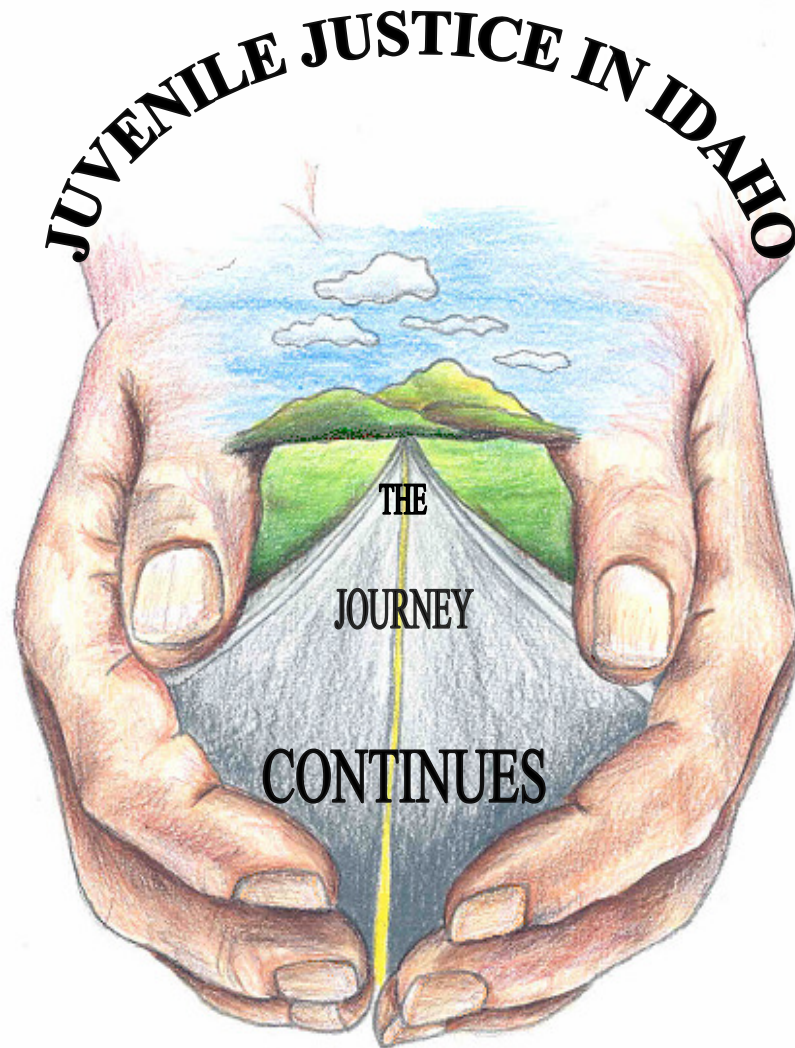


**IDAHO
DEPARTMENT
OF JUVENILE
CORRECTIONS**

**JUVENILE
JUSTICE
COMMISSION**

**IDAHO
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COURT**

**IDAHO
ASSOCIATION
OF COUNTIES**



Final Report

Fall 2006

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Acknowledgements

This report is the product of a collaborative effort among all partners of the juvenile justice system—judges, legislators, county commissioners, educators, law enforcement, citizens, youth, and county, state and contract juvenile justice professionals—all of whom came together to celebrate the 10-year anniversary of the Juvenile Corrections Act.

The conferences wouldn't have been possible without the participation of representatives at the monthly planning meetings from the Idaho Department of Juvenile Corrections; Jack Atkeson, Chair of Juvenile Justice Commission; Sharon Burke and Patricia "Patti" Tobias, Administrative Director, Idaho Supreme Court; Senator Denton Darrington, Chairman, Judiciary and Rules Committee; Anthony J. "Tony" Poinelli, Deputy Director, Idaho Association of Counties; Sheley J. Beck, Administrator, Kootenai County Juvenile Probation; Matt Olsen, Executive Director, Bannock County Juvenile Justice, and; Steve Jett, Director, Southwest Idaho Juvenile Detention Center. On behalf of these representatives, we give our heartfelt thanks to the luncheon guest speakers—Senator Dick Compton, Coeur d'Alene; Judge Gregory Culet, Third Judicial District; Judge Bryan Murray, Sixth Judicial District, Magistrate; Senator Mel Richardson, Idaho Falls; Dr. Dene Thomas, LCSC President; and Judge John Varin, Fifth Judicial District, Magistrate. Their contributions were invaluable.

