

JUVENILE ACCOUNTABILITY BLOCK GRANT FY 2009 Application

Date:	January 15, 2010
Government Entities Applying for the Grant:	Juvenile Services Partnership - Campbell County & City of Gillette
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Total Grant Request:	\$23,290.00
Cash Match Requirement:	\$ 2,587.78
Grant Period:	4/1/10 – 3/31/11

1. STATEMENT OF NEED

This subsection is intended to address the Applicant Organization's background and the need for the proposed project:

Does the Statement of Need clearly identify the purposes of the proposed project within its community and the needs of the population to be served?

The FY2009 Grant Application is comprised of two program goals: 1st - Continuation of the 48-Hour Hold Program for Status Offenders at the Crisis Shelter; and, 2nd - Continuation of substance abuse treatment for juvenile participants of the Juvenile & Family Drug Court.

The first component of the FY 2009 Grant Application proposes continuation of the **48-Hour Hold Program for Status Offenders at the Crisis Shelter**. This program has been in existence for several years via a combination of funding from the Wyoming County Commissioners Association Non-Participating Grant Program and JAIBG/JABG dollars.

The Youth Emergency Services Crisis Shelter is an alternative to jail for status offenders and encompasses a preventive approach to incarceration. This approach includes individual, group and family counseling, family re-unification services as well as giving youth access to advocacy and supervision in a safe structured environment. The purpose of crisis services is to prevent a youth's incarceration, long-term out-of-home placement and to reduce family conflict. The continuation of the program will allow the Crisis Shelter to augment its current staff so as to enable sufficient security and coverage for at-risk youth reposed to their care.

The second goal proposes continued funding for drug and alcohol treatment for juvenile participants of the ***Campbell County Juvenile & Family Drug Court Program***. This program commenced operation on April 30, 2002, via funding from the Wyoming Department of Health, Substance Abuse Division, with cash match provided by Campbell County. Its mission is:

to reduce substance abuse and strengthen family systems.

Like the 48-Hour Hold Program, the Juvenile & Family Drug Court also assists Campbell County in coming into compliance with the Juvenile Justice and Delinquency Prevention Act by offering an alternative to incarceration and other long-term residential placements for juveniles entering the criminal justice system due to their dependency on alcohol and other substances.

The Juvenile & Family Drug Court Program utilizes a "team approach" in which the Judge, County Attorney, Public Defender, County Juvenile Probation, Department of Family Services, Substance Abuse Treatment Provider, Family Therapist and School District jointly address the needs of the 13 - 17 year old substance dependent juvenile and his/her family. Key elements of the program include weekly court appearances, intensive supervision probation, frequent random drug testing and immediate sanctions / incentives to address program successes and infractions. Additionally, both adolescent substance abuse treatment and family / individual mental health therapy comprise essential components of the program. Funding through the FY09 JABG grant will ensure continuation of both critical avenues of treatment provision, by providing funding to permit the substance abuse component to continue at an effective level.

Does the Applicant Organization have the experience and general background to show that effective administration of the grant can be achieved?

The Applicant is the Juvenile Services Partnership ("JSP"), a cooperative effort between the City of Gillette and Campbell County, which also includes various other community agencies with an interest in juvenile issues. The JSP has been the applicant organization for the FY98 through FY09 JAIBG/JABG monies. Since its inception, the JSP has been

expanded to more broadly represent all constituencies in the arena of juvenile services. The expanded membership list as well as the 2009-2010 meeting schedule is provided as **Appendix A**. The mission of the JSP reads as follows:

The mission of the Juvenile Services Partnership of the City of Gillette and Campbell County is to enhance and integrate services for Campbell County children and their families in order to reduce abuse, neglect and court involvement, and to improve family relationships and social belonging through a continuum of prevention, education and intervention.

Over the course of its relatively brief history, the JSP has successfully implemented several programs to further its mission. These include the initiation of the Juvenile Diversion and Early Age Intervention Programs; the Campbell County Boys & Girls Club, an organization which opened its doors to our youth in the summer of 2001; the development and implementation of a "soft secured" holding arrangement for juvenile status offenders at our local Crisis Shelter; the implementation of Intensive Supervision Probation and electronic monitoring programs within the Juvenile Probation Office (which are now both funded by Campbell County); the addition of a Community Service Supervisor (now funded through a joint venture between the City of Gillette and Campbell County); and the implementation and expansion of the FACTS 5 communications database system now in use in the offices of the Clerk of District Court, County Attorney, Adult Drug Court Program, Juvenile Diversion, Juvenile Probation, and by the Juvenile & Family Drug Court Program. The JSP also served as the applicant for the first comprehensive statewide 21st Century SIG grant in 2002 which funded numerous programs including: continuation of the YES House Impact Mentorship and ACE Programs, the School District's ELO (Enhanced Learning Opportunity) afterschool program, and GARF's Peer Players Program, Tobacco-Free Schools of Excellence, Boys & Girls Club Smart Leaders, GARF's Parenting Adolescents Wisely, and AVA's Choose Dance Program.

Cashflow of these grant monies will be monitored by the Campbell County Commissioners' Office, while oversight of the 48-Hour Hold Program and Juvenile & Family Drug Court Program will be monitored by the YES House Executive Director and the Director of Juvenile Probation, respectively, and reported upon to the Juvenile Services Partnership.

