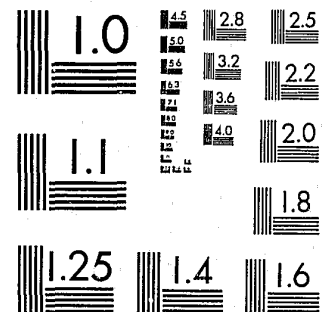


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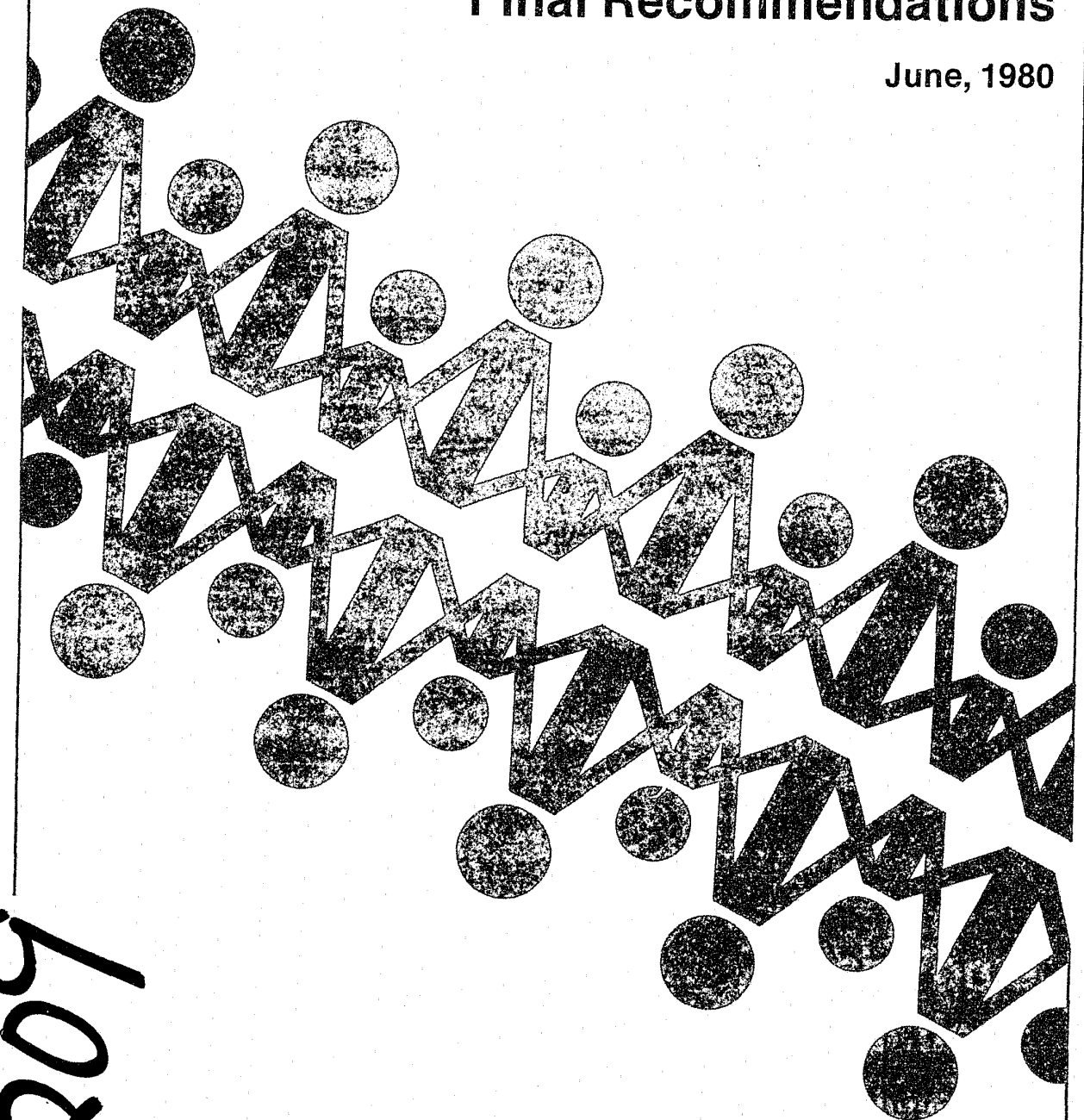
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7/27/81

Task Force Final Recommendations

June, 1980



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Washtenaw County Coordinating Council
for Children at Risk

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Washtenaw County Coordinating Council
for Children at Risk

X
TASK FORCE
FINAL RECOMMENDATIONS
June, 1980

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Washtenaw County Coordinating Council
for Children at Risk

Board Members

President: Paul Helber, Washtenaw Intermediate School District
Vice-President: Marcia MacMullan, Juvenile Court
Secretary: Pam Byrnes, Friend of the Court
Treasurer: Ken Arney, Chelsea Hospital
Board Members: Lucy Bauman, University of Michigan Hospital
Marcia DeLeonard, Washtenaw County Department of Social Services
Barbara Feldt, Ozone House
Elizabeth Holmes, Willow Run Schools
Marjorie Ziefert, Child Care Coordinating and Referral Service, University of Michigan
Interdisciplinary Project on Child Abuse and Neglect

Participating Agencies

Ann Arbor Community Center	Ozone House
Ann Arbor Police Department	St. Joseph Mercy Hospital
Ann Arbor Public Schools	University of Michigan Hospital
Beyer Memorial Hospital	Washtenaw Council on Alcoholism
Catholic Social Services	Washtenaw County Bar Association
Chelsea Community Hospital	Washtenaw County Community Mental Health
Child Care Coord. & Referral Service	Washtenaw County Sheriff's Department
Dawn Farms	Washtenaw United Way
Department of Social Services	Willow Run Community Schools
Friend of the Court	Washtenaw Intermediate School District
Juvenile Division of Probate Court	Ypsilanti Police Department
Michigan State Police	Ypsilanti Public Schools

Project Staff

Joanne Leith, Project Director
Jill Feldman, Program Development Assistant
John Wylie, Community Education Specialist
Nancy Suter, Executive Secretary

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August 1, 1980

To Whom It May Concern:

As President of the Board of Directors for the "Washtenaw County Coordinating Council for Children at Risk", I want to take this opportunity to express appreciation, on behalf of the the Board, to a number of individuals and agencies. The occasion for this note is the completion of the WCCCCAR Task Force Report on Diversion and the one on Foster Care. Many people participated significantly in these efforts, and all of those individuals should be recognized for their involvement and support.

Of special note are the members of the two task force groups. The chairpersons of these bodies were Mr. Paul Dufresne of the EMU Police Department and Ms. Elizabeth Holmes of Willow Run Community Schools. These two individuals were untiring leaders and deserve special thanks.

The staff of Children at Risk: Mrs. Joanne Leith, Ms. Jill Feldman, Mr. John Wylie and Ms. Nancy Suter also are to be commended for their contributions of expertise and their dedication to quality products.

Finally, appreciation must be expressed to the agency directors, school superintendents, program supervisors and boards of directors who provided release time for their employees to work on this project.

We look forward to continued progress in behalf of the community's "at risk" population. The completion of these reports provides a significant step toward that end.

Sincerely,



Paul R. Helber
Asst. Director,
Special Education, WISD
(Board President,
WCCCCAR)

ACKNOWLEDGMENTS

Sincere appreciation is extended to all Task Force members for their contribution to this project. Many hours have been given, inspiring ideas shared, and impressive expertise provided by the total Task Force membership. Elizabeth Holmes, Chairperson of the Foster Care Task Force, and Paul DuFresne, Chairperson of the Police Diversion Task Force, are to be commended for their quality leadership and intense commitment to the goals of the Task Forces.

To all organizations represented on the Task Force groups, we express appreciation for their contribution to this effort. We are especially grateful to the Board of Directors of the Washtenaw County Coordinating Council for Children at Risk for their support and assistance in the development of these recommendations, and for securing the resources necessary for the project.

For their financial support, we thank the Michigan Office of Criminal Justice Programs. We also extend appreciation to the Washtenaw County Board of Commissioners for sponsoring this grant.

To my staff members, I am especially indebted for their expert assistance and dedication in all phases of the project.

Joanne E. Leith

Joanne E. Leith
Project Director

INTRODUCTION

Although a well-developed youth services network has been established in Washtenaw County, a variety of problems still exist. The Washtenaw County Coordinating Council for Children at Risk has responded to program managers and civic leaders who recognized that lack of interagency coordination produced major barriers to an effective system of services. Preliminary studies indicated that instead of preventing delinquency, exchange relationships among agencies tended to escalate problems because of confusion, conflict, and myths over specific responsibilities.

In 1977-78 the Council sponsored a basic study that documented the extent of multi-court, multi-agency involvement in child abuse and neglect situations. A key finding of the study is the significant crossover of children from the neglect to the delinquency case-load, surfacing in early adolescence. The Council has established that cases involving young teenagers labeled "neglect," "delinquent," or "emotionally disturbed," present the most difficult and controversial case management problems.

