- The counselors support individual members interest in becoming able to choose with more self-awareness those characteristics of themselves they wish to act on, thus becoming less the victim of their own history. Family members are encouraged to be aware of how they may encourage or discourage these changes. They are informed to expect discomfort and upsets as their system is upset by these changes.
- Family members are encouraged to declare individually whether or not they want to return for another session and to declare any specific issues they want to work on when they do return.
- The counselor avoids taking the initiative for the decision to return and therefore avoids taking on responsibility

for the family's return and need to be in therapy. (This problem may be compounded when a child remains in shelter because I see it as appropriate for the counselor and agency to have a position regarding the need for counseling during temporary shelter.)

6. Setting the next appointment.

If the young person remains in custody:

--Counselor uses temporary nature of shelter to promote immediate follow-up session (recommended within 1 to 3 days.)

If the young person leaves the session with his/her family:

--Counselor explores family's level of urgency for return appointment, not presuming a weekly schedule.

TREATMENT: special problems

REJECTED AND "UNWANTED" CHILDREN

Whenever a counselor encounters a case where a young person feels so rejected by parents that he or she feels unwanted, the issue of living or dying needs to be addressed quite directly. There is considerable clinical evidence that adopted children have this as an issue even more than those who have not been relinquished by one or more parents.

When an adopted child feels unwanted by both his natural and his adoptive parents, the risk is great that the youth gets a message that he should not be. "Not be" messages can be lethal and they should be approached as such. In order to continue counseling outside of a hospital setting, it is essential that the counselor obtain a clear contract with the client that he or she has decided to live. Initially, this decision may have to be time limited until the next session. Without that minimal assurance, the client's self determination may have to be modified by his right to rely on the counselor to assist him to live.

Clinical supervision is essential in such cases. Clear access to hospitalization must be developed so that the counselor is not delayed to a life-threatening degree. This responsibility is too burdensome to carry alone. Share it with a professional supervisor or consultant.

TREATMENT: special problems

CHILD ABUSE

The dimensions of this problem are only recently becoming known and accepted. For years child abuse was considered exceptionally horrible, especially sexual abuse or molest. It may soon become only too common and even more sobering.

The most difficult task for the family counselor is that of maintaining the interactional perspective. It is difficult to separate individual responsibility from "blame."

It is instructive to remember how often efforts to "rescue" abused children and youth meet with sabotage by the very person we may see as a pure victim. By the time we as counselors learn of it, the youth has learned a part that cannot readily be dismissed.

As we assist the family to make interactional patterns explicit and unresolved issues known, each family member's need to hide from blame will be reduced. With this shift comes increased capacity to participate in required reporting procedures. The family may thus be assisted to retain as much self determination as possible. This can be accomplished as the counselor conducts an investigation into the possibility of abuse and the prognosis regarding the child's safety.

This approach not only has therapeutic merit, it also reduces the risk that the young person who is abused will feel permanently guilty for breaking up the marriage or the family. It also avoids setting up daughter against mother, a frequent tragic outcome of sexual abuse cases.

The high incidence of abuse in runaway cases is often given as the reason for not seeing the whole family at first contact. Actually, if it were a less frequent problem, we might be more able to risk the alliances and alienations that so often prevent effective family counseling.

It is a measure of the emotional safety required for effective therapy that young people frequently find ways to let it be known that it is not safe for them to return home until "something" changes. The goal of family counseling remains self determination. Trainers who advise withholding knowledge regarding shelter availability are taking responsibility for the emotional and physical safety of the entire family. The secret lies in responding to clients rather than rushing in to protect them.

The family counselor had best be wary of the client who wants to be protected without participating in the process. Instead, the counselor will see success more frequently follow a practice of facilitating the young person's insistence for care, respect, and autonomy within the family. It is in following this path that I have been

witness to daughters expressing hate, fear, betrayal and love toward fathers who have molested them. Each of these fathers agreed to meet with the police and district attorney without requiring their daughters to testify.

