

## **FREMONT COUNTY JABG COALITION JUVENILE CRIME REDUCTION PLAN**

The purpose of this Crime Reduction Plan is to give an overview of the prior as well as current planning and implementation of juvenile justice programming in Fremont County Wyoming beginning in 1994. This includes three JABG sites, Fremont County, Lander, and Riverton.

### ***JUVENILE CRIME REDUCTION PLAN***

#### **Statement of Problem**

- 1. Wyoming and Fremont County does not have a unified juvenile justice court system which has resulted in a lack of community based resources outside of the Department of Family Services and District Juvenile Court***

On average, per calendar year there are 450 – 500 juvenile age arrests in the Lander and Riverton Circuit Courts and Municipal Court jurisdictions in the City of Lander and City of Riverton. In 2001, in the Ninth Judicial District Juvenile Court, Fremont County, there were 50 petitions filed for delinquency, neglect/abuse, and Children In Need of Supervision. This results in only 10% - 15% of juvenile arrests being processed through the Juvenile Court under the Wyoming Juvenile Code.

#### **PLAN OF ACTION**

All law enforcement (municipal and county) will refer all juveniles, and their parent(s)/guardian(s), who have been cited for a delinquent act to Youth Services of Fremont County for an intake interview. Youth Services of Fremont County initiated policy, procedure and contracts with the City of Lander and City of Riverton to provide intake services for juvenile and parent interviews and written intake reports and recommendations.

#### **COORDINATION / COLLABORATION**

This system required coordination and collaboration between the City Attorney, Municipal Court Judge, Police Chief, in both the Municipality of Lander and Riverton, Fremont County Attorney's Office and Youth Services of Fremont County; followed by approval from the Mayor and Council of each community.

- 2. Courts other than the District Juvenile Court do not have juvenile probation or other services available as part of their routine activities.***

Since Circuit Courts and Municipal Courts are adult misdemeanor jurisdictions they do not have any juvenile probation staff obligated to serve juvenile age clients under state law, state juvenile code or city ordinance.

**PLAN OF ACTION**

With limited resources available through municipal governments, Youth Services agreed to find funding in addition to Municipal contributions and County funds for juvenile probation officers to be assigned intake responsibilities and Municipal Court cases for supervision and court reports. Youth Services would be responsible for conducting intakes and writing reports on all juveniles who commit a crime within Fremont County (excluding the Wind River Reservation).

**COORDINATION / COLLABORATION**

Funding of the project included Municipality of Lander and Riverton Mayor and Council and Youth Services of Fremont County; and the cooperation of the Fremont County Board of Commissioners who allowed for in-kind use of telephones, computers, office furniture, county office space and use of the county payroll system. Youth Services was required to identify and obtain via grants and JAIBG, adequate funds to supplement the municipal and county contributions.

***3. There is not a systematic, consistent, objective means to determine when the jurisdiction the Juvenile Court is appropriate.***

Under the juvenile code the County Attorney's office can require the Department of Family Services or local juvenile probation department to investigate whether a delinquency petition should be filed in a matter that comes to their attention. Municipal Court prosecutors do not have the authority to require this service.

**PLAN OF ACTION**

After juvenile commits a delinquent act, Youth Services of Fremont County Juvenile Probation Officers will conduct standard interviews with the child and their parents and make collateral contacts e.g. school, and any other service providers (releases of information are used when necessary). Written intake reports containing information regarding the present offense, family situation, attitudes towards the offense, parent input, prior record, substance abuse issues, etc. are then filed with the prosecutor at the Municipal Court. If it is deemed appropriate for the case to be diverted or handled in another jurisdiction (Juvenile Court) a persuasive argument is made to have the City prosecuting attorney divert the matter to a pre-court diversion status or dismiss the charge and have the County Attorney's Office file a juvenile delinquency petition.

**COORDINATION / COLLABORATION**

In order for charges to be filed in the jurisdiction most appropriate for the individual juvenile, the Municipal prosecutor must be willing to waive his/her jurisdiction of the matter and the County Attorney's Office must be willing to file a delinquency petition. Both attorneys must have confidence in the Juvenile Probation Officer's judgment. The Juvenile Probation Officer must have the ability to articulate and support their argument.

***4. There are no mandated Pre-court Diversion programs.***

Under the Circuit Court and Municipal Court systems juveniles are merely cited directly into the misdemeanor adult court jurisdiction without being reviewed for diversion from the criminal justice system.