During 1978-79 the Washtenaw County Coordinating Council for Children at Risk engaged in a county-wide needs assessment and comprehensive plan for children and youth services in Washtenaw County. Problems regarding case processing, lack of feedback and limited coordination within the services network were identified. Included were numerous recommendations to promote improved coordination between existing programs, prevent duplication, and determine needed juvenile justice services. This plan then provided the basic structure for the present project.

The Council prioritized specific recommendations for improved services from this comprehensive plan and selected the following three problem areas judged to have the highest impact on delinquency prevention programming:

- 1) Improvement of foster care services for teenage youth,
- 2) Development and approval of a uniform procedure for diversion of status offenders from the juvenile justice system acceptable to the county law enforcement agencies and Juvenile Court,
- 3) More effective use of existing services by providing community education and in-service training of service providers. The basic strategy was to construct and introduce into the services network models for cooperative action and coordinated planning.

With each specific delinquency prevention recommendation that was selected for implementation, the Council is responsible for: developing models for service improvement; facilitating acceptance of these models through extensive community education and in-service training; assisting individual organizations in implementation of those recommendations.

The primary method for implementation is that of the Task Force. This mechanism was used as a forum for deliberation, consensus building, and program implementation. Selection of the Task Forces was of major importance because of their capacity to generate the influence necessary to promote organizational changes, and to obtain inter-agency support for the changes proposed in the Needs Assessment and Task Force recommendations. Each problem area was then assigned to a Task Force composed of knowledgeable and committed agency personnel, civic leaders, and youth representatives.

FOSTER CARE TASK FORCE

Dear Task Force Members,

A tremendous vote of thanks goes to each Foster Care Task Force Member and the Washtenaw County Coordinating Council for Children at Risk staff for the enthusiasm and hard work each person has given to fulfilling the goals of the Task Force. The expertise and knowledge of these persons has been impressive; the dedication to developing recommendations to enhance the adolescent foster care network in Washtenaw County has been most exciting. Their eagerness and willingness to share ideas and work closely with one another has been in a microcosm, the type of communication and coordination we strive to see happening in the total Washtenaw County foster care related community.

I've truly considered it a privilege and pleasure working with this Task Force.

Elizabeth Holmes

Elizabeth Holmes, Chairperson
Foster Care Task Force

MEMBER

Ava Adler
Fred Asmussen
Marilyn Board
Bob Bowen
Shirley Burkenbine
Jeanette Drew
Mary Egnor
Carol Hoffer
Elizabeth Holmes, Chairperson
Lineve Jensen
Betty Kottak
Mark Lowenthal
Tami MacDonald
Ron McCutcheon
Susan Michaud
Ophelia Patillo
Chris Roach
Art Schuman

REPRESENTING

Washtenaw County Juvenile Court
Washtenaw United Way
Washtenaw County Department of Social Serv.
Public at Large (UAW)
Family Group Homes
Public at Large (EMU Foster Parent Prog)
Board of Commissioners
Child and Family Services
Willow Run Public Schools
Saline Public Schools
Catholic Social Services
Ozone House
Youth Representative
O'Brien Center
Family Group Homes
Foster Parent
Youth Officers' Association
Community Mental Health

Resource People

Jill Feldman
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Washtenaw County Coordinating Council for
Children at Risk, Program Development
Washtenaw County Coordinating Council for
Children at Risk, Project Director
Washtenaw County Coordinating Council for
Children at Risk, Community Education

RECOMMENDATIONS OF THE FOSTER CARE TASK FORCE

Section 1 - Description of Process

The Task Force was charged with the assignment of constructing a coordinating model to increase the ability of the existing services network in Washtenaw County to serve high-risk teenagers more effectively. The following objectives were addressed:

1. provide the means to utilize the existing foster care capacity more effectively.
2. improve access to foster care by such key case finders as police, educators, mental health workers and teenagers in rural areas.
3. improve the technical skills of foster parents, particularly with regard to adolescents.
4. identify foster care needs which cannot be met by the existing foster care capacity.

In the initial meetings of the Task Force, discussion centered on directions the group could pursue. After evaluating several options the membership selected the Ron Lippitt process to provide stimulation for future planning in the services network. This choice was based on the experience and recommendation of a Task Force member. A description of the Lippitt process can be found in the book, Building the Collaborative Community, "Mobilizing Citizens for Action," by Eva Schindler-Rainman and Ronald Lippitt.

The process required identification of strengths and weaknesses of the current system. After prioritizing these ideas, five areas surfaced as potentially having the greatest impact for improving foster care services to teens at risk. Each of these five problem areas became the central focus of subcommittees within the Task Force.

The result of the Lippitt process follows:

SUMMARY OF LIPPITT PROCESS

** PROUDS **

1. Large number of resources.
2. Emphasis on treatment and return to family of origin.
3. Foster care workers' willingness to change.
4. Educational resources.
5. EMU Foster Parent Program.

* SORRIES *

1. Insufficient in-home services as alternative to foster care, and methods to measure their effectiveness.
2. Lack of financial resources for foster care programs.
3. Insufficient recruitment and support systems for foster parents.
4. Lack of Shelter Care facility for status offenders.
5. Lack of realistic expectations of what foster care will accomplish.
6. Lack of communication among agencies.

*** 1985 ***

1. Family coping skills enhanced by in-home services (including possible \$ subsidy to natural families before placement need).
2. Adequate youth jobs and training.
3. Shelter Home.
4. Coordinated system.
5. Effective intervention to drug abuse.

The following focus was given to each subcommittee:

1. In-Home Services

- develop services to help reduce the level of stress in a family so the family may remain together.
- improve coping skills of parents and teenagers to potentially eliminate need for out-of-home placement.

2. Emergency/Temporary Shelter Care

- develop a plan for a non-family shelter facility for youth who need temporary care in a well-controlled setting until appropriate referrals can be made.

3. Support Systems

- improve support system for foster family, foster youth, natural parent, foster care worker.
- provide effective technical skills to foster parents.

4. Recruitment

- develop a creative model for recruitment with the cooperation and coordination of all service providers in the county.

5. Communication and Coordination

- improve communication and coordination within the foster care services network.

Volunteer committee assignments were made by using a ballot system of first, second, and third choices. A chairperson for each subcommittee was appointed by the Task Force Chairperson. The following list identifies subcommittee membership:

1. In-Home Services

Betty Kottak, Chairperson
Lineve Jensen
Art Schuman
Ophelia Patillo

2. Emergency/Temporary Shelter Care

Ava Adler, Chairperson
Marilyn Board
Ron McCutcheon
Chris Roach
Mark Lowenthal

3. Recruitment

Carol Hoffer, Chairperson
Bob Bowen
Mark Lowenthal

4. Support Systems to Foster Care Network

Jeanette Drew, Chairperson
Tami MacDonald
Ophelia Patillo

Additional Foster Parents:
Mr. and Mrs. Dick Mays
Ms. Joyce Eskera

5. Communication/Coordination

Shirley Burkenbine, Chairperson
Fred Asmussen
Mary Egnor

While the creation of subcommittees allowed individual members to intensely focus on fewer issues, each Task Force member has been responsible for the final recommendations which represent the coordinated effort of the entire Task Force.

The Task Force met monthly from December 1979 to May 1980. Discussion centered on the progress reports of each subcommittee. In sharing concerns regarding the emerging directions of each subcommittee, support and advice was offered by the total membership. Further clarification and redefinition of goals occurred periodically throughout that time.

The subcommittees met a total of 18 times in addition to the monthly Task Force meetings. Interim reports were evaluated on April 2, 1980, by the full Task Force. Efforts toward completion of recommendations continued up to the final report. Agendas and minutes of all Task Force and subcommittee meetings are available upon request at the office of the Washtenaw County Coordinating Council for Children at Risk.

The recommendations of the Foster Care Task Force are as follows:

Section 2 - Recommendations

The following recommendations are divided into four parts. The first two sections describe those recommendations that the Task Force feels should be given primary consideration. The third section discusses recommendations that the Task Force feels should be considered but are not a first priority. The fourth section describes programs for which recommendations are not being made at this time because further study is necessary.

Services to Foster Families

Recommendation: Coordination and possible expansion of educational and support programs for foster families.

Finding and keeping good foster parents is a continual challenge to foster care agencies. Foster parents and potential foster parents cite feelings of inadequacy, lack of essential skills, and lack of clarity about what is expected of a foster parent as reasons for becoming inactive or not initially pursuing foster parenting.

The Task Force recognizes that there are educational and support programs in the community that can be used by foster parents. These resources need to be made available to all foster parents. Where a need is identified for which no appropriate programs exist, such programs need to be instituted.

To implement this, a coordination effort is needed so that knowledge of existing programs such as the EMU Foster Parent Education curriculum is disseminated to all foster parents. Vehicles such as the C.A.R. newsletter can also be employed to get out this information. Where a gap in available programs is identified, the coordinating body can recommend and advocate for additional educational and support opportunities. In addition, agencies need to keep each other informed of programs they are offering to their foster parents that are open to other foster parents.