Special thanks to the representatives from the various communities who had the courage to stand before crowds in excess of 50 participants to share information about their communities, past and present.

There were individuals who "journeyed" to each conference. Senator Denton Darrington (R-Declo) and former Representative Celia Gould, instrumental players in the creation of the Juvenile Corrections Act, described the significance and history of the Juvenile Corrections Act, and how we arrived where we are today. Representative Debbie Field (R-Boise) closed each conference by summarizing the day and providing her perspective on the future of Idaho's juvenile justice system. Brent Reinke, Director of Idaho Department of Juvenile Corrections (Department), opened each conference, introduced speakers, and in general was the 'timekeeper' and 'director.' Monty Prow, Research Analyst for the Department, and county partners presented the juvenile justice statistical information. Other staff included Sharon Harrigfeld, Juvenile Justice Planner, who facilitated the gaps and prioritization sessions; and, no conference is complete without an official note-taker, Zaine Baird, Administrative Assistant.

District Liaisons, Jim Crowley, Shelly McCoshum, Bev Ashton, and Bill Lasley, along with assistance from Kathy Roberts, Kim Driskill, Sandra Godfrey, Melissa Bardwell, Trish Campbell, Donna Robinson, Alicia Ciaiola, Zenda Hill, Toni Oravez, Barb Denney, Sylvia Raumaker, and Erica Maupin, were instrumental in making each conference unique. Other staff assisted behind the scenes. We couldn't have done it without you. Special thanks to Toni Oravez for her patience and willingness to develop a logo that reflected the theme of these conferences.

We express our sincere appreciation to the sponsors and the many other volunteers who gave their support, time and energy to help make the conferences successful.

Thank you to everyone for believing in the vision of these conferences!

Preface

Day-long conferences entitled, “Juvenile Justice in Idaho – The Journey Continues,” were conducted in the seven judicial districts during September and October 2005. Partners from the Idaho Department of Juvenile Corrections, the Idaho Supreme Court, the Idaho Juvenile Justice Commission, and the Idaho Association of Counties hosted the conferences. The objectives were to revisit the history of juvenile justice in Idaho, share success stories in each judicial district, provide an analysis of the current data, and identify gaps in services based on data trends and expertise of individuals attending the conferences. Over five hundred legislators, judges, county commissioners, educators, law enforcement, citizens, youth, and county, state and contract juvenile justice professionals participated in the seven conferences.

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Juvenile Justice in Idaho

Idaho's juvenile justice system is 102 years old. The original juvenile justice movement of the early 1900s began because reformists believed that the common practice of treating all offenders the same and housing them in the same correctional facilities, regardless of age, was inhumane. The 1903 Idaho legislature passed a bill that founded the Idaho Industrial Reform School for the Commitment of Wayward Youth. The juvenile court recognized that youth could benefit greatly from education, health and mental health treatment, vocational direction and other pro-social interventions. This approach was considered a "medical model" in which juvenile delinquency was viewed as an illness. At its most extreme, the medical model focused all efforts on treating the juvenile offender and ignored the impact of the crime on the victims and community. The premise of this approach is that community safety will be enhanced by correcting the problems that cause delinquent behavior, and thus eliminate future criminal behavior.

In 1987 House Concurrent Resolution No. 25 was unanimously passed in the House of Representatives and the Senate. This resolution stated in part,

"WHEREAS, the juvenile justice system in the State of Idaho is an important tool used in trying to keep today's juvenile offenders from turning into tomorrow's inmates in the state prison system; and

WHEREAS, there are portions of Idaho's juvenile justice system which may need some adjustment or fine tuning to help it function more efficiently; and

WHEREAS, any refinements in Idaho's juvenile justice system to help it run more efficiently would be in the public interest.