**PLAN OF ACTION**

As detailed above an intake procedure was developed and jurisdictions agreed to the process. It is evident that numerous juvenile offenders do not need the full measure of court process in order that they are held accountable and responsible for their actions. This has the advantage of reserving the fixed resource of court docket time, attorney time, etc. for those matters, which need that level of intervention, while still holding juveniles accountable for their actions. The Lander City Prosecutor's Office, the Riverton City Prosecutor's Office, and the Fremont County Attorney's Office approve and enter into pre-court diversion contracts with Youth Services of Fremont County, the juvenile offender, and the juvenile offender's parent(s)/guardian(s). Once the pre-court diversion contract is successfully completed the pending charges are dismissed. If the juvenile fails to complete the pre-court diversion contract, a court date is set to hear the allegations.

**COORDINATION / COLLABORATION**

Pre-court diversion requires the cooperation and collaboration of the respective prosecuting attorney's and Youth Services of Fremont County, whose job it is to supervise the terms of the diversion contract.

***5. There is a lack of accountability-based consequences for juvenile offenders.***

Because the majority of juvenile offenders are cited into adult misdemeanor courts there are not appropriate accountability based consequences for juvenile offenders.

**PLAN OF ACTION**

Because adult courts are designed for adult offenders there are not appropriate sanctions and supervision for juvenile age offenders. Unsupervised probation, fines and jail terms often times are not appropriate or effective with a juvenile age offender. Through the use of JABG funds, community service programs have been enhanced, Juvenile Intensive Probation for very young offenders has been implemented, and an additional juvenile probation officer hired. Electronic Monitoring, house arrest and curfew sanctions have been developed and are being used as graduated sanctions. 2002 JABG grant funds in Lander and Riverton are being used to enhance community services programs in both communities.

Juvenile Probation officers received training in Moral Reconciliation Therapy (MRT) and are providing this research based and evaluated, cognitive group therapy for probationers supervised by Youth Services of Fremont County, and including all Juvenile Drug Court participants. 2002 JABG grant funds will be used as needed to facilitate after hours MRT groups for juvenile offenders from Lander and Riverton Municipal Court jurisdictions.

**COORDINATION / COLLABORATION**

These programs have been collaboration between Youth Services, Municipal Courts, and prosecutors, the JCEC's with approval by governing bodies.

***6. There is no publicly funded Juvenile Detention Center***

There are no public juvenile detention centers in the State of Wyoming, which meet the standards of the juvenile justice act for secure detention. The Wyoming Boys' School and Wyoming Girls' School are both secure placements for delinquent children, but for only adjudicated youths who can only be placed by the District Juvenile Court Judge. Municipal Courts and Circuit Courts do not have the authority to placed appropriate juvenile age offenders at either the WBS or WGS. There are two for profit juvenile detention centers within the State.

**PLAN OF ACTION**

Fremont County courts and law enforcement found a need for a new detention facility. The public passed a capital improvement bond in the amount of 8 million dollars in order to build and endow a new detention facility. Technical Assistance was requested and granted by the Office of Juvenile Justice. The design included a collocated, separately administered juvenile detention center, which would meet the Juvenile Justice Act standards. Youth Services of Fremont County developed and implemented a comprehensive juvenile detention program which includes an education program with a full-time Special Education Instructor with aid, and Education Coordination, recreational programming, music therapy, substance abuse education group, substance abuse screening, mental health screening, and licensed therapy.

Other counties are using the Fremont County Juvenile Detention Center as a regional juvenile detention center. The FCJDC has developed a Memorandum of Agreement with the BIA, Eastern Shoshone Tribe and the Northern Arapahoe Tribe in order that juveniles under the jurisdiction of the Wind River Reservation BIA police and Tribal Court may be detained in the FCJDC.

**COORDINATION / COLLABORATION**

There were numerous players involved in building and implementing a Juvenile Detention Center. It required the collaboration of Fremont County School District No. 1, Fremont County Sheriff's Office, Youth Services of Fremont County, State of Wyoming Division of Substance Abuse, Fremont Counseling Services, Fremont County Clerk's Office, the Wyoming County Commissioners Association Federal Juvenile Justice Project, and the voters of Fremont County.

***7. Riverton City ordinances prohibit juvenile offenders from being placed in juvenile detention.***

Riverton Municipal Court does not have any jail able offenses in its municipal code. Therefore, if a juvenile age offender is a repeat offender, or violates terms of probation he cannot be held accountable with a sentence to a secure facility.

**PLAN OF ACTION**

After the completion of the Juvenile Detention Center, it became apparent that the Riverton Municipal Court would benefit from being able to utilize this service when appropriate. The City Attorney in consultation with the Municipal Court Judge and Youth Services of Fremont County drafted changes in the Municipal ordinances, which would allow the Court to sentence individuals to a term in the County Detention Center. These ordinance changes were presented to the City Council at public hearings on three occasions before their passage.