Following its initiation, the JSP developed a working Crime Reduction Plan to guide program development. The original Crime Reduction Plan has been enhanced by the programming advances described above and is attached hereto as **Appendix B1**. As part of the initial 21st Century SIG application process in 2002, the JSP also developed a comprehensive community resource manual which has been utilized and updated during subsequent community projects. In 2004, the JSP contracted with the National Center for Juvenile Justice to assess community resources for juveniles and develop a long term Master Plan addressing in-patient treatment and detention service needs for youth. The Juvenile Services Master Plan is attached hereto as **Appendix B2**. More recently, the City

of Gillette Police Department developed a Community Drug Reduction Strategy, which was updated in 2007 and is attached as **Appendix B3** (*further updates are found in the City's 2008 Annual Report which is made part of Appendix B3*). Additionally, in 2007 the City of Gillette agreed to serve as the lead agency for the SPF-SIG grant process. The focus of this grant project is the reduction of underage drinking as well as adult binge drinking. During the first project year, the SPF-SIG Prevention Advisory Council, which consists of numerous JSP members as well as agency representatives dealing with adult populations, developed a Community Needs Assessment Workbook. As the result of the efforts of this group, the Campbell County Commissioners and other City leaders agreed to combine efforts and supplement this needs assessment to include use / abuse of all other drugs in addition to alcohol. The efforts of the combined Substance Abuse Advisory Council ("SAAC") began during 2008. Most recently, Campbell County and the City of Gillette entered into a Joint Powers Agreement, with various community representatives becoming members of the Community Juvenile Service Board. As part of the CJSB process, a community assessment was conducted, and is attached as **Appendix B4**.

2. PROJECT GOALS and OBJECTIVES

This subsection is intended to address the manner in which the proposed project will address the identified needs of the community, and to outline the proposed projects goals and objectives.

The 45 and 35 percent minimums will be met.

Within the purpose areas, project funds will be allocated as follows:

<u>Percentage</u>	<u>JABG #</u>	<u>Dollar Amount</u>	<u>Project Areas</u>
10.0 %	1	\$ 1,293.89	10.0 % 48-Hour Hold Program
	1	\$ 1,293.89	10.0% Juv & Fam Drug Court
35.0%	2	\$ 9,057.22	70.0% 48-Hour Hold Program
45.0%	8	\$11,645.00	90.0% Juv & Fam Drug Court
<u>10.0%</u>	11	<u>\$ 2,587.78</u>	20.0% 48-Hour Hold Program
\$100.0%		\$25,877.78	

45.0%	Area #8	\$11,645.00
45.0%	Areas # 1,2	\$ 1,293.89
		\$ 1,293.89
		<u>\$ 9,057.22</u>
		\$11,645.00
10%	Area #11	\$ 2,587.78
		=====
		\$25,877.78

This project will address the following purpose areas of the JABG:

- Purpose Area 1: Graduated Sanctions:** Developing, implementing, and administering graduated sanctions for juvenile offenders.
- Purpose Area 2: Corrections / Detention Facilities:** Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of personnel.
- Purpose Area 8: Juvenile Drug Courts:** Establishing drug court programs to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to integrate administration of other sanctions and services for such offenders.
- Purpose Area 11: Accountability:** Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies.

These purpose areas will be accomplished by a two-prong programming effort which will include continuation of the funding for the 48-Hour Hold Program for Status Offenders at the Crisis Shelter and supplementing funding for the Juvenile & Family Drug Court Program.

Goal 1: Continued Funding for the 48-Hour Hold Program for Status Offenders at the Crisis Shelter

Youth Emergency Services Crisis Shelter is an alternative to jail for status offenders and encompasses a preventive approach to incarceration. This approach includes individual, group and family counseling, family re-unification services as well as giving youth access to advocacy and supervision in a safe structured environment. The purpose of crisis

services is to prevent youth incarceration, long-term out-of-home placement and to reduce family conflict. The continuation of the program will allow the Crisis Shelter to augment its current staff so as to enable sufficient security and coverage for at-risk youth reposed to their care.

This initiative is consistent with JABG Program Purpose Areas 1, 2 and 11. Purpose Area 1 promotes the development of graduated sanctions for juveniles, providing intermediate consequences between the extremes of allowing the child to remain in the home and long-term residential placement. Purpose Area 2 addresses the juvenile detention facility as its purpose is "Building, expanding, renovating, or operating temporary or permanent juvenile correction or detention facilities, including training of correctional personnel." Purpose Area 11 addresses the secure treatment facility as its purpose is "Establishing and maintaining accountability-based programs designed to reduce recidivism among juvenile who are referred by law enforcement personnel or agencies".

The targeted activities through this Grant are aimed at improving the system of care as it relates to the treatment and incarceration of Juveniles and will aid in moving Campbell County into Federal Compliance as it relates to Status Offenders and Juvenile Detention. The sum of \$12,938.89 is requested for this goal.

During 2005-09, the following shelter care services were provided:

Time Period	# Youth Placed	Total Days Placed	Average Length of Placement Per Youth
01/01 - 03/31/05	35 Youth	162 Days	4.6 Days
04/01 - 06/30/05	31 Youth	265 Days	8.5 Days
07/01 - 09/30/05	35 Youth	157 Days	4.5 Days
10/01 - 12/31/05	29 Youth	110 Days	3.8 Days
01/01- 03/31/06	32 Youth	149 Days	4.7 Days
04/01 - 06/30/06	31 Youth	236 Days	7.6 Days
07/01 - 09/30/06	32 Youth	194 Days	6.0 Days
10/01 - 12/31/06	19 Youth	95 Days	5.0 Days
01/01 - 03/31/07	12 Youth	78 Days	6.5 Days
04/01 - 06/30/07	16 Youth	175 Days	10.9 Days
07/01 - 09/30/07	21 Youth	175 Days	8.3 Days
10/01 - 12/31/07	14 Youth	74 Days	5.28 Days
01/01 - 03/31/08	38 Youth	251 Days	6.6 Days