NOW, THEREFORE, BE IT RESOLVED...that the Legislative Council is directed to appoint a committee of fourteen members,... to undertake and complete a study to evaluate the effectiveness of current disposition standards and related statutes..., to review guidelines relating the confinement of... juveniles from the court system, and to evaluate existing facilities..."

As a result of Resolution 25, an interim committee was formed to study juvenile justice in Idaho. Committee members included seven representatives and seven senators with Senator Denton Darrington and Representative Dean Sorenson as co-chairpersons. The first hearing was held June 18, 1987, in Boise; other similar hearings were held throughout the state. At each of these hearings, three questions were asked of the speakers:

Question: In your opinion is the juvenile justice system working in the state of Idaho?

Question: In your professional capacity what has been or is your greatest frustration with the juvenile justice system?

Question: If you had the power and authority what changes would you make in the juvenile justice system in this state?

As a result of these hearings, eleven issues were identified:

- ♦ Lack of facilities and programs for the placement of juvenile offenders;
- ♦ Lack of facilities and programs available for the placement of

Continued on next page

juvenile offenders close to their homes;

- ◆ Affordable substance and alcohol abuse programs;
- ◆ Access to aftercare services;
- ◆ Increased jurisdiction over juvenile offenders' parents or legal guardians;
- ◆ Increased detention time;
- ◆ Increase capacity of detention availability at the regional level;
- ◆ Revise the truancy laws;
- ◆ Protect governmental entities from liability for injuries incurred by community service workers;
- ◆ Provide more training to judges who handle juvenile cases;
- ◆ Penalize individuals who provide drugs or alcohol, and/or who shelter runaway children without parental consent; and,
- ◆ Change intake criteria for entry of a juvenile offender into the Youth Services Center.

In November 1987, the committee traveled to Utah to learn about their juvenile justice system, which was considered a model system at the time. As a result of the visit and taking into consideration the eleven issues that were identified, the Juvenile Justice Reform Act of 1989 was enacted.

The Juvenile Justice Reform Act of 1989 provided the seeds of change for the juvenile justice system, however, it became apparent over time that a more comprehensive reform was needed. Some public officials noted that the fault was with the law, not with Idaho Department of Health and Welfare. In January 1994, the Idaho House of Representatives passed House Concurrent Resolution No. 56. It stated in part,

“NOW, THEREFORE, BE
IT RESOLVED...to appoint a committee to undertake and complete a

"Today, the state of Idaho has reason to be proud of its juvenile justice system, however, much work remains to be done because Idaho cannot afford to lose a portion of the next generation to delinquent behavior. Idaho's youth are the leaders of tomorrow, and the legacy belongs to everyone."

Senator Darrington

Chairman

Judiciary and Rules Committee

study of the juvenile justice system in Idaho. The committee should consider issues related to prevention, protection, rehabilitation, treatment, punishment, and victim's compensation, and the way in which the schools, law enforcement agencies, health and welfare facilities and agencies, the court system and other public agencies and institutions are involved in a comprehensive and coordinated juvenile justice system."

An Interim Committee on Juvenile Justice (interim committee) was created and the first hearing was held in Boise January 1994. The week before the hearing was scheduled to be held, a tragic incident occurred in which a 14-year-old boy fatally shot New Plymouth law enforcement officer, Wade Feldner. The attendance at the hearing was overwhelming. Parents, policy makers, concerned citizens, and others attended the hearing. Additional hearings held throughout the state were also well attended with similar concerns expressed as those in the original hearing. From each of these hearings, the consistent messages lawmakers heard were lack of resources and funding, lack of aftercare, no tracking system, lack of coordination between agencies, too lenient, and working partners were in disagreement—echoing many of the same issues from 1987.