**COORDINATION / COLLABORATION**

This took the collaboration of the City Attorney, Municipal Court Judge, City Council and public hearings.

***8. Fremont County has a serious alcohol and substance abuse problem among its juvenile population and there is not a consistent approach for evaluation, treatment or court involvement.***

Because of the multiple layering of jurisdictions, (Circuit Court – Lander & Riverton, Municipal Court – Lander & Riverton, Juvenile Court, Federal Court and Tribal Court – Wind River Reservation) there are not consistent services and effective approaches for dealing with youth with substance abuse and mental health associated problems.

**PLAN OF ACTION**

It was determined there was a need for intensive outpatient treatment of juveniles with substance abuse problems. A collaboration of agencies, including DFS, Youth Services of Fremont County, Fremont Counseling Services, and Wind River Reservation representatives from Eastern Shoshone adolescent treatment and Northern Arapahoe adolescent treatment programs developed a plan for an adolescent intensive outpatient substance abuse program. Youth Services wrote a grant funded through the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Combating Underage Drinking Initiative and a program coordinator was hired. This was the only paid staff and the five-day per/week; 12-week program was facilitated through agency collaboration.

This grant also funded a Judicial Survey Report regarding each jurisdiction's (County Courts in Lander and Riverton, Municipal Courts in Lander and Riverton, District Juvenile Court, and Wind River Reservation Tribal Court) perceived problems with juveniles and substance abuse, how cases were evaluated, processed and handled

presently and what each jurisdiction would like to see happen regarding additional resources, etc.

An outcome of these projects led to Youth Services of Fremont County applying for Department of Justice, Office of Drug Courts sponsored Juvenile Drug Court training. This was three national trainings for local Juvenile Drug Court Teams which were comprised of: two Judges, the County Attorney, Public Defender, substance abuse treatment, evaluation, Wind River Reservation liaison, Education, Social Services, Court administrator, and Team coordinator.

#### **COORDINATION / COLLABORATION**

A collaboration of agencies, including DFS, Youth Services of Fremont County, Fremont Counseling Services, and Wind River Reservation representatives from Eastern Shoshone adolescent treatment and Northern Arapahoe adolescent treatment programs developed a plan for an adolescent intensive outpatient substance abuse program. A Fremont County Juvenile Drug Court Team was assembled and received national training in planning and implementing a Juvenile Drug Court.

#### ***9. Courts other than the District Juvenile Court do not have the authority to compel parents to participate in the treatment of juvenile offenders.***

Because the majority of juvenile offenders in Fremont County (and throughout the State) fall outside the jurisdiction of the District Juvenile Court, their parents therefore are not under the jurisdiction of the Juvenile Code and adult courts do not have the authority to order parents to be involved in their children's treatment.

#### **PLAN OF ACTION**

All jurisdictions (Municipal, County-later Circuit, and Tribal) referred the appropriate juvenile offenders to the newly developed juvenile outpatient intensive substance abuse program. However, there was no means to compel parents to participate in their child's substance abuse treatment unless they did so voluntarily. It also became apparent that by having so many court jurisdictions involved there were inconsistencies in how the various courts reacted to non-compliance issues related to the outpatient program. Due to these reasons and others, it was decided to implement a District Juvenile Drug Court program with dockets in both Lander and Riverton. The jurisdiction of these cases would rest solely with the State District Juvenile Court, operating under the Wyoming Juvenile Code. This would insure consistency in the handling of cases and would give the authority to compel parent(s)/guardian(s) to become actively involved in their child's treatment and recovery.

#### **COORDINATION / COLLABORATION**

To plan and implement a Juvenile Drug Court, which would embrace the relatively newly formed intensive outpatient adolescent substance abuse program there needed to be coordinated effort and accepted philosophy shared by the courts and numerous agencies. This included the Juvenile Drug Court Team comprised of the District and Circuit Court Judges, Public Defender's Office, County Attorney's Office, education

specialist, treatment providers, Wind River Reservation treatment providers and court personnel, Department of Family Services, Youth Services of Fremont County juvenile probation officers, and Municipal Courts in Lander and Riverton.

***10. There is no training available at the law enforcement academy for juvenile detention officers.***

All state and county detention officers are required to attend training at the Wyoming Law Enforcement Academy. This training does not include any curriculum on juvenile detention.