When I have been unable or unwilling to risk the emotional strain of confronting suspicions of any form of abuse in front of the entire family, I have been also unable to protect the victim from consequences at least as traumatic as the original offense. The prevailing practice is to start with the minor and parents separately when the referral reason is abuse. When the referral reason is run-away or other forms of beyond control, I would start with the family whenever possible.

TREATMENT: special problems

THE ROLE OF SHELTER CARE STAFF IN RELATION TO TREATMENT

Every individual in the service delivery system has the opportunity to contribute to the treatment or to interfere with it. Staff who listen to a young person's feelings and let him or her know what has been heard can facilitate the expression of feeling in subsequent family sessions.

The greatest risk is that in hearing anxiety, shelter care staff and foster parents will feel the need to reduce that anxiety for the young person, rather than limit their interaction to facilitating its acceptance as natural and expected. This creates a high risk that problem ownership will effectively transfer from the youth to the "helpful" adult. To make matters worse, the young person may even come to resent this "help" because it is, in fact, infantilizing. Rather than appreciate "all I did for her," she may well sabotage my best intentions.

Role play or Gestalt techniques that assist individuals to experience their mixed feelings and fears can make a valuable contribution to the family work. Group use of simulated families is recommended.

TREATMENT: special problems

TRUANCY AND SCHOOL BEHAVIOR PROBLEMS

This issue is generally outside the capacity of any DSO service system. There are a minimum of two interactional systems involved: the school, and the family. And, of course, both of these are elements interacting in the larger social and economic system.

At best, the counselor has therapeutic access to only one of these systems--the family. It is the parents and their children who are responsible for dealing with their role with the school system.

Family counseling can assist the family to search for their parts in the problem and can reduce the need for family members to blame each other. As a result, student and parent may join forces and become a powerful force for getting the young person's needs met.

Many DSO agencies find it additionally constructive to be available as resource people and facilitators, especially for reducing the blame inherent in most School Attendance Review Board (SARB) processes. The risk is that the agency will be asked to resolve the truancy and behavior problem. We can feed the crisis by staying who we are without leaving.

TREATMENT: special problems

THE INVOLUNTARY CLIENT

The controversy surrounding the issue of counseling clients referred by the justice system leads to a rhetorical question: *Is it the client who is involuntary or is it the counselor?*

Typically, mental health practitioners explain their objection to involuntary referrals by complaining that they are unable to form workable treatment contracts with people who don't want to be there. "You can't change someone who doesn't want to change, you know."

This paper presents a different approach. It begins the therapeutic experience upon the first contact, without the benefit of an explicit contract. It is presented here to stimulate discussion and consideration of some enjoyable approaches to what can otherwise be frustrating work.

The Controversy

The debate on this subject has been particularly heated during the most recent decade. Some socially conscious clinicians are properly leary of becoming an arm of social control and conformity. There is also an ethical "conflict of interest" issue. Who, in fact, is your client? Is it the agency that is sending the referral: court, probation, police, schools? What if the referral

source is a parent seeking psychotherapy for a child? Again, who is our client? Will clinicians sell out to the interests of their referral source, perhaps a paying third party?

When I was a probation officer, the administration and courts alike often treated us as if we were on probation, rather than our clients. In their view, it was we who were responsible for the performance of probationers. They seemed not to understand that by this responsibility-confusion they were excusing probationers, actually encouraging irresponsible behavior on the part of clients!

In my role as a consultant to counselors in various parts of California, I have the impression that they fear being placed in a similar position of being held responsible for the behavior of their clients. They respond to this fear by insisting that their clients be voluntary and not be required to participate in treatment as a condition of probation or even to avoid possible court action. Who, then, will provide this diversion opportunity? Asking justice system clients to declare themselves regarding their motivation for counseling at intake increases the incidence of negative responses and limits the alternatives to institutionalization. It remains an underserved population.