Continued on next page

The Interim Committee on Juvenile Justice hired Jeff Noland to perform the duties of special counsel. At the time, Mr. Noland had been working as a juvenile prosecutor for Ada County Prosecuting Attorney's Office. He and others within the juvenile justice system introduced committee members to a nationally recognized model called the Balanced Approach, which emphasizes competency development, accountability, and community protection through graduated sanctions.

After a review of the issues, the interim committee considered various options for Idaho's juvenile justice system, including keeping the existing services with the Idaho Department of Health & Welfare, moving services to the Idaho Department of Correction, or creating a new agency to perform those services. It became evident to the Interim Committee on Juvenile Justice by the end of 1994 that a new agency was needed.

Once the decision had been made to create a new agency, funding sources had to be identified, existing partnerships strengthened, and new partnerships developed. During the 1995 legislative session, legislators appropriated \$20.2 million for the Idaho Department of Juvenile Corrections. Funding for this new agency included general fund appropriations in the form of block grants to counties as well as \$0.05 from a \$0.10 tobacco tax.

Title 20, Chapter 5 was passed in 1995 and became known as the Juvenile Corrections Act. Section 20-501 states that the Idaho Department of Juvenile Corrections would be responsible for administration, overseeing secure facilities, coordinating resources, providing technical assistance to counties, and developing a statewide tracking system. It also mandates the juvenile justice

system address the eleven deficiencies that were identified in 1987 and 1994.

The resulting Juvenile Corrections Act of 1995 has significantly changed Idaho's approach to juvenile justice and corrections. The Act is based on the Balanced Approach Model and creates a new set of purposes for the system—to improve balanced attention to the protection of the community, the imposition of accountability for offenses committed, and the development of competencies to enable juvenile offenders to become responsible and productive members of the community. Communities are more active in the juvenile justice system as the model has evolved into Community Justice. Community Justice re-

"The Juvenile Corrections Act was created to develop partnerships between state and county government for local service delivery. It's success has fostered close working relationships with county officials to ensure community safety, accountability and competency development."

Dan Chadwick
Executive Director
Idaho Association of Counties

quires that juvenile offenders work to restore the harm caused to their victims and community to the greatest extent possible. In addition, the community justice approach involves communities in developing the solutions to address juvenile crime. Implementing the Juvenile Corrections Act

is an on-going process that involves not only members of the justice system, but all Idahoans as members of their communities. Evidence suggests that certain Community Justice programs, such as victim-offender mediation and family group conferencing, are more effective in reducing recidivism than traditional juvenile justice system processing.

When the Department was initially created, it was organized into four sections: Administration, Field Services, Institutions, and Juvenile Justice Commission. That same year Michael Johnson was appointed as the first director of Idaho Department of Juvenile Corrections. Mr. Johnson is credited for starting up a new agency and establishing partner

Continued on next page

ships with counties and courts. Brent D. Reinke was appointed Director of the Idaho Department of Juvenile Corrections in May 1997. During Director Reinke's leadership, a 10-year needs assessment and master plan has been developed, funding and assistance has been provided to counties to establish a full continuum of care, probation and detention training academies have been developed, and services have been regionalized to meet the needs of juveniles closer to their homes.

Under the current leadership of the courts, and state and county governments, the juvenile justice system exists today in an effort to provide community protection, hold juveniles accountable for their delinquent actions, and to enhance competency development. This *Final Report* addresses the pro-

gress of issues that were identified in 1987 and again in 1994.

Does the juvenile justice system work in Idaho? Of the approximately 7600 juveniles on probation a year in Idaho, 95% remain in their home communities, in county programs and under county supervision. The vast majority of these youth go on to become productive Idaho citizens.