04/01 - 06/30/08	12 Youth	110 Days	9.2 Days
07/01 - 09/31/08	34 Youth	186 Days	5.47 Days
10/01 - 12/31/08	40 Youth	273 Days	6.8 Days
01/01 - 03/31/09	32 Youth	275 Days	8.6 Days
04/01 - 06/30/09	39 Youth	346 Days	8.8 Days
07/01 - 09/30/09	30 Youth	372 Days	12.4 Days
10/01 - 12/31/09	43 Youth	270 Days	6.3 Days

The following data has been provided by the Campbell County Detention Center:

Year	Total # Youth Incarcerated	# Juvenile Males	# Juvenile Females	Average Jail Time Served	Average Daily Census
2003	205	162	43	9 days, 15 hrs	4 juveniles
2004	194	138	56	13 days, 14 hrs	4 juveniles
2005	215	151	64	9 days, 14 hrs	3 juveniles
2006	220	156	64	5 days, 11 hrs	3 juveniles
2007	237	161	76	8 days, 13 hrs	4 juveniles
2008	186	128	58	8 days, 11 hrs	4 juveniles
2009	135	106	29	7 days, 12 hrs	2 juveniles

Goal 2: Continued Funding for Substance Abuse Treatment for Campbell County Juvenile & Family Drug Court Program

The second Goal includes a request for funding to continue provision of substance abuse treatment at the current level for the juvenile participants of the Juvenile & Family Drug Court Program. The sum of \$12,938.89 is requested. This project falls under Purpose Areas 1 and 8.

Drug and alcohol abuse has driven much of the explosion in the adult inmate population. Approximately 80% of adult inmates have a serious history of substance abuse and one-half are clinically addicted to drugs or alcohol. Huddleston, *A Drug Court Within Reach of Every American in Need (2008)*, citing Karberg & James (2005). *Substance dependence, abuse, and treatment of jail inmates, 2002*. Washington, C.D: Bureau of Justice Statistics,

U.S. Dept. Of Justice. It is no secret that prison has accomplished little to stem the tide of crime or drug abuse. Upon their release from prison, between 60% and 80% of drug abusers commit a new crime (typically a drug-related crime) and 85% to 95% relapse quickly to drug abuse. Huddleston, *A Drug Court Within Reach of Every American in Need (2008) citing* Langan & Levin (2002). *Recidivism of prisoners released in 1994*. Washington, D.C.: Bureau of Justice Statistics, U.S. Department of Justice; See, e.g. Hanlon et al (1998), *Prison Journal*, 78,31-44; Martin et al. (1999). On average, states spend \$65,000 per bed, per year to build new prisons and \$23,876 per bed, per year to operate them. Huddleston, *A Drug Court Within Reach of Every American in Need (2008)*.

Drug abusing juveniles who come into contact with the justice system fare little better. In 2004, juvenile courts in the United States handled an estimated 193,700 delinquency cases in which a drug offense was the most serious charge. Between 1991 and 2004, the number of cases involving drug offenses that juvenile courts handled more than doubled. Drug offense cases accounted for 12% of the delinquency caseload in 2004, compared with 7% in 1985. Stahl, *OJJDP Fact Sheet, Drug Offense Cases in Juvenile Courts, 1985-2004* (February 2008, #3).

Also in 2004, drug offense cases nationally made up 10% of delinquency cases in which youth were detained: 18% of drug offense cases involved detention at some point between court referral and case disposition. Detention was more likely in drug cases involving youth age 16 and older than youth age 15 and younger (20% vs. 16%), males than females (19% vs. 15%), and black youth (28%) than youth of any other race (15% for white youth, 14% for AI/AN youth and 22% for Asian / NHPI youth). Juvenile courts formally processed 58% of drug offense cases. Between 1985 and 2004, the number of drug offense cases handled with the filing of a petition for adjudication increased 251% (from 31,800 to 111,500). The majority (68%) of formally processed drug cases in 2004 resulted in the juvenile being adjudicated delinquent. Of these cases, 18% resulted in a disposition of out-of-home placement, 67% resulted in the youth being placed on probation, and 15% resulted in other sanctions. *Id.*

Based on a 2003 nationwide study, 51% of all high school seniors said they had at least tried illicit drugs. The figure was 41% for 10th graders and 23% for 8th graders. Marijuana is by far the most commonly used illicit drug. In 2003, 46% of high school seniors said they had tried marijuana. In the same study, more than 3 in 4 high school seniors said they had tried alcohol at least once; nearly 2 in 4 said they used it in the previous month. Perhaps of greater concern are the juveniles who indicated heavy drinking (defined as five or more drinks in a row) in the preceding two weeks. Recent heavy drinking was reported by 28% of seniors, 22% of 10th graders, and 12% of 8th graders. Snyder, Howard N., and Sickmund, Melissa. 2006. *Juvenile Offenders and Victims: 2006 National Report*. Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.

In 2008, Wyoming youth report alcohol to be the most commonly used substance in all grade levels, with the prevalence rate for 30-day alcohol use of 23% in 8th grade, 38% in 10th grade and 47% in 12th grade. Reports of one or more binge drinking episodes during the past two weeks indicate 14% of 8th graders, 23% of 10th graders and 33% of 12th grade students. WYSAC (2008). *The 2008 Wyoming Prevention Needs Assessment: State of Wyoming Profile Report* by E.L. Canen & R.A. Miller (WYA Technical Report No. CHES-823-01). Laramie, WY: Wyoming Survey & Analysis Center, University of Wyoming.