Defining the Client

If, as counselors, we decide that the persons referred, rather than the referral sources, are our clients, the dilemma is considerably diminished. We may find it necessary to repeat the question and our answer with every acceptance from a secondary source, that they are not the client. This is a problem frequently encountered by juvenile and adult court diversion contractors, drunk driving treatment programs and similar arrangements, where a third party initiates the referral and may even pay the bill.

We may feel the pressure to take on the responsibility to change the client's behavior to please the referral source, to convince them that their confidence is well placed. How different is this pressure from that felt with voluntary clients, to feel of value to them, to give clients a basis for hope, to give equal value for his or her time and money?

In order to be effective with this underserved population, the counselor does need to avoid a confusion that is frequently created between a description of the referral process and a diagnostic label ascribed to the client. This self-defeating cycle transforms the image of the client into one of a character disorder; a rigid diagnosis with a limited prognosis.

The Goals of Counseling

The task is to find an effective approach to the dilemma of counseling an involuntary client without becoming an arm of social control. Society's presumed interest in "coercive treatment" in the service of the "protection of society" can be served by defining the goals of therapy in terms of the needs and interests of the client. When the client finds a more effective and less conflictual way to meet his or her needs, society will be protected and served.

Responsibility

The ultimate responsibility for participation in counseling remains with the client, even when ordered to enter treatment by the court as an "alternative" to incarceration. As a probation officer, I learned that many people will choose not to participate, even when they seem not to have a choice to do so. They prefer to do nothing and to let the "system" take over. Often, the system did nothing.

As a result, I learned to accept the attendance and participation of those who were physically present, no matter how much they complained and disavowed responsibility for coming and participating. I even had a few probationers request to be ordered to come to counseling. I learned to appreciate the opportunity created by their ambivalence. Whenever I am tempted to rescue

clients from the consequences of their behavior, I try to remember those who were clear that they needed those consequences, at least for the present. They did know what they were doing. I also learned not to pressure them to "make up their mind."

The responsibility of the clinician, then, is to enhance the opportunity and choice aspects of the referral. The paradoxical quality of the circumstances of the referral seems to dictate the approach. Encourage the expression of resistance as the avenue of change.

What Has Worked More Often Than Not

What has worked most often and the best for me and for those I have supervised is to keep in mind that the client has chosen to come to see me, at least this once. However, I do not remind him or her of this fact. Rather, I emphasize the other side of the ambivalence and wait for the clients to claim their decision when it suits them.

I ask the client to describe to me the circumstances of their referral to me, as they experienced it, including the manner in which they were told. They are encouraged to say how they felt about it at the time and at present. If they prefer to tell what they think about it, I accept that, while noting to myself the translation for future reference. I offer, for them to try on, my own sense of what it must be like to feel forced to see me like this. They are encouraged

to report how it does or does not fit for them.

Opportunities

It is often at this point that clients begin to bring up, on their own, that they considered defying the order, trying to avoid it, even telling me of earlier success with this approach. With very little encouragement, at least verbally, these clients express dissatisfaction with their life more generally than the consequences of the offense. At that point, we have a voluntary client taking advantage of a good opportunity. Clients have reported, during concluding sessions weeks and months later, that they felt understood, accepted and appreciated to a degree they had never experienced before and had always wanted from parents, teachers, friends, and lovers. They saw this as an opportunity they might never have again. They felt totally in charge of what was happening in the sessions and therefore safe to explore past, present and future.

What About the Client Who Does Not Come To See the "Forced Referral" as an "Opportunity"?

Progress with this group is less dramatic but staying with them is instructive and entertaining. For them, the discussion of the referral process remains central. In suggesting to them that it must have been difficult to make the call and

keep the appointment, under the circumstances, I suggest more extreme reactions for them to try on for fit. "It must have been tempting to tell everyone to 'go take a flying leap' (or something stronger)."