**PLAN OF ACTION**

Youth Services of Fremont County submitted a curriculum to the Police Officer Standards and Training Board (POST) and received approval for Juvenile Detention Officer training which qualified for POST certification. JABG funding was used to pay a facilitator for the training as well as detention officer over-time and a meal, which was necessary due to on-going staffing requirements at the Juvenile Detention Center.

**COORDINATION / COLLABORATION**

This was a collaborative project between the Fremont County Sheriff's Department, Youth Services acting as the Juvenile Detention Center administrator, and the Wyoming Law Enforcement Academy.

***11. More programming needs to be focused on prevention of juvenile delinquency and substance abuse.***

Because there has been such a need for systemic issues to be addressed regarding how children are processed in the juvenile / criminal justice system, we have not developed prevention of delinquency and substance abuse programming.

**PLAN OF ACTION**

Three separate prevention coalitions representing Lander, Riverton, and Fremont County were organized and met as a countywide coalition to plan and apply for 21<sup>st</sup> Century State Incentive Grant (SIG) prevention funding. This process also included State Tobacco Prevention funds, and the Governor's Discretionary grant for Safe and Drug Free Schools administered by the Governor's Substance Abuse and Violent Crime Advisory Board. A comprehensive planning and grant writing process established by the State Department of Health, Substance Abuse Division, was followed. The Lander and Riverton Coalitions were successful in their respective grant applications, while the County application was not approved but did receive funding through the Lander and Riverton proposals. These coalitions are funding in Lander: Project Northland a school-based substance abuse prevention program at the Junior H.S.; Kids Are Special, prevention program for children living in chemical dependant homes; Parenting with Love and Limits, a parenting program targeted for parents of conduct disorder and oppositional defiance types of children; Moral Reconciliation Therapy at the FCJDC. Riverton: Moral Reconciliation Therapy to be used in the Student Management Center

which is used to keep children in school rather than being suspended; Project Achieve at the Middle School, a substance abuse and life skills program; FCJDC funding. Wind River Reservation: Wind River Health Promotions parenting program, which is designed for the Native American culture.

**COORDINATION / COLLABORATION**

Abate Substance Abuse Program (ASAP), School District No. 1, School District No. 25, Youth Services of Fremont County, FCJDC, Fremont Counseling Services, Public Health, community members including youth, NOWCAP, Wind River Health Promotions, Meadowlark Youth Shelter, Riverton Municipal Court Judge, RPD school resource officer, FCSO.

***12. Parents need more resources to assist them in becoming competent, effective parents.***

Due to the majority of juvenile age offenders being under the jurisdiction of adult misdemeanor courts, which lack resources and training to handle the complex problems of juvenile delinquents and their families, parents are under valued as an integral part of the solution to juvenile crime.

**PLAN OF ACTION**

Parents are in need of specialized training for dealing with adolescents; especially children who are status offenders, or exhibiting conduct disorder and oppositional defiance behaviors. The Juvenile Drug Court in collaboration with the Board of Cooperative Educational Services (BOCES) and the State Incentive Grant is implementing training for parenting group facilitators and who will provide parenting groups on four occasions each in Lander, Riverton, and the Wind River Reservation. Each group will meet eight times and will include both parents and adolescents.

**COORDINATION / COLLABORATION**

The Juvenile Drug Court Coordinator wrote grants for parenting group facilitator training, curriculum purchase and facilitator stipends. The grant applications were with the Board of Cooperative Educational Services, and the State Incentive Grant. This successfully funded proposal will provide parenting classes in the communities of Lander, Riverton, and the Wind River Reservation.

***13. There is no consistent data collected, or required to be collected pertaining to juvenile offenders in misdemeanor courts, or juvenile detention.***

There is no all-inclusive central repository of juvenile age offender data within the State. Circuit Courts and Municipal Courts are not required to report data specifically on juvenile age offenders appearing in their respective jurisdictions.

**PLAN OF ACTION**

Youth Services using JABG and WCCA funds has created a countywide database of juvenile offenders. This database is being expanded to include the Juvenile Drug Court.

**COORDINATION / COLLABORATION**

Both Lander and Riverton offices of Youth Services, the Fremont County Juvenile Detention Center, and the Juvenile Drug Court will share a database.

***14. There is a need for Gender specific programming for female probation clients. Juvenile crime as a whole is declining nationwide and in Fremont County, female juvenile crime is rising as a subset of all juvenile crime statistics. Research indicates that traditional probation supervision is ineffective with female juvenile clients.***

**PLAN OF ACTION**

The Lander JAIBG funded staff received weeklong training at the National Institute of Corrections (NIC) in Longmont, Colorado, in gender-based services and programming, "Meeting the Needs of the Juvenile Female Offender, May 18-23, 2003. After receiving the training, an appropriate gender specific curriculum "Voices", was identified and purchased. The Youth Services staff implemented the program of 18 weekly sessions of closed group for 6-8 girls only.