In Campbell County, lifetime use of alcohol was reported as 55% of 8th graders, 77% of 10th graders and 83% of 12th graders. Use in the last 30 days was reported as 27% of 8th graders, 43% of 10th graders and 55% of 12th graders, well above the statewide average. Binge drinking during the past two weeks was reported as 16% of 8th graders, 28% of 10th graders and 41% of 12th graders, again above the statewide average. Lifetime use of marijuana was reported as 15% of 8th graders, 38% of 10th graders and 42% of 12th graders. Use in the last 30 days was reported of 7% of 8th graders, 17% of 10th graders and 18% of 12th graders. Students who self-reported coming to school when drunk or high during the last 12 months included 12% of 8th graders, 21% of 10th graders and 24% of 12th graders. *Id.*

Campbell County risk factors are highly predictive of the usages reported above.

Risk Factor Prevalence	8th Grade	10th Grade	12th Grade
Laws and Norms Favoring Drug Use	44%	52%	44%
Availability of Drugs	48%	51%	50%
Poor Family Management	41%	38%	31%
Parent(s) Favorable Attitude toward Antisocial Behavior	48%	52%	33%
Parent(s) Favorable Attitude toward Drug Use	35%	50%	65%
Low Commitment to School	47%	47%	44%
Rebelliousness	36%	40%	33%
Early Initiation of Antisocial Behavior	25%	33%	37%
Early Initiation of Drug Use	38%	41%	40%
Favorable Attitudes toward Antisocial Behavior	41%	48%	43%
Favorable Attitudes toward Drug Use	30%	41%	38%
Intent to Use Drugs as an Adult	21%	32%	37%
Perceived Risk and Harm of Drug Use	35%	46%	43%
Interactions with Antisocial Peers	40%	45%	50%

Friends Use of Drugs	42%	46%	41%
Sensation Seeking	49%	51%	57%
Rewards for Antisocial Behavior	53%	53%	63%
Depressive Symptoms	40%	42%	32%
Knew One or More Adults who have Marijuana, Crack, Cocaine, and/or Other Drugs	37%	50%	57%
Knew One or More Adults who have Sold Drugs	23%	37%	44%
Knew One or More Adults who have done things that Could Get Them in Trouble with Police	30%	42%	45%

Overall, it appears that the Wind River Indian Reservation has the greatest number of juvenile substance use problems followed by Washakie, Natrona and Campbell Counties. These counties had nearly equal numbers of indicators in the highest quartile in both lifetime use and also 30-day use. Also, the number of indicators in the highest quartile was nearly equally divided between grade levels. Thus no single grade level in these counties is inflating the number of indicators in the highest quartile. *PNA, Id.*

These concerning statistics are reflected as well in the population of youth reaching the Juvenile Probation Office. From 2006 through 2009, alcohol and other drug-related offenses made up 17.7%, 22.7%, 27.8%, and 33.2% respectively, of the cases handled throughout the year. In 2009, the Juvenile Probation office handled a total of 455 cases referred from Municipal, Circuit and Juvenile Court. Of those 455 open cases, 151, or 33.2%, involved drugs and/or alcohol. *See Juvenile Statistics in Appendix C.*

The Juvenile & Family Drug Court Program will aid Campbell County in coming into compliance with the Juvenile Justice and Delinquency Prevention Act by offering an alternative to incarceration and other long term residential placements for juveniles entering the criminal justice system due to their dependency on alcohol and other substances.

Drug Courts are judicially supervised court dockets that strike the proper balance between the need to protect community safety *and* the need to improve public health; between the need for treatment *and* the need to hold people accountable for their actions; between hope and redemption on the one hand *and* productive citizenship on the other.

Drug Court Reduce Crime. Nationwide, 75% of adult drug court graduates remain arrest-free at least two years after leaving the program, compared to the typical re-arrest rates on standard probation, in which 46% of probations commit a new offense and over 60% commit a probation violation. Huddleston, *Id.* In Campbell County Juvenile & Family Drug

Court, the recidivism rate for Program graduates is 37%, compared to the comparison group of 60% who receive standard probation services.

Drug Courts Save Money. Nationwide, eighteen rigorous cost/benefit studies have found average cost savings ranging from \$4,000 to \$12,000 per client. The Urban Institute estimates a favorable cost/benefit ration as high as \$3.36 for every \$1.00 invested in treating adult drug-addicted offenders under the watchful eye of drug court. Huddleston, *Id.* In Campbell County, juvenile incarceration costs the taxpayers \$124.30 per inmate per day, or \$45,369.50 per year. Compare that figure with the per client cost of Juvenile & Family Drug Court participation of \$6,958. This per client figure includes outpatient substance abuse treatment for the juveniles, substance abuse education for the family, parenting classes for the family, and individual and family mental health counseling, in addition to intensive probation supervision, services which will help mediate against the substantial risk factors facing our youth and families.

The Juvenile & Family Drug Court Program utilizes a “team approach” in which the Judge, County Attorney, Public Defender, County Juvenile Probation, Department of Family Services, Substance Abuse Treatment Provider, Family Therapist and School District jointly address the needs of the substance abusing juvenile and his/her family. Key elements of the Program include weekly court appearances, intensive supervision probation, frequent random drug testing and immediate sanctions / incentives to address program successes and infractions. Additionally, adolescent substance abuse treatment and family / individual mental health therapy comprise two separate and essential components of the Program.