Three types of educational and support programs were identified. They are as follows:

A. Education and support concerning adolescent substance abuse.

Many adolescents experiment with drugs or alcohol at some time. Adolescents in foster care are especially vulnerable to the attraction of substances. The Task Force feels that foster care workers and natural parents as well as foster parents can benefit by specialized education regarding substance abuse. Additional support services would include:

1. Gatherings for foster parents to learn about substance abuse and share ideas and experiences.
2. 24 hour availability of a resource that can offer expertise about substance abuse and support to the foster parent.

To implement the preceding activities the support and participation of the existing substance abuse services network (i.e. Drug Help, Washtenaw Council on Alcoholism, Ozone House) must be enlisted to work in tandem with foster care agencies. Additional participation will come from other foster parents.

B. Other educational and support programs relevant to the needs of foster families.

These could include such topics as foster care law, child development working with natural parents, or the challenge of being the natural child of a foster family taking in foster children.

C. Support groups for foster children.

Being a foster child is stressful. A child leaves his/her home in crisis and enters a new home as a stranger, which requires great adaptations. In addition, foster parents are not able to provide all the answers and support their foster children need.

Support groups could be expansions of existing programs such as the YAC's "Children are People" program or Ozone House support groups.

Recommendation: An Annual Foster Family Recognition Day.

Foster parents perform a tremendous service to the community but seldom get many "thanks" for the fine job they do. The smallest acknowledgment goes a long way toward helping foster parents to know that they are valued.

This year, through the efforts of the Task Force the County Board of Commissioners proclaimed May 16 Foster Parent Recognition Day. Foster parents in the county received a carnation and letter of appreciation. Next year the Task Force would like to see a more extensive recognition. There are a number of ways this could be implemented. Some initial interest has been expressed by a service organization in the county to coordinate an event such as an ice cream social for all foster kids and foster families. Funds for this could be sought from various service organizations in the county.

Recommendation: Periodic meetings of foster care workers.

Being a foster care worker is a challenging and often stressful job. Foster care workers work long hours and must have extensive patience and understanding.

The Task Force has identified a need for a communication and support system for foster care workers. The following are the goals of such a meeting:

1. To provide a support system for foster care workers by recognizing the importance of the job they do.
2. To offer an opportunity for specialized education around aspects of foster care.

3. To familiarize foster care workers with other similar agencies and their programs and problems.
4. To provide a forum for the sharing of information about programs, services, etc. of agencies that others could attend.

Coordination of such meetings could rotate among agencies involved. A luncheon meeting would probably be best so that there would be time for informal conversation as well as a speaker.

Currently DSS is the only agency with a separate worker to do recruitment. In all other agencies recruitment and foster care functions are all performed by the same person. The Task Force feels that while it is essential that foster care workers meet, the issue of recruitment is so important that it should be dealt with at a separate meeting or at the minimum be the main focus of one of the periodic meetings.

Currently each agency recruits foster homes independently, with minimal communication and coordination with other agencies. This allows duplication of efforts and creates confusion among potential foster parents regarding with which agency they should become involved. Each foster care-providing agency tends to focus on a particular type of foster care. This is one of the strengths of having several foster care-providing agencies in the county. However, a periodic meeting to focus on recruitment would facilitate more effective channeling of potential foster parents to the most appropriate agency. Such a meeting would also expedite more effective and appropriate recruitment efforts by readily providing support as the different agency's needs for foster homes become more or less acute.

***The Foster Parent Association can be a vital and meaningful group for foster parents. It provides support and education and it also promotes legislation that impacts on foster care. In addition such an organization would be extremely valuable as an advocate for the implementation of many of the above recommendations.

Services to Intact Families

Intact families are defined as those families who are under stress and are at risk of requiring foster care.

Recommendation: A Parent Aide Program for parents of adolescents and/or adolescent parents.

The parent who is socially isolated, lacking in adequate parenting skills and adequate knowledge of community resources is a high risk for child abuse/neglect. Many such parents have children in foster care at some point. A Parent Aide, acting as a friend and an advocate, is a caring adult volunteer who spends a few hours a week with such a parent.

At this time Catholic Social Services administers a Parent Aide Program. The funds come from Protective Services and thus eligibility is limited to parents who are identified Protective Service cases. Also,

the current program largely serves parents of young children. In keeping with the goal of prevention, the Task Force would like to see this program expanded so that parents who are not abusive or do not wish to be identified with Protective Services can benefit from a Parent Aide. The Task Force sees the Parent Aide Program as potentially valuable for parents of adolescents who very much need to be relieved of the often intense and stressful demands of raising a teenager. The Task Force also feels that such a program can be effective in reaching out to adolescent parents. In addition to coping with the stress of the "normal" adolescent maturation process, teenage parents are handicapped by inadequate parenting skills exacerbated by social ostracism.

Parents who are able to effectively tap into needed community resources are less apt to experience the isolation and frustration that often leads to child abuse. An additional function of a Parent Aide would be to assist the parent in locating needed services. The Parent Aide supervisor is conceptualized as being in touch with the broad spectrum of services available in the community and thus being able to provide the necessary information and direction to the Parent Aide and thus to the parent.

To implement this dual recommendation, expansion of the Catholic Social Services Parent Aide Program should be explored initially. Other resources to be explored include: Health Department/Visiting Nurses Association link, Senior Aides, using foster parents without a foster child in care, the EMU Institute for the Study of Children and Families for support in identifying funds and assistance in coordination and implementation. This resource list is by no means exhaustive and serves to illustrate the potential for implementation of this program.

Recommendation: Coordination with Parents Anonymous.

Parents Anonymous is a self-help group for parents who are or are fearful of becoming abusive or neglectful. The number of parents who are aware of or who avail themselves of this group support is very small in Washtenaw County. Parents Anonymous offers support and education to parents. These components are both vital to the prevention of child abuse and thus use of foster care. Parents with children in foster care can also join Parents Anonymous.

Additional Recommendations

Recommendation: A curriculum to teach parenting skills.

A primary preventative strategy is teaching parents and potential parents how to parent effectively and thus make parenting a more rewarding experience. Children as well as adults should be exposed to such courses.

To implement this recommendation, existing curriculum needs to be identified first. Then people can be channeled to resources that would be appropriate for them. Where there are gaps in the availability of such

a curriculum, courses need to be recommended and advocated for. The public schools and/or various college and university programs in education need to be enlisted.

Recommendation: A list of necessary information that would be helpful to foster parents should accompany a child being placed in foster care.

A concern of foster parents is not having adequate information regarding the foster child when the child is placed. Developing such guidelines could be a task of the periodic meeting of foster care workers.

Recommendation: A police check of all homes being licensed.

Concern was expressed by a number of Task Force members that a police check be completed to determine if a potential foster parent has a criminal or civil record or is involved with the legal system now. Without this measure one cannot be sure whether the home where a child is placed is appropriate; thus the potential for serious risk to the child exists.

It is important to note that the police check is meant to provide an additional awareness in determining whether or not to license a foster home. If it is found that a potential foster parent has had police involvement, that factor would not in and of itself cause the parent to be ineligible for licensing.

Recommendation: Develop a profile of a successful foster family.

Such a profile would be an invaluable aid to more effective recruiting.

Other Concerns

Emergency Shelter Care The Task Force examined the need for emergency shelter care for youth who require temporary care in a well controlled setting until an appropriate referral can be made. The Task Force found that statistical data to support the need for such a facility was extremely difficult to obtain and, in fact, statistical support for the facility is not available at this time.

The difficulty springs from the fact that youth who fall within this category of need are not being placed anywhere now. All potential placement facilities such as juvenile detention, hospitals, residential treatment, and foster homes tend to avoid children in severe and unpredictable emotional states for a variety of reasons. Some facilities do not feel capable of handling such children and others do not see it as their responsibility.

Should these children be considered a legal problem and thus involve them in the juvenile justice system? Should they be placed in private homes where they could be a danger to themselves or others? Should they be taken by medical facilities not designed to care for children? These

are some of the questions raised in the course of the investigation done by the subcommittee on Emergency Shelter Care.

The Task Force would like to continue to pursue this issue. It is recommended that a link be made with the Youth Officers Association and Community Mental Health. These two organizations are already pursuing means to admit children with serious emotional problems to local medical facilities until a more appropriate placement can be made. Contact will also be made with Juvenile Court Judge Loren Campbell to gain the support and participation of the court.

Short Term In-Home Counseling: The Task Force supports the idea that if a foster care agency were able to provide short-term (3 hours suggested) in-home counseling as soon as such a request for foster care was received, unnecessary placements could be avoided and the family could be assisted to remain intact. Such counseling could be used to help the family reassess the request for placement and locate community resources, including extended family counseling or other alternatives to foster care. Those agencies providing the service would require considerable additional funding. Because of that limitation the Task Force is not recommending the program at this time, but it will continue to be a consideration for the future.