At this point it is worth trying more exploration of what lead the client to decide to comply with the court's order. This is in the nature of trying out a hypothesis, an experiment. How the client responds determines where we go next.

- a. If he accepts the re-definition, I take the opportunity to compliment him for taking good care of himself under difficult circumstances. He is then ready to discuss both his interest in and his opposition to counseling.
- b. If he objects to the inference that he "decided" rather than being a passive victim, I take the opportunity to bring the problem into the present: "You must get tired of people like me not understanding what it's like for you, being ordered around, having so little choice in life..." (or something similar that fits in the moment.)

It is now time to check into his social resources. Is he having to put up with all of this by himself? Does he have a family of his own? How are others reacting to his situation? What do they say to him? What is his guess about what they are thinking? Does anyone give him advice

about how to handle this? What's this like?
I'm not surprised.

Somewhere in the dialogue, I usually end up saying something to this effect: "It sounds like your family blames you for reacting in pretty understandable ways." If he agrees, I begin working toward including family members in the counseling session. Frequently, these involuntary clients seem to feel a strong mixture of relief and anxiety regarding the prospect of including family members in the counseling.

In a way, the client is in a positive "double bind" at this point. If he insists that only he is the problem in his family, he has identified himself as a person needing to change. If he agrees that he was only doing the best he could do with problems at home, he supports the value of including family members in the counseling. At some point, it becomes clear to the client that working on his relationships with family members without their participation is doing it the hard way and a way of continuing to buy into the problem role.

What If the Client Announces that He Is Not Going to Continue?

It is important, at this point, to leave the responsibility with the client. Experience has taught me that this is often a request to be rescued from making their own decisions, acting

on them and learning from the natural consequences. To try to convince the client that it is in his best interest to remain in counseling is to relieve the client of responsibility and to encourage passivity. However, I do not recommend merely accepting the announcement on face value.

Instead, it is time for me to put on my best affective listening mode. We can assist the client to make explicit the factors leading to his decision to quit, the pros and cons that he considered. Most frequently, clients have responded well to the suggestion that they treat their decision as an experiment, paying attention to how it works out. Most decide not to try it. Others stop for a while and call to resume, which I allow as soon as my schedule allows. I have never had a court revoke for brief interruptions, only for not resuming by the time of the disposition hearing on the violation revocation.

What If He Comes to Counseling but Won't Work on Problems?

To over-generalize, these clients are usually more than willing to say that they don't like to come, even though they do show. The best way to keep from getting bored and frustrated with this mixed and contradictory message is in a projected form. I've had probationers who repeatedly talked about wanting to get off probation while seeming to enjoy being on. They would ask me to tell the judge to let them off or to change the conditions.

Eventually, I learned to tell them that they could request a court date and they could speak for themselves. As I encouraged this very real option, they would start talking about it not being so bad to be on probation. They would talk about using their at-risk status to avoid drinking binges with their buddies and other "capers." They told how they could blame the P.O. and Judge for being unreasonable and the reason that he would just have to cool it for a while, until he got off. Even his mother would seem more relaxed while he was on probation. He'd keep working to pay the child support even though it wasn't fair, the way his "ex-" misspent the money.

From here we'd start talking about what he'd really like to say to these people, and it wasn't usually very nice. These clients frequently said that they never expected anyone to encourage them to talk like this, except for their buddies. They talked about how often and by how many people they were punished for this kind of talk. We'd talk about what was probably going on with these people. My clients had some pretty good guesses! They began to talk about how hard it is to keep in mind that the other guy is acting out of fear rather than an intent to get you. This resistant client and I were actually into some constructive work after all.