Integrating a dynamic blend of treatment, therapy and accountability, the Program has demonstrated its effectiveness in strengthening family bonds and decreasing substance abuse in a manner not equally seen in traditional juvenile probation. Funding through the FY09 JABG grant, to supplement the anticipated FY10-11 award through the Department of Health, will ensure continuation of both critical avenues of treatment provision, by providing funding for the substance abuse component and permitting the Juvenile & Family Drug Court to continue offering the unique complex of services that have made the program successful.

Measures of success vary greatly, however *key benchmarks for participants in the JFDC Program include: sobriety, reduced recidivism, improved family functioning, enhanced academic success, active participation in community service, extracurricular activity and/or employment.*

Program participants move through five program phases, with Program requirements decreasing progressively over each phase. In all cases, however, the individualized treatment plan guides a particular participant’s progress. Juvenile participants submit to drug and/or alcohol testing between 2 and 5 times per week during the early program phases. (Parent/guardian participants are required to submit on a case by case basis). During the 2009 calendar year, **531 UA tests** were administered with a **positive rate of**

only 2.1%, substantially less than the **10.7%** positive rate for regular Juvenile Probation (with 2,269 total tests). These positive rates do not include prescribed medications. The Program's **recidivism** rate for program graduates is **37%**, compared to the comparison group rate of 60%.

Because drugs courts generally apply a strength-based approach, graduated incentives are utilized by the JFDC Program to recognize positive progress by the juveniles and their families. Incentives are wide ranging, and the Team strives to individualize them, when possible, to make them motivational and relevant. Examples of incentives include: progression from one program phase to the next, award of 30, 60, 90, 180 and 365 day sobriety medals, reduction in the number of required court appearances, family meal coupons, movie passes, choice of retail gift certificates, group family activities which include Operational Team members as well, extended travel permission, fuel vouchers, return of driving privileges and extension of curfew. Intangible rewards, such as verbal encouragement, applause, standing ovations, selection of a family meal or activity, etc. are also effective tools when combined with tangible incentives in a contingency management approach. Graduation from the JFDC is the ultimate incentive toward which each family strives.

Offender accountability is an essential goal of the juvenile justice system and one of the primary objectives of the Juvenile & Family Drug Court Program. This is achieved through the timely administration, by the JFDC Judge, of graduated sanctions. The sanctions require offenders to be accountable for their actions and rectify any harm they may have caused to others. They range along a continuum of severity so that they become progressively restrictive if the offenders continue in their non-compliant behaviors. Sanctions may include: tobacco fines, loss of privileges, after-school tutoring, letters of apology, electronic monitoring, house arrest, reduced curfew, increased restrictions on travel and associates, community service, short-term placement at the Crisis Shelter or longer-term placement, within the community, at the YES House Group Home.

Of 45 juvenile participants, 29 (64%) have been subject to house arrest, electronic monitoring, or both, with periods ranging from 2 days to 2 months. Seven program participants have received no sanction involving temporary removal from the home. Twenty (44%) have been placed short-term at the Crisis Shelter, with stays ranging from 48 hours up to one month. Eleven (24%) of the juvenile participants have been placed in the community group home for a longer period of time, but have continued to participate in the Juvenile & Family Drug Court Program. Nineteen (42%) participants have been required to complete an in-patient residential substance abuse program as a condition of their continuation or entrance into Juvenile & Family Drug Court.

Incarceration is considered a last resort, and, at times, has been utilized to keep a client safe and drug-free, and to protect the community, while waiting for an open bed in an in-patient treatment program. As an ultimate sanction, twenty-four participants have been sentenced to the Detention Center for a period of 48 hours which are generally served on

weekends. Because many of the juveniles reach age 18 while in the juvenile court system, adult detention would be the likely final sanction were they not able to participate in the Juvenile & Family Drug Court Program.

Sanctions are also designed to be both flexible and diverse in order to fit a broad spectrum of offenders and situations. Because the juvenile's parents/guardians are active participants in the program, and subject to the Court's jurisdiction, their actions or inactions may also be the subject of the Court's graduated sanctions.

All of the juvenile and adult participants participate in a pre and post program administration of the Family Functioning Inventory. Of the nineteen (19) families who have successfully completed the Program, completed statistics relating to family functioning are currently available for twelve (12) of those families. Of those twelve families, *83.33% of the juvenile participants perceived an improvement in family functioning*, with scores improving from 4 to 20 points, 8.33% indicated no change in perception, and 8.33% perceived lessening of family functioning. Of the adult participants, 63.16% perceived improved family functioning, with scores improving from 2 to 26 points, 10.53% perceived no change, and 26.32% perceived a lessening of family function, with scores ranging from minus 2 to minus 4. 100% of the families have participated, to the extent possible, in the family components (parenting classes and individual/family/group counseling). 79.49% of juvenile program graduates have demonstrated greater academic success and 38% have gone on to college or vocational training. One program graduate obtained his GED. Other areas of measurement include completion of community services assignments, payment of program fees and fines, participation in extra-curricular activities and/or employment, and a decrease in recidivism.

3. PROJECT(S) DESIGN

Goal 1: Continuation of the 48-Hour Hold Program for Status Offenders at the Crisis Shelter.

The Crisis Shelter intervention services are designed as an alternative to incarceration of status offenders. Youth that are referred to the program receive counseling and support services, three balanced meals a day and medical/dental care. At the time of intake Youth Advocates identify goals and objectives for the youth's placement, schedule family meetings, and develop a time-line for re-unification into the home. During youth's stay at the Shelter they receive feedback and consequences, when appropriate, for their behavior as well as guidance in developing appropriate responses and behaviors. Furthermore, throughout youth's stay at the Shelter they also get involved in constructive community-based projects and recreational programming.