Section 3 - Evaluation of Task Force

Benefits Accrued Through Task Force

The Foster Care Task Force worked diligently to arrive at many recommendations for improved foster care services to adolescents in Washtenaw County. In addition to this report, several other positive results occurred from the work of the Task Force. Representatives on the force developed a clearer view of the problems concerning foster care for this target population. They also developed a better understanding of other counties' services and programs in addition to services which are provided in Washtenaw County. The end result of this increased knowledge has been a higher level of coordination and cooperation between those working directly and indirectly within the foster care network.

Problems Encountered

In the course of the Task Force work, there were several problems which needed to be faced. (While none of these impeded the final result of the Task Force, each in its own way presented an obstacle which required resolution if the Task Force was to be successful.)

As might be expected whenever representatives from different agencies and disciplines gather, each representative had his/her own concept of what problems were most pressing, which ones affected his/her agency most directly, and therefore what direction the Task Force should follow. These inherent factors, along with the nature of the charge, added to the challenge of the Task Force.

Once specific directions of the Task Force were identified, supportive statistics for some committees were necessary to document the problem areas identified by the subcommittees. Supplying these became a difficult task, particularly for the Emergency/Temporary Shelter Care subcommittee. It was agreed by the Task Force members that without such statistics, it would be difficult to make recommendations for change.

A third problem faced was one of time constraints. As all of the Task Force representatives were working voluntarily on this project and had professional obligations to their own agencies, it was often difficult to assemble the members as often as might have been desirable to progress at maximum speed. Therefore, time constraints prevented in-depth exploration of some of the recommendations.

Youth representation on the Task Force was considered to be an important component in creating a coordinated model. Identification of appropriate youth, their availability during daytime hours, and role clarification surfaced as problems in retaining the assistance of young people on the Task Force.

What Has the Task Force Already Accomplished

In addition to the final recommendations, the Foster Care Task Force has already accomplished several objectives.

The Task Force initiated the idea of establishing a Foster Parent Recognition Day in Washtenaw County. A request was made by a Task Force member to the Washtenaw County Board of Commissioners that May 16, 1980 be proclaimed Foster Parent Recognition Day. (See Appendix A-1 for a copy of the proclamation.) The project involved a good deal of inter-agency cooperation and use of volunteer resources in efforts to extend appreciation to all foster parents in the county. In addition, planning has begun to make this an annual day of recognition.

The Foster Care Task Force has also been a vehicle for communicating awareness of the foster care network and needs within that system. Articles in the Children at Risk newsletter and in the newspapers have communicated information both about services provided and problems currently facing foster care service providers. In addition, the Brown Bag luncheon series has been utilized as a vehicle for in-service training of foster care workers, foster parents and agency personnel.

Initial steps have already been taken to initiate another recommendation of the Task Force. A meeting of foster care workers involved with licensing took place on April 17, 1980 (see Appendix A-2, A-3).

Problems Not Addressed by Task Force

There are some problems that could not be addressed by this Task Force but are perceived as needs in the foster care system. These were revealed through the Lippitt process and are as follows:

- Too few staff
- Poor funding of foster parents
- Lack of financial resources
- Lack of vocational training (education)
- Housing problems
- Lack of adequate youth jobs
- Lack of adequate vocational education/training
- Lack of adequate recreation for youth

Where Do We Go from Here

The next stage of development is the implementation phase. It is recommended that the Washtenaw County Coordinating Council for Children at Risk restructure the Task Force for implementation of these recommendations. Those currently on the Task Force and wishing to continue should be encouraged to do so. New members should also be actively recruited for the next stage of implementation. A subcommittee of the newly-designed Task Force could be responsible for research related to funding for some of the recommendations. Possible funding sources may be private foundations, corporate foundations, and community service organizations. Linkages with the Institute for the Study of Children and Families may also provide access to additional funds.

APPENDIX A-1

PROCLAMATION

April 30, 1980

WHEREAS, there almost always will be orphaned/neglected children in need of parents; and

WHEREAS, it is recognized that foster parents provide a most essential human service for children in need of parents heretofore not celebrated; and

WHEREAS, it is recognized that a public statement of appreciation to foster parents is appropriate and long overdue;

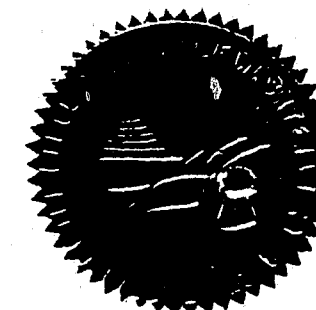
NOW THEREFORE, I, Richard G. Walterhouse, am pleased to declare May 16, 1980 Foster Parent Day in recognition of untiring service and concern for the welfare of children in need of temporary parents.

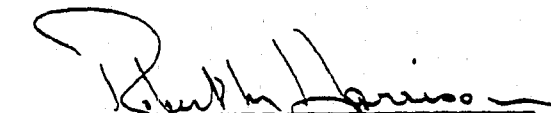
STATE OF MICHIGAN)
COUNTY OF WASHTENAW) ss.

I, Robert M. Harrison, Clerk of said County of Washtenaw and Clerk of the Circuit Court for said County, the same being a Court of Record:

Do hereby certify that the above Proclamation is a true and compared copy of the Proclamation made by the Chair of the Washtenaw County Board of Commissioners at an adjourned session held at the Court House in the City of Ann Arbor, Michigan, on Wednesday, April 30, 1980 as appears of record in my office. That I have compared the same with the original and that it is a true transcript thereof and of the whole thereof.

In Testimony Whereof, I have hereunto set my hand and affixed the seal of said Court at Ann Arbor, this 18th day of July, 1980.




Robert M. Harrison
Washtenaw County Clerk

APPENDIX A-2

First Quarterly Meeting of Foster Care Licensing Workers in Washtenaw
County

April 17, 1980

PRESENT: Mark Lowenthal, Ozone House; Betty Kottak, Catholic Social
Services; Pat Ruby, Department of Social Services.

NOT PRESENT: Carol Hoffer, Child and Family Services; Ron McCutcheon,
O'Brien Center.

Because this meeting was a product of the Children at Risk Foster Care
Task Force's Recruitment Committee, Mark Lowenthal, a member of the re-
cruitment committee chaired the meeting.

The idea of having regular quarterly meetings of the licensing workers
was discussed briefly by those present and was supported.

It was also agreed upon that the purpose of these meetings would be to
share current foster home information with one another at these meetings,
as well as discuss recruitment needs, plans, ideas, and perhaps at some
future date, "lending and borrowing policies" of each agency.

One item on the agenda which could not be addressed today would be the
Michigan Foster Parent Association's recruitment strategy for Washtenaw
County because no representative of that organization was present.

Furthermore, because Carol Hoffer was ill and unable to attend, the
information from Child and Family Service could not be gathered at
this time. However, it is hoped this information could be added to
these minutes at some later date. Because Ron McCutcheon anticipated
not being able to attend the meeting, this information from his agency
was acquired at the time!

The next meeting to be held late summer or early fall.

*See Appendix A-3 for materials generated by this meeting.

APPENDIX A-3
 Materials Generated by 1st Quarterly Meeting of Foster Care Workers
 (See Appendix A-2)

I. Present Foster Home Status

Agency:	C.S.S.	Ozone	D.S.S.	O'Brien	C.F.S.
Total # Licensed Homes	13	9	88	3	
Total # Spaces Available for Teens	2 (either sex)	9 (2 either 5 female 2 male)	10	6 (2 either 1 female)	
# Spaces Presently Filled (overall/teens only)	9/2	2/2	58/4	3/6	
# Teen Spaces Presently Available for Long-Term	1	0	6	0	

II. Foster Home Needs (Present and anticipated recruitment philosophy and recruitment needs, e.g., no need for more homes, need for Ann Arbor or Ypsilanti homes, for teens, male homes, etc.)

C.S.S.	Ozone	D.S.S.	O'Brien	C.F.S.
1 or 2 Ann Arbor or Ypsilanti families which could take all ages	1 Ann Arbor or Ypsilanti white family for both sex teens	Ann Arbor or Ypsilanti homes for children and teens	Not needing any additional homes presently	Out-county homes--particularly in Saline
1 or 2 black families to take at least young children, but preferably all age	1 Ann Arbor or Ypsilanti black family for both sex teens	Homes for all children with special needs	Not able to recruit due to finances	
		Out-county homes for all ages, all types (i.e., every thing and anything)		

APPENDIX A-3 (Continued)

III. Interest in Coordinated Recruitment Effort? (e.g., yes, no, limited coordination, how, where, when?)

C.S.S.	Ozone	D.S.S.	O'Brien	C.F.S.
not needed presently, but willing to be supportive of such an effort	not needed presently, but willing to be supportive	yes, interested and needing support from other agencies	not presently needed, due to finances, but willing to be supportive (has had success with classified ads in Ann Arbor News & Ypsi Press	

IV. From this meeting, it seemed that D.S.S. was the only agency actively recruiting, and in need of a coordinated recruitment effort. Hence, it seemed logical that if a recruitment effort were to be launched, D.S.S. would be likely to be the agency most interested and have the most to gain. Other agency representatives felt they would be supportive of any recruitment campaign D.S.S. initiated, and would refer any potential foster homes to D.S.S. if they didn't seem appropriate to their own agency.