What I think these years have taught me is that even the most resistant clients begin to catch on to how hard they have been trying and how frus-

trated and discouraged they get. They readily connect with how it was in their family of origin and the influence that has on them in the present. They seem to understand that, or at least accept it, better than many of us who have supposedly been educated in the social sciences. What sounds at first like a series of excuses can become an opportunity for mutual exploration of what it's like to be the client, the factors he considers in his decision making, the decisions he made as a child and is living out today. They create their own opportunity for re-decisions with enough support for being how they are now, before they consider changing. It's hard for anyone to change if they feel they are not good enough unless they do.

Part III:

REFERENCE MATERIAL

Some Thinking on Evaluating DSO Service Systems

Regardless of whether a DSO system is comprised of one agency or a dozen, the system itself has to be evaluated. A component or an agency by itself has to be regarded as part of a whole.

There are at least two levels being evaluated at once--congruence of system design with purpose, and effectiveness of service components as determined by client family outcome measures. There's no point in addressing the second level until after you address the first.

DSO evaluations should reflect and teach a sensitivity to a systemic perspective on things. In that way they will be congruent also with the nature of the appropriate service approach. Take a close look at the system's design image. Since a DSO system should have a no-fault approach to the casework, anytime the process itself reinforces blame, arrest, rescuing, it has a design flaw, by definition. Any program that is titled "Youth Service" and/or concentrates its information gathering and outcomes evaluation on youth is contradicting any claims to assisting families or having a family systems approach.

Cost-effectiveness may be an unwelcome phrase to some practitioners but it need not be. Any system will contribute to reaching its objectives if it does assess whether the design and its implementation is getting the most it can for its DSO money.

SUMMARY OF EVALUATIONS

There have not been any comprehensive research studies that demonstrate the most effective approach to deinstitutionalization. There have been some evaluations of programs that preceded AB 3121 which demonstrate that a crisis family counseling approach is more effective and less costly than the traditional approach generally followed in juvenile probation prior to AB 3121. The two programs studied minimized the use of juvenile hall detention and court proceedings, replacing them with family counseling available immediately, including evenings and weekends.

"Juvenile Diversion Through Family Counseling"

The University of California at Davis and Sacramento County Probation project was awarded "Exemplary Project" status by the Law Enforcement Assistance Administration (LEAA), which provided the federal funding for the project. The "National Institute of Law Enforcement and Criminal Justice" of LEAA widely distributed a 1976 report by the project administrators, Roger Baron and Floyd Feeney, of UCD's Center on Administration of Justice. According to the authors, the project approach relied on features which appear here in summary form:

- Immediate, intensive family counseling while the case is in a crisis stage.
- Total avoidance of formal court proceedings.
- Using the family counseling to avoid the use of juvenile hall.
- The use of temporary, voluntary placements as alternatives to juvenile hall, where necessary.
- 24 hour, seven day week telephone crisis service.
- Special training and consultation for staff.

The project was financed by a combination of Ford Foundation and California Council on Criminal Justice grants and went into operation October 26, 1970. The experimental design consisted of using the project approach four days per week and regular intake procedures, as a control group, the other three days, rotated monthly.

After two years, the results were quite promising:

Diversion from Court:

Control	19.8% (121 petitions/612 referrals)
Project	3.7% (36 petitions/977 referrals)

Assignment to Non-Court Probation Supervision
("Informal Probation")

Control	19.1% (117 of 612 cases)
Project	2.3% (22 of 977 cases)

Length of Stay in Juvenile Hall

Number of Nights	Control	Project
40 +	1.1%	0.3%
5-39	14.4%	0.7%
2-4	19.2%	3.0%
1	20.7%	9.9%
no overnight detention	44.5%	86.1%

Recidivism Within 12 Months

	Control	Project
601 & 602 W&I referrals	54.2%	46.3%
602 W&I only	29.8%	22.4%
Drug or felony referrals	22.1%	13.1%
2 or more 601 or 602	31.6%	24.6%
2 or more 602 only	12.2%	7.4%
2 or more drug or felony	5.9%	3.6%

The researcher's analysis of the results indicated that for every 100 referrals the project approach had 9.9% fewer 601 W&I, and 28.6% fewer 602 W&I re-bookings than the traditional control group approach. It is of special interest to the general community that law violations, particularly serious offenses, were substantially reduced with the new approach. The really good news is that the experimental approach also costs about half as much, overall, as the traditional procedure.