The Youth Advocates are responsible for the supervision and care of youth while they are at the Crisis Shelter. There is staff awake and present at all times, meeting or exceeding

all staff-to-client ratio requirements. Additionally, the Shelter has a fully operational alarm system which helps assure 24-hour monitoring of resident's movement and safety.

This grant will allow the agency to continue to augment its current staff so as to enable sufficient security and coverage for at-risk youth reposed to their care, either by virtue of parental or law enforcement placement, and whether or not the law enforcement placement is informal (without arrest) or as a consequence of a direct referral from the Campbell County Detention Center after an arrest.

The 48-hour Hold Program for status offenders at the Crisis Shelter is consistent with JABG Program Area #2. This area addresses the secure crisis shelter as its purpose is "Developing and administering accountability-based sanctions for juvenile offenders". The targeted activities through this grant are aimed at preventing status offenders from being incarcerated.

**Goal 2: Continued Funding for Substance Abuse Treatment for
Campbell County Juvenile & Family Drug Court Program**

The Juvenile & Family Drug Court commenced operation in April 2002. It has been awarded grant funding from the Wyoming Department of Health, Substance Abuse Division, during this entire time with cash match being provided by Campbell County. Due to the increasing number of drug courts statewide, the Department of Health award has decreased over the last several years. However, program funding has been supplemented by the FY05, FY06, FY07 and FY08 JABG grants, permitting the Juvenile & Family Drug Court to continue offering valuable services to the community.

The Juvenile & Family Drug Court Program is open to non-violent, substance dependent youth between 13 and 17 years of age and their families and focuses on juvenile crime involving the use or misuse of drugs and/or alcohol. Once adjudicated delinquent, program participation is based on a screening process which determines whether the juvenile is substance dependent and the parents / guardians amenable to the Program's services. Families must agree to have the case referred from Juvenile Court to the Juvenile & Family Drug Court Program.

The JFDC Participants work through five program phases. Historically, the overall time for completion ranged from 10 to 24 months, with a cumulative average of 19.75 months. In the last year the program was reduced to 10-12 months due to budget constraints. (Phase Criteria is attached as ***Attachment D***)

Key elements include:

- ***Weekly Judicial Reviews*** w/ District Court Judge Dan Price - these highly interactive Court sessions include the juvenile participants, parents/guardians, possibly other family members, and the full JFDC

Operational Team all attending the court session simultaneously. Participants and Team members alike are fully aware of their obligation to observe the confidentiality of the weekly proceedings.

- **Adolescent Substance Abuse Treatment** comprised of group sessions 2 times/week, weekly AA/NA attendance, participation in the 12-16 hour family program, and one-on-one sessions as necessary.
- **Family Therapy** ranging from 24-36 hours in Phase I to 1-3 hours in the final, unsupervised portion of Phase 5.
- **Intensive Supervision Probation** and frequent random drug testing.
- **Use of Immediate Sanctions and Incentives** to address program successes and infractions.

The JFDC Team and the juvenile participants, along with their families, appear in Court weekly, before District Court Judge Dan Price, to discuss their progress in treatment, individual and family therapy, school, probation, etc. Sanctions or incentives, as described above, are given depending on the week's progress.

Since the JFDC Program commenced operation in April 2002, forty-five (45) youth and one-hundred and five (105) additional family members have been served. Of those 45 juveniles, 30 were male and 15 female. Age, at the time of acceptance into the Program, ranged as follows:

# Juvenile Participants	Age at time of Entry into Program
2	12 - 13 y.o.
18	14 - 15 y.o.
18	16 y.o.
10	17 y.o.

The primary drug of choice was marijuana, followed by alcohol and methamphetamine. Only eleven of the juvenile participants had been involved in an outpatient or inpatient program prior to acceptance into JFDC.

Initial use of drugs/alcohol also widely ranged from:

# Juvenile Participants	Age at Initial Use
2	10 y.o and under

14	11 - 12 y.o.
28	13 - 14 y.o.
4	15 - 16 y.o.
0	17 y.o.

*based on Substance Abuse Evaluation Reports

During 2009, the County Attorney's Office reviewed 444 juvenile tickets, identifying 8 offenders and their families as potentially eligible, and referring them to the Program Coordinator for invitation and screening. Since the program commenced operation, the County Attorney's Office has screened a total of 2,492 juvenile tickets and determined that 115 juveniles and their families were potentially eligible for program participation. The potential juvenile participant must be diagnosed as drug and/or alcohol dependent to meet admission criteria. The parents/guardians must also agree to actively participate in the program, including weekly court attendance, family therapy sessions, family substance abuse program, parenting classes, cooperation with home visits and searches and must agree to abide by all terms of JFDC and probation (to include refraining from use of drugs/alcohol and keeping their homes substance free), and attending their own treatment program, as indicated.