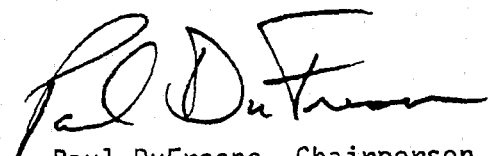
POLICE DIVERSION TASK FORCE

Dear Task Force members,

Please allow me to thank each of you for your efforts in bringing about the final recommendations of the Police Diversion Task Force. It is inspiring to work with men and women so strongly committed to service to youth. Your considerable investment of time and energy have resulted in recommendations which will have a lasting positive impact on the children of Washtenaw County.

I would also thank the staff of C.A.R. for their invaluable help. Joanne, Jill and John pulled all the hours of meetings together and made order out of what seemed at times to be a mountain of information and material. Joanne helped facilitate each of our concerns and mediated our compromises with skill and charm.

Finally, I would thank the Washtenaw County Coordinating Council for Children at Risk for calling all of us together. I have valued working with all of the people who have become involved in the Task Force's efforts, and look forward to future opportunities to work and meet with each of you.



Paul DuFresne, Chairperson
Police Diversion Task Force

MEMBER

John Atkinson
Charles Beatty, Sr.
Robert Brandt
Stefani Carter
Paul DuFresne, Chairperson
Edd Durham/Evy Mavrellis
Mike Ehlinger
Steve Garcia
Nancy Hart
Robert Hines
The Honorable Francis O'Brien
Chris Roach
Neil Staebler
Floyd Taylor

Patricia Tommelein
Bernard A. Rosalik

Resource People

Polly Stanton
Paul Helber

Joanne Leith
Jill Feldman

REPRESENTING

Ann Arbor Police Department
Community at large, (Ypsilanti Schools)
Michigan State Police
Prosecutor's Office
Eastern Michigan University Police
COPE/O'Brien
Department of Social Services
Juvenile Court
Sheriff's Department (J.S.U.)
Youth Representative
Community at large
Ypsilanti Police Department
Community at large
Washtenaw County Board of Commissioners/
Washtenaw Cnty. Crim. Just. Plan. Comm.
Out-county Police Department (Milan)
Community Mental Health

Sheriff's Department (J.S.U.)
Washtenaw Intermediate School District/
Washtenaw County Coordinating Council
for Children at Risk, Board President
W.C.C.C.A.R., Project Director
W.C.C.C.A.R., Program Development Assistant

RECOMMENDATIONS OF THE POLICE DIVERSION TASK FORCE

The Police Diversion Task Force was charged with the overall goal of increasing diversion of status offenders through:

1. development and approval of uniform procedures for youth diversion;
2. more efficient use of existing community resources as alternatives;
3. increased knowledge of alternative services in the community;

The specific objectives were:

1. to strengthen the role of the Youth Officers Association to develop effective diversion policies;
2. to create a task force which will develop and promote approval of diversion guidelines specifically for use in Washtenaw County;
3. to facilitate the development of reliable statistics relative to youth in contact with law enforcement agencies, including standardized reporting of diversion cases and case outcomes;

The membership of the Task Force was selected to provide for input from community interests and the police. Representation from the police came through the Washtenaw Youth Officers' Association. This link has proved beneficial to both groups because of Washtenaw Youth Officers' Association similar commitment to standardizing diversion practices and improving services to affected youth. The community representatives have provided valuable input also. They have brought in the perspective of the direct service providers and the private citizens, both of whom feel the impact of any diversion efforts.

RECOMMENDATION: The Task Force recommends the formal adoption by all police departments in Washtenaw County of the policies and procedures on diversion developed by the Michigan State Police in its manual on Police Juvenile Diversion. The Task Force recognizes the need to alter specific sections of the procedures to fit the operation of individual police departments. (See Appendix B-1 for policy and procedures of the Michigan State Police Police Juvenile Diversion manual.)

The State Police material was selected because of its comprehensive approach and support from the Washtenaw Youth Officers' Association. In October, 1979, the W.Y.O.A. adopted the policy and procedures referred to above and committed itself to advocate for the acceptance of the policy and procedures by all police departments in Washtenaw County. Therefore, implementation of this recommendation will be a joint effort of C.A.R. and W.Y.O.A.

RECOMMENDATION: The Task Force recommends that the Juvenile Services Unit of the Washtenaw County Sheriff's Department be expanded from three to six staff members. (See Appendix B-2 for Budget.)

The special expertise of a trained diversion staff is necessary to use the concept of diversion effectively. Police do not have the time or expertise to effectively divert youth and with the new state mandate (See SUPPORTIVE MATERIALS for discussion of Juvenile Code Revisions) the number that they will be required to divert may increase. Consequently, police tend to simply release the youth into the custody of his/her parent or guardian. Oftentimes a thorough assessment of the youth and his/her family is necessary to determine the best direction to recommend for that child. Individual or family counseling, advocacy with the child's school, support for the parents, or a variety of other interventions may be necessary and will be much more effective than a simple "warn and release."

The Juvenile Services Unit has been doing an outstanding job of diverting youth from the juvenile justice system. However, it has been limited in the population that it can serve because of its staff size. With six staff members, the Task Force believes that the Unit will be able to provide diversion services to all police departments in Washtenaw County in addition to schools and private citizens.

The Task Force considered creating a free-standing unit or some other new facility and decided that the Unit should stay within the Sheriff's Department because it is already established there and functioning well. The Task Force believes that creating a new Unit would increase cost and create problems in coordination, organization, and duplication of services.

The Task Force also recommends that an advisory board to the diversion unit be established. The function and composition of that board is now being developed.

Description of the Juvenile Services Unit

How is the staff comprised?

The staff now consists of three youth case workers who are civilian employees of the Sheriff's Department. The Task Force recommends that the Unit be expanded to six caseworkers. One of those would also be the supervisor. The staff is responsible to the head of the Detective Bureau who is responsible to the sheriff.

Who is served?

Most youths are referred to the Juvenile Services Unit by Police agencies. Officers have three options upon apprehending youthful offenders. In the case of a very minor offense the officer can warn the youths and release them to their parents' custody. In the case of a very serious offense the officer can petition the youths to Juvenile Court. For the wide range of offenses between these two extremes the officer can refer the youths to the Juvenile Services Unit. This is done by describing the program to the youths and their parents and by asking if they would like to participate in it. It is the family's choice. The program is voluntary. If the family agrees to participate,

they are told that they will be contacted within a few days by a youth caseworker.

The Juvenile Services Unit works closely with schools and may receive referrals from them. Again, the school decides if the Juvenile Services Unit program would be appropriate for an individual youth. And again, the family is asked if they would like to participate. In some cases parents are having problems with their children or see them as heading for trouble. The parents can call the Juvenile Services Unit directly and ask for assistance. The Juvenile Services Unit also receives referrals directly from youths. They may want help for themselves or for their friends.

How does the Unit work?

The caseworkers arrange an initial appointment with the youth referred to them and the youth's parents. The appointment can be at night if necessary, and it can be held at the family's home if preferable. The family is interviewed in order to gain an understanding of service needs. Together with the family a plan is devised to respond to the problem and the background circumstances which led to it. Contact with the family is continued until the plan is put into action. Periodic phone calls are made to the family to see how the plan is progressing.

The plan may include counseling for the youth and their family, a Big Brother or Big Sister (older person to provide one to one friendship for the youth) or some type of volunteer involvement for the youth, as well as other interventions.

Implementation

Support for the recommendations will be sought from the C.A.R. Board. Support will also be sought from the police chiefs of the various Police agencies in the county. The Washtenaw County Board of Commissioners will be approached to fund the diversion unit. Future task forces will be created as the need arises.

- - -

SUPPORTIVE MATERIALS

The diversion unit will provide necessary links with existing community resources.

Often lack of knowledge or skill regarding the use of community resources contributes directly to the stress that a youth and his/her family is experiencing, resulting in police contact and diversion to the Juvenile Services Unit. Isolation and the lack of knowledge regarding community services are often cited as contributors to the

incidence of child abuse. The Juvenile Services Unit can do some vital education for clients in this area. Because of its unique structure and setting the Juvenile Services Unit is able to provide links for clients with a variety of community services. In 1979 the list included:

Ann Arbor Center for the Family
Big Brother/Big Sister
Catholic Social Services
Child and Family Services
Clinical Law Program
Community Mental Health
Children's Psychiatric Hospital/Adult Psychiatric Hospitals
Department of Social Services
Comprehensive Employment Training Act
Emergency Services of Community Mental Health and U of M Hospital
Juvenile Court
Legal Aide
Ozone House
Problem Pregnancy
Planned Parenthood
School programs
SOS
Volunteer Action Center
Private therapy referrals
Psychiatric hospitals--Mercywood

- - -

The diversion unit will greatly aid the county in meeting the requirements of the revised Juvenile Code.