Average Handling Cost per Youth Referred

	Control	Project
Initial handling	\$ 74.94	\$ 27.72
All handling (includes repeats)	189.60	113.60

Average Detention Costs per Youth (\$14.75/night, 1970)

Initial referral	\$ 77.96	\$ 1.76
All referrals	214.27	98.98

Average Placement Costs per Youth

Initial referral	\$ 69.00	none
All referrals	157.76	61.43

Average Combined Costs (Handling, Detention, Placement)

	Control	Project
Total per referral	\$561.63	\$274.01

These results are a County Administrator's dream. The preliminary version of the Sacramento Probation results were used by Alameda County Probation to convince their administration to try a similar approach in 1971 without benefit of a grant. Both counties later made the new programs permanent.

Family Crisis Intervention Units, Alameda County Probation

On September 26, 1971, after a year of study dedicated to the 601 W&I "Revolving Door" problem, and eleven months following the start of the Sacramento Project, Alameda County Probation opened the first of its two Family Crisis Intervention (FCI) units. A staff and management committee convinced the administration to start the program without grant funds by transferring positions from the investigation units that would otherwise handle the referrals. The staff were selected from among volunteers throughout the department.

The conjoint family counseling treatment approach and crisis response was similar to that in Sacramento Probation's project. Without the additional financial resources, the staff schedule covered seven days a week from 8 a.m. to 11 p.m.

Although the new program did not have a formal research component, an evaluation was conducted by Rob Wimmell, Administrative Intern Staff Analyst, comparing pre- to post-FCI program performance. The study covered the first 15 months of operation, including only three with the second unit. The average workload during the period studied was 16 referrals/month/counselor. A summary of the results will reveal the similarity to those of the Sacramento County Probation Department Project.

Percent of Referrals Re-booked Within 6 Months SE-6

	<u>Pre-FCI (70-71)</u>	<u>FCI (72-73)</u>
602 W&I	14.8%	8.2%
601 W&I	39.7%	32.7%
601 & 602 W&I	54.5%	40.9%

601 W&I Petitions to Juvenile Court

(Pre-estimated because petition populations not comparable)	25-30%	4.4%
		(81/1803)

Cost per Referral

Case handling	\$166.22	\$109.27
Detention	135.04	21.70
Combined costs	<u>301.26</u>	<u>150.48</u>

Average Length of Stay in Juvenile Hall

Girls	9 days	1.7 days
Boys	14.2 days	1.5 days

(Note: the 15 month reduction in detention costs was estimated to be \$144,563.)

Initial 601 W&I Referral Detention Time

2 or more nights	81.5%	17.5%
1 overnight	15.5%	52.0%
6-12 hours	3.0%	17.5%
0-6 hours	0.0%	13.0%

Average Daily Population in Juvenile Hall

Boys	173	143
Girls	65.6	41.4

Of particular interest to county administration was the analyst's conclusion that FCI effectiveness resulted in a net savings in staff positions of 2.5, or 30% of the 8 positions invested.

ANNOTATED BIBLIOGRAPHYI. THEORY AND PRACTICE OF FAMILY THERAPY

Conjoint Family Therapy, Virginia Satir (revised edition), Science and Behavior Books, Palo Alto, 1967. Approximately 150 pages, (paperback).

A short outline that provides all the basics for understanding what to look for in family systems. Written by a revered pioneer in the field, The section on family history-taking is now rarely used directly with clients but remains an important structure for the family therapist to retain mentally. Every family counselor should have ready access to this book as a reference.

Families and Family Therapy, Salvador Minuchin, Harvard University Press, Cambridge, Massachusetts, 1974. 267 pages (hardback).