Of the 115 total families invited for screening, 48 juvenile offenders (31 males and 17 females) and their families met all eligibility criteria, agreed to participate in the program and had their Juvenile Court cases transferred to Juvenile & Family Drug Court. The collective juvenile delinquency history reflected the following charges:

- Use (or multiple uses) of a controlled substance
- Possession of a controlled substance
- Delivery (or conspiracy to deliver) a controlled substance
- Public intoxication / Minor in Consumption
- Driving while under the influence
- Driving while under suspension
- Probation / CHINS Violation (Substance Abuse related)
- Assault and Battery
- Unauthorized use of motor vehicle
- Larceny
- Shoplifting

The program has succeeded in designing and implementing a dynamic blend of treatment and accountability into a program that includes the key components for an effective drug court. To date, there have been many successes of the program, including:

- Graduations: 19 juveniles and 51 family members, for a total of 70 program graduates.
- 20 current participants: 7 juveniles and 13 family members
- Participants accepted to begin in 2010: 4 juveniles and 7 family members
- 1,333 incentives awarded
- 96% of all juvenile participants have received 30 Day sobriety medals
- 93% of all juvenile participants have received 60 Day sobriety medals
- 84% of all juvenile participants have received 90 Day sobriety medals
- 69% of all juvenile participants have received 180 Day sobriety medals
- 89% of all juvenile participants have successfully completed Community Service when assigned
- 76% of all juvenile participants have gained employment
- 91% of all juvenile participants are in high school, graduated from HS, or obtained a GED

A comparison group of juveniles who elected to not participate in the program had a sixty percent (60%) drug/alcohol recidivism rate, compared to only a thirty-seven (37%) drug/alcohol recidivism rate for our graduates.

Timeline

Goals and Objectives	Management Techniques	Timelines
<u>Goal 1:</u> Continuation of the 48- Hour Hold Program for Status Offenders at the Crisis Shelter	Continue to supervise and provide intervention services Secure continuation funding for staff	April 1, 2010 through March 31, 2011
<u>Goal 2:</u> Continued Funding for Substance Abuse Treatment for the Campbell County Juvenile & Family Drug Court Program	Continue to provide substance abuse treatment services to the juvenile participants of the JFDC.	April 1, 2010 through March 31, 2011

4. PROJECT STAFF

Goal 1: Continuation of the 48-Hour Hold Program

Crisis Shelter Staff

The 48-Hour Hold Program for Status Offenders at the Crisis Shelter will be managed by the full-time Program Director, four full-time and six part-time Youth Advocates. Youth Advocates are responsible for case management, counseling, behavior management, scheduling of activities, problem-solving and crisis management, training staff, and role modeling. The Crisis Shelter Director is responsible for hiring, supporting, training, evaluating and supervising of employees. He directs case management and treatment plans for high-risk youth; provides assistance for programs, accountability, facility, budget and financial needs; and conducts outreach and aftercare services. Resumes for the Executive Director and Crisis Shelter Director are attached as **Appendix E1-2**.

Training for Crisis Shelter Staff

Training for Crisis Shelter Staff consists of the following components. *Weekly Staff Meeting*: weekly 3-hour staff meetings are conducted. Full-time employees are required to attend all meetings, with part-time employees required to attend the 1st and 3rd weeks of each month. The first hour is for in-service trainings, clarification and education on direct issues relating to effective case management, developing and evaluating case plans, and therapeutic intervention / treatment plans. *Quarterly Staff Training Retreats*: four times per year, there is a 3-hour retreat for all staff. These are used for staff training, in-services, team building, evaluating services, and agency planning. *Professional Conferences / Training*: each full-time employee attends a professional conference each year directly related to their work and professional need. Additionally, full and part-time employees attend local or regional trainings relevant to working with youth. Documentation of trainings is maintained in each personnel file. For example, the Crisis Shelter staff annually attend the Wyoming Youth Services Association conference in September and Wyoming Association of Child and Youth Care Professionals conference in April. Trainings attended over the last year by the Crisis Shelter Director have included:

<u>Dates</u>	<u>Training</u>	<u>Participant</u>
6/10, 2009 Casper, WY	Children's Mental Health Waiver	Lane Keeney
6/15-19, 2009 Spearfish, SD	Life Space Crisis Intervention Training	Lane Keeney
9/14, 2009 Gillette, WY	Mandt Training	Lane Keeney

Subcontractors

There are no subcontractors involved in this aspect of the program.

Goal 2: Supplementation of the Services Provided by the

Campbell County Juvenile & Family Drug Court Program

Juvenile Probation Office Staff

Since the Juvenile & Family Drug Court commenced operation in 2002, the Program's employees (Intensive Supervision Juvenile Probation Officer and Administrative Assistant) have been housed in the Juvenile Probation Office suite.

At present, the Juvenile Probation Office is staffed by a Director, who also serves as the Coordinator for the Juvenile & Family Drug Court (in-kind), one (1) Sr. Juvenile Probation Officer, three (3) Juvenile Probation Officers, one (1) Intensive Supervision Juvenile Probation Officer (separate from the drug court), the Community Service Supervisor and two (2) Administrative Assistants who all fall under the Juvenile Probation Table of Organization and whose salaries are paid by Campbell County. The Director of Juvenile Probation also supervises the grant-funded JFDC Intensive Supervision Juvenile Probation Officer and Administrative Assistant. Resumes for the Intensive Supervision Juvenile Probation Officer and the Director/Coordinator are attached as ***Appendix E3-4***.

Juvenile & Family Drug Court Team

While the JFDC staff are housed in the Juvenile Probation Office, they interact daily with members of both the Operational Team and Board of the Juvenile & Family Drug Court. The "Team" consists of diverse professionals who donate their time to the juvenile drug court effort. The respective contributions of each Board Member and Operational Team Member is outlined in ***Appendix F, Memorandum of Understanding***.

Training

Training for regular Juvenile Probation Office staff is provided by the County, via the Juvenile Probation Office budget. Specialized training for Juvenile & Family Drug Court staff has been provided through the drug court grant, via the Wyoming Department of Health, Substance Abuse Division.