The state Juvenile Code is now in the process of being revised. House Bill #4774 is the result of this protracted effort. According to Section 70 of the bill:

- (1) If in the course of investigating an alleged juvenile offender, a complaint has not been filed with Juvenile Court, a law enforcement official may do one of the following:
 - (a) warn the minor and discontinue the investigation
 - (b) divert the matter by making an agreement with the minor and the minor's parent, guardian, or custodian to refer the minor to a public or private organization, agency or person to assist the minor and the minor's family to resolve the problem which initiated the investigation as provided in sub sections (2) and (5). (See Appendix B-3 for sub sections)
 - (c) file a complaint with Juvenile Court

This law mandates the use of diversion by the police. Section 76 of the same bill mandates diversion under certain circumstances after the youth is petitioned to Juvenile Court. There is, however, a social

and economic value in using diversion prior to petitioning. Extensive research supports the notion that labeling occurs once a youth has entered the juvenile justice system and it is this labeling which creates a self-fulfilling prophecy for the child and thus tends to insure that Juvenile Court will see the child again and again. Therefore, diversion prior to petitioning is imperative to reduce recidivism.

- - -

The diversion unit will save the county money.

While the principle reason for diversion is the salvaging of young people who might otherwise be caught up in a tragic and wasted life, there is another very tangible benefit in the form of financial savings. Compared to the additional cost of the expanded diversion unit in the Sheriff's Department, estimated at \$75,000, the potential decrease in cost to the county is impressive; the cost to the State of Michigan in reduced penal expenditures can be spectacular. Of the 716 delinquency cases handled by Juvenile Court in 1979, many could be averted through more effective diversion.

The cost to the Court averaged \$1759 per case in 1979. The additional costs in the Sheriff's Department diversion unit would be recovered if an additional 6 percent of the 716 cases (43%) were diverted short of court action. If 10% of the cases were diverted there would be a positive savings of over and above the cost of \$50,000. If 20% were diverted the saving over and above the cost would be \$175,000. Even larger savings in state penal costs appear possible if the more effective diversion action leads to a reduction in recidivism.

BENEFITS ACCRUED

The most significant accomplishment of the Task Force was the adoption by the Washtenaw Youth Officers' Association of the Diversion Guidelines developed by the Michigan State Police and the willingness by the various heads of police departments in Washtenaw County to also adopt the guidelines. An increased awareness among police and other service providers regarding the need for diversion was another benefit, as were the exchange of ideas and increased familiarity among agencies on the Task Force.

PROBLEMS ENCOUNTERED

The Task Force process revealed that it can be difficult to find a common ground on certain issues between the police and other service providers. A method to enlarge areas of agreement or mediate areas of disagreement needs to be developed. The various police departments could not agree on what constitutes adequate diversion and therefore, the recommendation of a centralized diversion unit was not accepted. As a result, many police officers will continue to warn and release the child to the custody of his/her parents as the major method of diversion. Many police officers do not have the time to adequately familiarize themselves with the services available in the community, nor do they have the skills to make a thorough assessment so that when they do refer a child to an agency, they may not make an appropriate referral. The most positive diversion requires use of a staff specially trained and knowledgeable regarding assessment and referral.

APPENDIX B-1

Police Juvenile Diversion

Michigan State Police

17. JUVENILE DIVERSION

A. Definition:

DIVERSION OCCURS WHEN, IN LIEU OF FURTHER JUVENILE JUSTICE PROCESSING (INSTEAD OF PETITIONING), ONE OF THE FOLLOWING ALTERNATIVES OCCURS:

- (1) THE YOUTH IS RELEASED INTO THE CUSTODY OF HIS/HER PARENTS OR GUARDIAN.
- (2) THE YOUTH AGREES TO PARTICIPATE IN A PROGRAM DESIGNED TO MEET HIS/HER NEEDS.

B. Diversion Commentary:

- (1) Diversion is an alternative to petitioning of the juvenile offender and is to be used when diversion will benefit the youth and the community more than petitioning the youth to the juvenile court. Diversion is to be used only when there is a substantial likelihood of conviction. When there is less than a substantial likelihood of conviction, the youth must be released without prosecution or diversion.
- (2) The decision to divert will be made with the use of the diversion criteria found in Section 18 of this order. Once the decision to divert has been made, one of two options is available:
 - a. Release the youth into the custody of his/her parents or guardian with no prosecution or follow-up participation required of the youth.
 - b. Release the youth into the custody of his/her parents or guardian and referral of the youth to a social service delivery agency which will meet the needs of the youth and his/her parents.
- (3) Diversion will be voluntary on the part of the youth and the youth's parents/guardian. Diversion is a privilege and will be offered to the youth without threat of prosecution or bargaining. An accused youth who requests adjudication will be processed to the juvenile court if the diversion agreement involves more than simply releasing the youth to his parents/guardian. The diversion procedures are fully described in Section 19 of this order.

APPENDIX B-1 (Continued)

18. DIVERSION CRITERIA

The diversion criteria will be applied by the post community services officer to all cases which are considered for diversion to determine whether a particular youth should be diverted.

A. Nature of the Offense

The following considerations regarding the nature of the offense will be used:

- (1) The relative seriousness of the crime. Consideration would be given to whether the offense was part of a series of offenses and the context in which the crime was committed.
- (2) The degree of criminal sophistication utilized in the commission of the crime, such as the use of burglary tools or premeditation.
- (3) The desire of the victim/complainant to prosecute. The victim/complainant should be informed of any decision to divert and how the decision was reached to insure his/her cooperation and satisfaction.

B. Age of the Offender

The following consideration should be made regarding the age of the apprehended youth:

- (1) Intellectual and emotional maturity do not progress hand-in-hand with chronological age and, therefore, some youth of 16 might be very immature while others at 14 or 15 may show much greater maturity. Among the very young, the offense may be an impulsive act without great significance, or it may be a danger signal or an indication that help is needed. Although age of the offender plays an important part in the decision to divert, it must be considered in the context of the other diversion criteria.

C. Nature of the Problem Which Led to the Offense

In many cases, the commission of an offense is motivated by emotional, psychological, physical, or educational problems. The officer should look for obvious indicators of such problems; no attempt should be made to abridge the role of professionals in these areas. Knowledge of the juvenile's need for professional assistance with social/personal problems should be a deciding factor in the decision to divert.

APPENDIX B-1 (Continued)

D. A History of Contacts or the Use of Physical Violence

A review should be made to determine the contacts the youth may have had with official agencies of the juvenile justice system. The review should determine if the youth is a recidivist, if previous efforts to rehabilitate the youth nonjudicially have failed, or if the child has a history of the use of physical violence in the offenses committed.

- (1) If the review indicates that the youth is a repeat offender, that diversion has failed in the past, that the youth has a history of the use of physical violence, or that the youth is currently involved with the juvenile court, the youth should be petitioned.

E. Character of the Offender and History of Behavior in School, Family, and Peer Group Settings

- (1) A review of the character of the youthful offender should be conducted and should include such factors as: the youth's school performance; family characteristics, such as parental harmony and sibling relationships; physical characteristics, such as mental or physical illness or disabilities; maturity of the youth; the youth's relationships with his/her peers, including gang membership; responsibility of the youth, such as employment or job training; and evidence of drug or alcohol use or abuse.
- (2) The character review must be impartial, objective, and nonjudgmental. Subculture life-styles, sullenness, posture, attitude, gestures, race, and sex must not be allowed to influence the character review and the ultimate decision to divert.

19. DIVERSION PROCEDURES

If, after application of the diversion criteria found in Section 18, the decision is made to divert, the following procedures will be followed:

- A. The post community services officer will schedule a conference with the youth and the youth's parents or guardian and inform them of the scheduled conference which requires their voluntary participation in order to be successful. If the parents do not choose to participate, the refusal may indicate a need to refer the case to the probate court.
- B. At the conference, the youth and the youth's parents or guardian will be informed of the decision to divert the youth, the criteria used to reach the decision, and how the decision was reached.

APPENDIX B-1 (Continued)

- C. The youth and the youth's parents or guardian will be informed that if they agree to diversion or diversion with referral, a petition will not be filed on the youth.
- D. The conference will be held after the investigation and all interviewing has been completed and no promises concerning diversion will be made during any questioning of the youth.
- E. If the conference results in an agreement by the youth and the youth's parents to use diversion (without referral) as alternative to petitioning, the youth will be released into the custody and supervision of the youth's parents. A Juvenile Apprehension Report (UD-23) with a diversion number assigned will be submitted.
- F. If the conference results in an agreement by the youth and the youth's parents to use diversion with referral as an alternative to petitioning, the terms of the agreement will be set forth on a Diversion Referral Agreement (UD-13), completed in accordance with Enclosure (13), Appendix D, Official Order No. 9. A Juvenile Apprehension Report (UD-23) with a diversion number assigned will be submitted.
- G. If a conference is held but an agreement is not reached, the post community services officer may file a petition with the probate court. A petition should only be filed if the officer feels that it is necessary and appropriate under the circumstances. A Juvenile Apprehension Report (UD-23) with an arrest number assigned will be submitted.
- H. If the post community services officer decides that petitioning would serve no purpose, the youth should be released into the custody of his parents, guardian, or custodian with no petition being filed. In such cases, record should be made of the refusal on the Complaint Report for use in the event of rearrest. A Juvenile Apprehension Report (UD-23) with a diversion number assigned will be submitted.
- I. The post community services officer is encouraged to use the resources of the community whenever possible and to develop community resources rather than to simply divert youthful offenders without referral when such diversion without referral does not serve to meet the needs of the youth.