**COORDINATION / COLLABORATION**

Youth Services of Fremont County probation and the National Institute of Corrections. Referrals to the program are from the pre-court diversion and supervised probation caseloads.

***15. Juveniles who come to the attention of Youth Services via law violation related to alcohol or substance use may not be appropriate for the intensity of treatment provided in the Juvenile Drug Court***

**PLAN OF ACTION**

Strategic Planning and implementation of Early Intervention, Level I - Juvenile Drug Court Program

Planning to enhance program began February and March, 2004 with grant applications for a more complex and yet simplified version of the desired Juvenile Drug Court, Level I, Early Intervention Program. However, JAIBG funding application for \$19,771 was denied March 15, 2004; Federal Expansion Grant funding in the amount of \$100,000 a year for two years was denied in September, 2004.

Program planning preceded by selecting essential elements that needed to be included in an effective early intervention program. Client referrals began in July, 2004. At the present time, clients receive services which include random weekly drug testing, frequent probation meetings, attendance (parent(s) and child) of the Family Drug/Alcohol Education class, monthly progress reviews, along with individualized community

resources (e.g. family, individual counseling, Moral Reconciliation Therapy group, Gender specific group for females, etc.) and additional terms (restitution, school attendance, etc.) relevant to each case. This programming is less intensive than the Adjudicated Juvenile Drug Court, but provides standardized and individualized treatment and case management, through a court diversion program.

The election of a new County Prosecuting Attorney and appointment of a new Deputy Prosecuting Attorney for all juvenile cases has necessitated additional planning and refinement that is currently in process.

#### **COORDINATION / COLLABORATION**

Both Lander and Riverton offices of Youth Services of Fremont County, Juvenile Drug Court management team, treatment subcommittee and Coordinator, the Fremont County Attorney's Office, Lander and Riverton Municipal Court prosecuting attorneys.

***16. The Fremont County Detention Center is experiencing over crowding due primarily to the number of adult female inmates. The collocated Fremont County Juvenile Detention Center needs more programming space and a separate booking area (instead of time phasing). The Fremont County Sheriff and Fremont County Commissioners are entertaining the idea of building a new Juvenile Detention Center. A new Juvenile facility would allow the current collocated Juvenile facility to be utilized for the adult population.***

#### **PLAN OF ACTION**

Youth Services of Fremont County will contact the Office of Juvenile Justice and Delinquency Prevention (OJJDP) through the State Advisory Council on Juvenile Justice (SACJJ) and request technical assistance for planning the facility. The Fremont County Sheriff will submit to the Fremont County Board of Commissioners a request to the State Loan Investment Board for funding for this project. Youth Services will advise the SACJJ, the Wyoming County Commissioners (juvenile justice grant administrator Joe Evans) and the Department of Family Services of our initial planning and request input regarding State of Wyoming needs, and plans for regional juvenile detention.

#### **COORDINATION / COLLABORATION**

Youth Services director and Fremont County Sheriff have presented the request to the County Commissioners committee on State Loan Investment Board funding for FY 06-07. Youth Services director will make a formal request for technical assistance from OJJDP.

*17. There is no uniform risk / need assessment of juvenile offenders that would assist in identifying appropriate case processing. An assessment tool administered at intake would help indicate which juveniles are appropriate for diversion, juvenile petition, or other juvenile services and case planning and processing.*

**PLAN OF ACTION**

Youth Services will submit a proposal to the Department of Family Services which uses the level of sophistication in the Fremont County juvenile justice continuum to further the goals of DFS in terms of implementing the DFS selected assessment tool. Fremont County is in a position of keeping and analyzing the relevant data after implementation. This will be a crucial aspect as the state moves forward with a consistent, statewide approach to assessment of juveniles who have contact with the justice system.

**COORDINATION / COLLABORATION**

Youth Services director will meet with liaison members of the Lander City Council, Riverton City Council, and Board of Fremont County Commissioners and discuss an inter-agency proposal for state funding to supplement county and municipal funding in the implementation of uniform assessments of juvenile offenders at intake. This proposal will be discussed with the DFS regional and county juvenile probation supervisors.

Youth Services will submit the proposed two year inter-agency collaboration project to the Department of Family Services director for consideration for the fiscal years 2008-2009 and 2009-2010.

**18. The Fremont County Juvenile Detention Center is in need of renovation to provide: separate juvenile booking (time phasing is currently being used); better space for educational programming; Juvenile social detoxification program; and staff secure holding**