Juvenile & Family Drug Court Operational Team and Board members receive various types of training including those provided by their regular full-time employer, national and/or state trainings funded by the JFDC and cross-training provided within the Team itself. A summary of drug court-related trainings attended by Board and Operational Team Members is attached as ***Appendix G***.

The Juvenile Probation Office also provides, during its staff meetings, in-house training and informational sessions conducted by various members of the communities' agencies. In addition, the Intensive Supervision Juvenile Probation Officer and Administrative Assistant have received generalized training on the County's various software through the ITS Department. Part of the training provided for the ISJPO has included training in the use of the FACTS 5 communications database program, which was developed in part with earlier JAIBG funding and permits partnering agencies to communicate with each other in sharing information about prior juvenile offenses so that sentencing for repeat offenders is

more appropriate and effective. The type of data collected includes types of crime committed, severity, origin, disposition of charges, educational grades and age of offenders, program to which offenders were directed, i.e., substance abuse counseling, community service, sex offender treatment, supervised probation, etc.

In addition to the Campbell County database, drug courts statewide are required, effective July 1, 2006, to input data into the re-designed State Case Management System. The collection of such data will enable Campbell County, as well as the Wyoming Department of Health, Substance Abuse Division, to analyze the number of original incidences and/or recidivism in juvenile offenders. Addition of the information gleaned by the ISJPO will assist the Juvenile Probation Director in assessing the effectiveness of the position/program.

Subcontractors

The Juvenile & Family Drug Court subcontracts for various services, as indicated on the JFDC budget for the fiscal year 2009-10, which is attached as ***Appendix H***.

The State application process for the FY10-11 fiscal year commences in February 2010. In that insufficient funds will be available for the ever-increasing substance abuse treatment costs, the FY09 JABG award will be utilized to continue treatment services at an effective level.

5. PROJECT EVALUATION

This subsection is intended to identify how the process evaluation will be presented and monitored. The process evaluation should include, at the least, data to show youth contact, activities of the coalition, and a qualitative discussion of the project including techniques that worked and those that failed. Particularly, we should identify how an outcome based statistical evaluation will be designed and completed. The outcome-based evaluation shall address whether the youth served are members of the target population, whether the project's goals have been achieved, and will include an analysis of the relative cost and effectiveness of the project.

The project's goals are realistic and clearly stated in measurable terms and within a stated time frame. If the goals are achieved the program will have a significant impact on the target population.

Evaluation of the 48-Hour Hold Program for Status Offenders at the Crisis Shelter

The statistical information about the number of status offenders and how many days of services they receive will be kept. Weekly meetings will be conducted to assess the progress of the program and if objectives have been met. At the meetings the collected data will be analyzed, and the strategic plan for the coming week will be developed. Additionally, after-care follow-up services will reveal the status offenders legal status. Program staff will contact the youth/family via phone approximately once a week with the

goal of monitoring youth's progress, providing support and follow through with the discharge plan.

Evaluation of the Juvenile & Family Drug Court.

Evaluation of the Juvenile & Family Drug Court Program has historically been conducted by a privately contracted evaluator and submitted to the Wyoming Department of Health, Mental Health and Substance Abuse Division on an annual basis. The financial audit is conducted as part of the yearly Campbell County fiscal audit. In 2009, the program underwent a SYNC Review, conducted by the Wyoming Citizens Review Panel on December 14, 2009 – December 17, 2009. The financial audit will continue to be conducted as part of the yearly Campbell County fiscal audit.

6. PROJECT SITE

This subsection is intended to address the criteria for selection of our site of operation, geographic location, area to be served, and relevant information concerning the project facilities, and letters of support indicating agreement and availability of resources.

Site for 48-Hour Hold Program for Status Offenders

Youth Emergency Services, with its Crisis Shelter component, is located at 700 East Longmont in Gillette, WY. The YES House provides residential treatment, emergency shelter, education, foster care, prevention, counseling and intervention services to children and families in Northeast Wyoming. This project / process is intended to address the site needs of an OJJDP compliant juvenile detention.

Site for the Juvenile & Family Drug Court

Staff for the JFDC are housed in the Campbell County Juvenile Probation Office suite located in the basement of the Campbell County Courthouse at 500 S. Gillette Ave., Suite B600, Gillette, Wyoming. This location is within close proximity to the County Attorney's Office (housed on the same level) and the Courtrooms (housed on the second level), and with whose personnel the JFDC staff have frequent contact. This site is also centrally located for those Team Members whose primary office is outside the Courthouse.

The Juvenile Probation Suite consists of two separate areas. The first contains a reception and administrative support area, fileroom, conference room and offices for the Director and four Juvenile Probation Officers. A second adjoining area also contains a reception and administrative support area (for Community Service and Drug Court), offices for the Community Service Supervisor and Drug Court Probation Officer, a classroom for Corrective Thinking and TEG, breakroom and storage. All areas are adequately furnished.

7. COMMUNITY SUPPORT

Attached as *Appendix I* are letters submitted on behalf of the Juvenile Services Partnership by the Chairman and key members, indicating their commitment to the proposed programs

and confirming their position that these projects are consistent with the long-range community juvenile service plan.

8. BUDGET

Please refer to *Appendix J*.

9. TERMS OF CONTRACT

The term of the 2009 JABG grant will be April 1, 2010 through March 31, 2011.

10. WAIVER

Please refer to *Appendix K*.

Susan L. Cahill, Director
Campbell County Juvenile Probation

Date