APPENDIX B-2

Proposed Budget for Juvenile Services Unit

<u>January 1, 1981</u>	<u>Step 1</u>	<u>Step 5</u>
Caseworker (Grade 18)		
Salary	\$14,706	\$18,449
COLA	878	878
	<u>15,584</u>	<u>19,327</u>
Fringes (25%)	3,677	4,612
	<u>\$19,261</u>	<u>\$23,939</u>
Supervisor (Grade 21)		
Salary	\$16,440	\$21,576
COLA	878	878
	<u>17,318</u>	<u>22,454</u>
Fringes (25%)	4,110	5,394
	<u>\$21,428</u>	<u>\$27,848</u>
<u>July 1, 1981*</u>		
Case worker (Grade 19)		
Salary	\$15,255	\$19,186
COLA	878	878
	<u>16,133</u>	<u>20,064</u>
Fringes (25%)	3,814	4,797
	<u>\$19,947</u>	<u>\$24,861</u>

*AFSCME Unit A Grade 18 will be changed to Grade 19 on July 1, 1981

Projected costs of adding two case workers and one supervisor to the Juvenile Services Unit for 1981.

	<u>Step 1</u>	<u>Step 5</u>
Supervisor	\$19,947	\$24,861
Caseworker		
1-1-81 thru 6-30-81	\$ 9,631	\$11,970
7-1-81 thru 12-31-81	9,974	12,431
	<u>\$19,605</u>	<u>\$24,401</u>
One Supervisor	\$19,947	\$24,861
Two Caseworkers	39,210	48,802
	<u>\$59,157</u>	<u>\$73,663</u>

APPENDIX B-3

House Bill #4774 Juvenile Code

SEC.70. (1) If, in the course of investigating an alleged juvenile offender, a complaint has not been filed with the Juvenile Court, a law enforcement official may do 1 of the following:

(A) Warn the minor and discontinue the investigation.

(B) Divert the matter by making an agreement with the minor and the minor's parent, guardian, or custodian to refer the minor to a public or private organization, agency, or person to assist the minor and the minor's family to resolve the problem which initiated the investigation, as provided in subsections (2) to (5).

(C) File a complaint with the Juvenile Court.

(2) A law enforcement official who decides to divert the matter shall hold a conference with the minor and the minor's parent, guardian, or custodian to consider alternatives to the filing of a complaint. The law enforcement official shall notify the minor and the minor's parent, guardian, or custodian of the proposed conference and shall:

(A) Inform them that participation in the conference or resulting referral plan is voluntary.

(B) Inform them that Counsel may accompany the minor and the minor's parent, guardian, or custodian at the conference.

(C) Set forth in writing the alternative referral programs available and the criteria utilized to determine whether to file a complaint or to dispose of the complaint with a referral.

(D) Inform them that if diversion is agreed to, and the terms of the diversion are complied with, a complaint cannot be filed with the Juvenile Court.

APPENDIX B-3 (Continued)

(3) The conference to consider alternatives to the filing of a complaint shall not be held until after the questioning of the minor, if any, has been completed or after an investigation has been made concerning the alleged offense. Mention of, or promises concerning, diversion shall not be made by a Law Enforcement Official in the presence of the minor or the minor's parent, guardian, or custodian during any questioning of the minor. Information divulged by the minor during the conference or after the diversion is agreed to, but before a complaint is filed, shall not be used against the minor.

(4) If a conference held pursuant to this section results in diversion which imposes conditions on the minor and which will prevent the filing of a complaint, the terms of the diversion agreement shall be set forth in writing, dated, and signed by the Law Enforcement Official, the minor, and the minor's parent, guardian, or custodian.

(5) If a conference is held pursuant to this section, the Law Enforcement Official may file

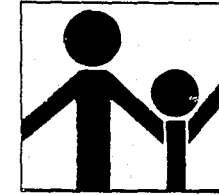
a complaint, if an agreement is not reached under subsection (4), or if an agreement is reached but the minor fails to comply with the terms of the agreement. If the Law Enforcement Official decides to file a complaint, the Law Enforcement Official shall file the complaint with the Juvenile Court not later than 14 days after the conference if no agreement under subsection (4) is reached, and not later than 60 days after the agreement is reached if the minor fails to comply with the terms of the agreement. A written record of the reasons for the determination shall be made and filed in law enforcement records concerning the minor.

APPENDIX B-4

Recommendation of the Children at Risk Board regarding an "advisory" structure for the diversion unit.

The Board of Children at Risk recommends that a steering committee be established to assist in the further development of the proposal's implementation. The steering committee would be made up of representatives from the police departments in the county, a representative from the Council for Children at Risk and a representative from Washtenaw County Juvenile Court. The composition described above would be the minimum representation supported by Children at Risk but not limited to that composition.

COMMUNITY EDUCATION TASK FORCE



WASHTENAW COUNTY COORDINATING COUNCIL FOR CHILDREN AT RISK

2301 PLATT ROAD ANN ARBOR, MICHIGAN 48104

Member of the Michigan Chapter and the National Committee for Prevention of Child Abuse

Telephone: (313) 973 - RISK

BOARD OF DIRECTORS

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partment of Social Services

BARBARA FELDT, Ozone
House

ELIZABETH HOLMES, Willow
Run Public Schools

MARJORIE ZIEFERT, Child
Care Coordinating and Refer-
ral Service, The University
of Michigan Interdisciplinary
Project on Child Abuse and
Neglect

JOANNE LEITH, Project Di-
rector

Dear Community Education Task Force:

It is with much pleasure that I extend to you the thanks that you so richly deserve. Uncompromising demands were continuously placed on each task force member. Your perseverance and untiring effort were generously given so that challenging goals could be met. Creative and inspiring ideas of each member have infused all task force products, providing an invaluable contribution to the Washtenaw County community. You have shared in the concerns of the other two task forces, providing the necessary link in improved communication and education.

My warmest thanks to all of you for your outstanding involvement and support.

Sincerely,

Joanne Leith

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REPORT OF COMMUNITY EDUCATION TASK FORCE

PURPOSE

The Task Force was created to improve effective use of existing services to youth (through community education) as alternatives to institutionalization. The Needs Assessment identified better coordination of services among agencies as necessary to accomplish this goal. Three problems were identified that impeded coordination efforts.

1. Barriers to the sharing of confidential information among agencies regarding mutually served clients due to misunderstandings and myths surrounding the legal liability of such sharing.
2. Ineffective use of existing resources by professionals due to lack of knowledge of procedures and programs of the various agencies and a tendency to overlook the less traditional programs serving youth.
3. Confusion regarding legal jurisdiction and responsibility for children in abuse, neglect, and delinquency cases which overlap in Juvenile Court and in Circuit Court.

GOALS AND OBJECTIVES

The overall goal is to improve the services network to youth at risk of becoming or who are being abused, neglected, or delinquent. Specific objectives include:

1. Increasing the general level of community knowledge of programs and services for youth at risk in order to promote more effective use of existing resources and to create advocacy for better coordination of services.
2. Increasing the knowledge of existing resources among service providers and improving coordination within the services network.
3. Promoting better knowledge of existing community resources for teens at risk among police officers so that they are capable of making more effective referrals.
4. Increasing knowledge concerning the release of confidential information with respect to statutory and case law and standards of professional conduct.

5. Providing assistance to the Family Court Committee.

COMPOSITION

The Community Education Task Force has been structured differently from the other two Task Forces in that it has been an internal committee. All the members of the Task Force are also members of the Council for Children at Risk. The committee was chaired by Joanne Leith, Project Director for the Council. Such a composition was chosen because community education is a mandate of the entire Council and is therefore a responsibility of the entire Council. All Task Force participants volunteered to serve because of their interest and/or skill in the area of community education. In its first two months, the Task Force met almost weekly. Since that time, meetings have been held once or twice a month. The Task Force organized by setting goals, prioritizing these goals and then developing a timeline for meeting its objectives.

ACTIVITIES

The Task Force has been responsible for a variety of activities, in the areas of education and training activities, visual aids and public information.

Education and Training

"Brown Bag" Luncheon Series

An informal luncheon speaker series was sponsored for the dual purpose of in-service training and community education. Topics were selected because of their relevance to the goals of Children at Risk and its Task Forces and because of the need for community education in those areas. As the series was open to the entire community, extensive publicity put out through the C.A.R. newsletter, county newspapers and radio stations, and flyers sent to all youth-serving agencies, including police and schools. The series was held in a large meeting room in the building where C.A.R. has its offices, a location which increased agency awareness of and identification with C.A.R. An average of twenty-seven people attended each "Brown Bag," many of whom came regularly. An evaluation was sent to all participants after the last meeting.