This book is on the highly specialized work of the Philadelphia Child Guidance Clinic. The techniques used by the therapists included in the six case transcripts may be used very selectively and are of most value in understanding family structure rather than as models to emulate. This "structural" school places heavy demands on the therapist. The book includes valuable diagrams of family structure and commentary on family process and therapist decisions.

Family Therapy, An Interactional Approach, Marizio Andolfi, Plenum Press, New York, 1979. 170 pages.

Translated from the Italian, this short book demonstrates how the disturbance seen in an individual is almost invariably not the real problem, even though the therapist may use it to join the family without joining the system. Andolfi states the value of this approach in the "Preface": "Family Therapy gives back to

the identified patient his capacity for self-determination within a changed family context." He describes how to see and report to the family a positive connotation for the disturbed behavior that activates the family's latent capacities for self-healing. Problem behavior then becomes a signal, an opportunity for growth. Chapters 1-3 and 5 are the most inspiring, that last being a brief 19-page report on two case examples.

Family Therapy in Transition, N.W. Ackerman, editor, Little, Brown & Company, Boston, Massachusetts, 1970 (a founder of family therapy explains his evolution from an individual analyst to a family therapist and researcher.)

Techniques of Family Therapy, Jay Haley and Lynn Hoffman, Basic Books, Inc., New York, 1967. 480 pages (paperback).

An interesting series of initial interviews by five family therapists: Charles Fulweiler, Virginia Satir, Don Jackson, Carl Whitaker and the team of Pittman, Flomenhaft and De Young. The authors provide brief transcripts of their own interviews with the therapists after listening to tape recordings of actual cases. An extensive but dated bibliography is included. A valuable look at family and therapist dynamics.

The Dynamic Family, Shirley Luthman and Martin Kirschenbaum, Science and Behavior Books, Palo Alto, 1974. 239 pages (hardback).

A very positive, growth-oriented approach to family therapy and the training of family therapists. Excellent case examples and discussion of the appropriate roles for the therapists, especially when families are breaking up.

The Family Crucible, Augustus Napier and Carl Whitaker, Harper & Row, New York, 1978. 301 pages (available in paperback and hardback).

An excellent portrayal of family therapy when "the problem" is a runaway, self-destructive adolescent. It includes commentary on the process of the co-therapist team and an excellent explanation of related theory. It has wide applicability. A "must read" for every family counselor.

The First Interview with the Family, Helm Stierlin, et. al. Brunner/Mazel, New York, 1980. 239 pages.

This is a very compact book by a four doctor team in Germany. They conduct their work always under each other's observation. Their book rushes from "Why Family Therapy?" in Chapter 1, through "Family Rules, Myths and Secrets" in Chapter 3, and on to scientific Do's and Don't's. The concepts of "binding and expelling modes" seem inadequate as explanations of behavior and the "delegation" function seems too singular as an explanation of family problems. The "Phases of the First Interview" are well worth considering. The book deals with a wide range of "problem families" in only 18 pages, but few books take on this topic at all. Together with the extensive discussion of the transcript of one family, the wide range of symptoms discussed are helpful in developing an interactional family dynamics perspective.

Paradox and Counterparadox, Selvini-Palazzoli, Cecchini, Prata and Boscolo, Aronson, New York, 1978.

Mara Selvini Palazzoli is the principle researcher and writer among the team of four psychiatrists working with the families of disturbed children, some of whom are described similar to our delinquent or beyond control youth. Their techniques are not directly applicable to the youth and family

counseling setting (2 doctors meet with family while 2 others watch from behind a mirror and interrupt and advise as necessary). Sessions are scheduled a month or more apart, with paradoxical prescriptions for the family to follow in the interim. What they are learning about the function of identified problem (I.P.) behavior can help all of us explore areas with prospects for releasing the youth from his or her role. It can also help us to develop a positive connotation to the presenting problem that may encourage the family members to participate actively in the counseling. The research institute is located in Rome, Italy, and families travel hundreds of miles, even by train, to work with the doctors there. Many had given up previously after years of individual treatment.

II. BACKGROUND RESOURCES FOR FAMILY COUNSELORS

Born to Win, Muriel James and Dorothy Jongeward, Addison-Wesley, Reading, Massachusetts, 1971. 297 pages (paperback).

Although written from the view of individual therapy, the importance of family dynamics in the development of individuals and their resolution of personal problems is made crystal-clear. Includes Gestalt experiments to enhance learning. The family therapist is required to weave the concepts into work with families without the assistance of the authors, however.

Peoplemaking, Virginia Satir, Science and Behavior Books, Palo Alto, 1972. 306 pages (available in both paperback and hardback).

Good for family members and counselors alike. Includes many exercises valuable for training. Demonstrates the importance of implied family rules, dysfunctional rigid roles, communication patterns, the role of the family in developing individual self-esteem and the development of an "open" system.

The Intimate Enemy, George Bach and Peter Wyden, Avon, New York, 1968. 384 pages (paperback).

Authentic case histories demonstrating the constructive communication of feelings in marriage, emphasis on hurt and anger. A useful book for therapists and clients to deal with the taboo on anger.

Scripts People Live, Claude Steiner, Grove Press, New York, 1974. 400 pages (available in both paperback and hardback).

Although a Transactional Analysis (T.A.) approach, its real value is in explaining the importance of early decisions that we all make while under the primary influence of our parents and other family members. Presents a thorough discussion of how individuals can release themselves from these life scripts by making new decisions consistent with their current situation.

Note: The following two books were revolutionary in their time, particularly the earlier one. The researchers moved in with families of mentally ill hospitalized patients. They present unforgettable descriptions of how functional the seeming mental illness is for a highly disturbed family interactional system. Sanity is a landmark book that should be read by all who even consider working with young people in any therapeutic relationship or setting. Leaves is a fascinating continuation of the work.

Sanity, Madness and the Family, R.D. Laing and A. Esterson, Penguin Books, Middlesex, England, 1964.

The Leaves of Spring, A. Esterson, Penguin Books, Middlesex, England, 1970.

III. SPECIAL PROBLEM AREAS OF INTEREST TO THE FAMILY COUNSELOR

Games Alcoholics Play, Claude Steiner, Grove Press, New York, 1971. Approximately 300 pages (available in paperback and hardback).

While it may seem to be only a Transactional Analysis (T.A.) approach to alcoholism, it is more importantly a vivid presentation of the family dynamics that contribute to alcoholism, including the victim, persecutor, rescuer triangle that occurs in other problems as well (e.g., child and spouse abuse, gambling, child neglect). Useful concepts for the family therapist to keep in the back of his or her mind.

The Abusing Family, Blair and Rita Justice, Human Sciences Press, New York, 1976, (paperback).

Outlines research on child abuse and intervention strategies with an emphasis on family dynamics. Chapter 3 is recommended for a view of the family psychosocial system and the shifting symbiosis. The book is helpful for learning diagnostic clues to high abuse potential situations.

Surviving the Breakup: How Children and Parents Cope with Divorce, Judith S. Wallerstein and Joan Berlin Kelly, Basic Books, New York, 1980. 340 pages.

This is the long awaited report of the 5-year study on the immediate and long-range effects of divorce on children and on their relationships with their parents. Sixty Bay Area families cooperated with the two clinicians who were based in Marin County. It is not a happy report. The child's anger and sense of loss, desires unmet, last over the years. The breakup's disruption of the mother and father's capacity

to parent presents a serious threat to the child. The importance of each parent's relation to the child does not diminish regardless of how infrequent the contact is. Must reading for all.

A B 3121 CONFERENCE

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MAJOR PRESENTATIONS

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