The benefits of the "Brown Bags" included the bringing together of people from many different disciplines and the dissemination of new ideas regarding the topics covered. In the future, the Task Force will be looking at ways to gain more support and participation from agency directors so that more agencies participate and more representatives from each agency are sent. To accomplish this, the Task Force would like to see

better communication from administration to line workers so that more staff are aware of the program. The series is described below:

March 20, 1980 Children at Risk--1980
Children at Risk Council and Staff

Paul DuFresne, Chairperson of the Police Diversion Task Force and Elizabeth Holmes, Chairperson of the Foster Care Task Force both described the charge given to their groups as well as the problems being addressed, goals, structure and activities. The "Brown Bag" was also an "Open House" for C.A.R. in their new offices and an opportunity to meet both Council members and staff.

April 17, 1980 Foster Care: An Educational Perspective
Patricia Ryan, PhD., Associate Director of the
Institute for the Study of Children and Families
at Eastern Michigan University

Ms. Ryan described the Foster Parent Education Program at EMU and then conducted an informative discussion with the audience regarding the role of education in developing quality foster care. Some of the ideas presented were taken under consideration by the Foster Care Task Force for possible implementation.

A special effort was made to invite all foster parents and foster care workers to this "Brown Bag." To this end the newsletter announcing the event was mailed to all Foster Parents in the County.

May 15, 1980 The Juvenile Code
Marcia MacMullan, MSW, Coordinator of Intake and Community Services for Washtenaw County Juvenile Court;
Chairperson, Michigan N.A.S.W. Juvenile Justice Committee

Ms. MacMullan reviewed the most current revisions to the state Juvenile Code and their implications for services to youth. The information she shared was of great value as it is material which is not generally available or easily understood. The large audience and their enthusiastic responsiveness to the program was indicative of the value placed on offering this type of information.

June 19, 1980 Preview of Task Force Recommendations
Elizabeth Holmes, Chairperson, Foster Care Task Force
Paul DuFresne, Chairperson, Police Diversion Task Force

The Chairpersons of the two Task Forces reviewed the progress of their Task Forces and the recommendations that each would be offering. This "Brown Bag" was very valuable in that many of the people attending offered suggestions for ways to implement recommendations either through linkages with their own agency or through related services. A number of people also expressed interest in participating in new Task Forces when they are formed. Some of these were people who had attended other "Brown Bags" in the series and were quite familiar with the function of C.A.R.

Speaking Engagements

To date, Children at Risk has spoken before four groups. These are the Ann Arbor Council of Churches, Church Women United, the U of M School of Education Child Abuse Intervention Workshop for Educators, and the Western Kiwanis of Ann Arbor. An increase in the number of requests to do speaking engagements is anticipated and plans are being made now to create a Speakers' Bureau.

Seminars on Confidentiality

The Needs Assessment identified myths and misunderstandings regarding the sharing of information between agencies as a barrier to coordination of services. To reduce this barrier, Children at Risk sponsored two seminars on confidentiality.

The first seminar was held on April 25 at Juvenile Court. It was co-sponsored with Juvenile Court Judge Loren Campbell, and was open to all county schools, police, Juvenile Court and COPE/O'Brien. Attendance was limited and eighty people attended. Donald Duquette was the main presenter. Mr. Duquette is the Director of the Child Advocacy Law Clinic at the University of Michigan and was commissioned by Children at Risk to do a study of the law regarding confidentiality particularly as it relates to child abuse, neglect and delinquency. Mr. Duquette was followed by a panel comprised of Sheriff Thomas Minick; Dr. Hazel Turner, Director of Pupil Personnel Services for the Ann Arbor Schools; and, Robert Barrie, Staff Attorney and Referee for Juvenile Court. Marcia MacMullan introduced the presentors and facilitated the question and answer session that followed.

The second seminar was held on July 8 at the Washtenaw Intermediate School District. All other service providers in Washtenaw County were invited. Over forty providers received invitations. Attendance was again limited and approximately the same number of people participated as the first seminar. Using a similar format as the first seminar, Mr. Duquette was again the main presenter and Marcia MacMullan was the facilitator. The panelists were Lucy Howard, Associate Director of Washtenaw County Community Mental Health; Rita Duthie, Clinical Director of Substance Abuse Services, Child and Family Services of Washtenaw County; and David Krehbiel, Services Administrator for Washtenaw County Department of Social Services. Children at Risk has offered to provide a smaller workshop for any agency wishing to have some "nuts and bolts" guidelines for sharing confidential information.

The seminars had many positive results. They brought together representatives of a wide variety of service providers and provided an opportunity to explore the barriers to sharing confidential information. In so doing, the possibility for better coordination among service providers was greatly enhanced. A more thorough discussion of the seminars can be found in the C.A.R. file on that subject.

Youth Facilities Network/Children at Risk Conference

Children at Risk felt it would be important to work with the Youth Facilities Network because of the active role YFN has taken in coordina-

ting alternative education services. Therefore, the two groups co-sponsored an all day conference on May 17 at Ypsilanti High School entitled "Educational Options for the Eighties: Washtenaw County Alternatives." The conference was attended by about seventy-five people. Even though the participation was smaller than hoped due largely to the date chosen, the smaller attendance allowed for easy access to the presentors and maximum audience participation. The value of the conference was the wide variety of topics and amount of information regarding alternative education offered. The program is available in the C.A.R. files.

Fund Raising Workshop

Two fund raising workshops were conducted at the Children at Risk office. Van Vandergriff, a professional fund raiser, led the workshops which were held for Children at Risk, Dawn Farms and S.O.S. Each workshop was two hours in length. The first one was on June 11 and the second was on June 19. The workshops focused on creating a slide/tape presentation, identifying sources of funding and developing funding strategies.

Visual Aids

Children at Risk Newsletter

The Task Force published six issues of the newsletter, from March through August. Each issue had a theme related to the Needs Assessment and the work of the Task Forces. The lead article discussed the parameters of the theme and a "Did you Know?" column provided factual statements relevant to that theme. Diagnostic pieces related to the theme were often included as were articles on new programs or changes in existing programs. A calendar of upcoming events was also a regular feature. The Task Force served as the Editorial Board to maintain consistency in quality and style. The themes were as follows:

March	Foster Care for Teens at Risk
April	Diversion of Youth from the Juvenile Justice System
May	Child Neglect
June	Abuse and Neglect of Adolescents
July	Substance Abuse and its Relation to Child Abuse and Neglect
August	Task Force Recommendations

A wide variety of people received the newsletter. Some of these included attorneys, pediatricians, nurses, social service agencies, teachers and governmental units in addition to anyone else who requested one. The mailing list began at approximately seven hundred fifty and grew to over nine hundred by the August edition.

The newsletter was funded by the Law Enforcement Assistance Administration and Michigan Office of Criminal Justice.

The newsletter proved valuable for a number of reasons. Primarily,

insights were provided about the target population, and awareness of the need for networking and improved coordination was increased. In addition, a forum was provided for announcing upcoming events and information on new and current programs was disseminated. Public awareness of the Council for Children at Risk was also broadened.

It was recommended and implemented that, in order to make each issue more distinct, the format for the cover page be varied. An evaluation was contained in the last issue.

Slide and Tape Presentation

A ten minute slide/tape presentation was developed to be used for a variety of purposes. It will be used primarily to educate the public about the problems of abuse, neglect, and delinquency in Washtenaw County and what C.A.R. is doing about those problems. Ultimately, the presentation will become an integral tool of the Speakers' Bureau which is now in the formulative stages.

The presentation is synchronized so that the tape recording cues the slides, thus eliminating the need for manual operation and allowing the presenter to focus on the audience. Such a system also makes it easier for a variety of people to use the presentation without taking valuable time for instruction.

C.A.R. Brochure

The Task Force has developed a brochure to tell about the Council, why it was formed, and what it is currently doing. The brochure will be distributed wherever and whenever possible to educate people in the community as to C.A.R.'s purpose and functions.

Public Information

The Task Force provided exposure for the council on TV, radio and through newspaper coverage. On May 2, staff members Joanne Leith and John Wylie were on the radio talk program "Friday Forum" on WYFC, Ypsilanti. John Boshoven, the program host invited C.A.R. to be his guest to discuss child abuse and neglect and what C.A.R. is doing about the problems. On June 27, the TV show "Kelly & Co." devoted a portion of its time to the issue of child abuse and neglect. Participation for that segment was arranged through Children at Risk. Marcia MacMullan, Vice President of Children at Risk and a member of the Task Force was one of the presentors. Maxine Virtue, retired Board of Directors' member and representative of the Washtenaw County Bar Association, was another participant on the TV program.

Eight or nine articles about Children at Risk have been published by the Ann Arbor News, the Ypsilanti Press and the Alchemist.

RECOMMENDATIONS FOR COMING YEAR

Future goals of the Task Force include:

- a Speakers' Bureau
- more programs of community awareness regarding barriers to the sharing of confidential information
- another "Brown Bag" series
- continuation of the newsletter
- continued community awareness and exposure
- expand library (audio/visual and printed)

END