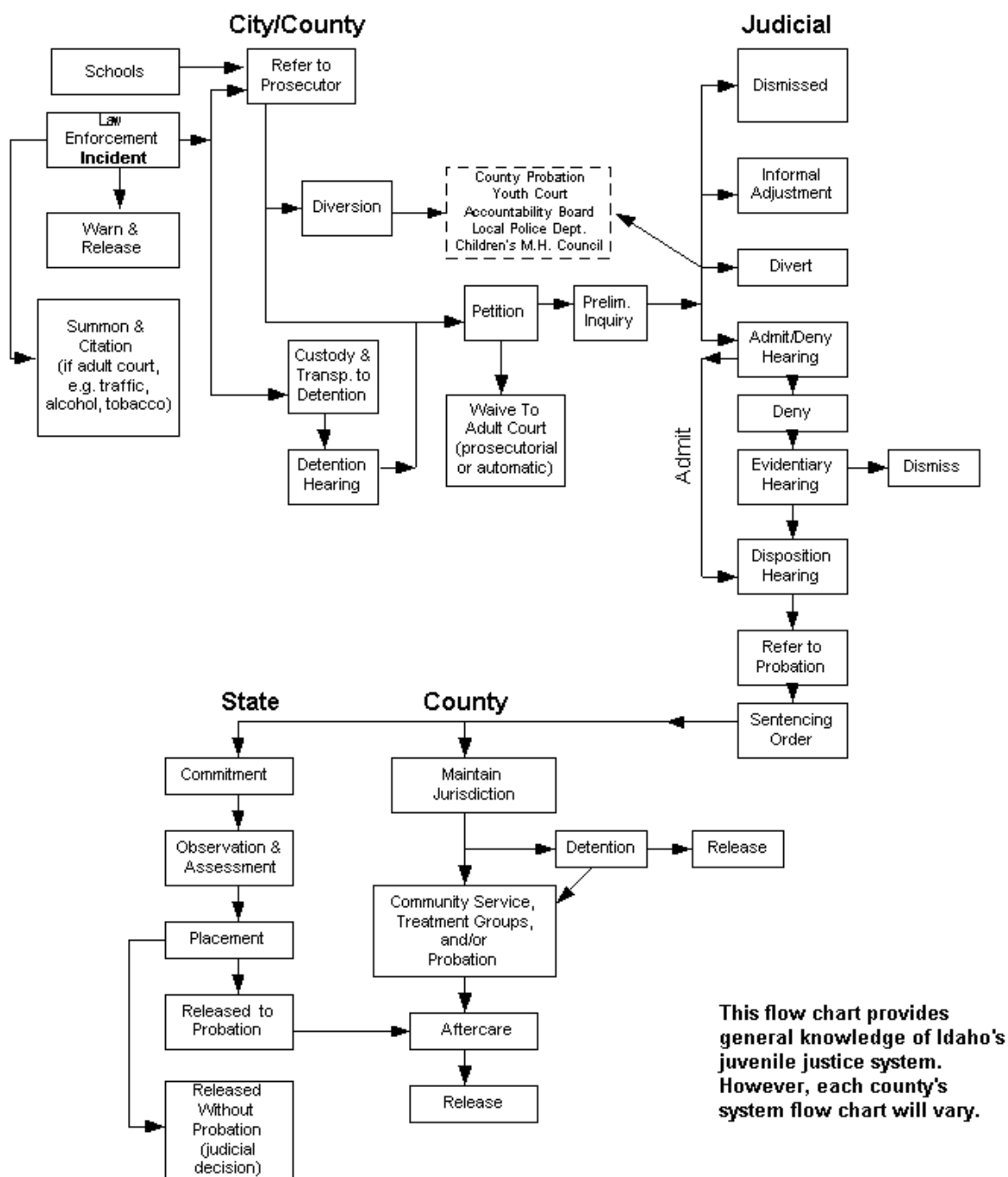
Today, the state of Idaho has reason to be proud of its juvenile justice system; however, much work remains to be done because Idaho cannot afford to lose a portion of the next generation to delinquent behavior. Idaho's youth are the leaders of tomorrow, and the legacy belongs to everyone. ●

"Juvenile justice in Idaho brings together state and local governments working together (synergism) for kids."

Sheriff Lorin Nielsen
Bannock County

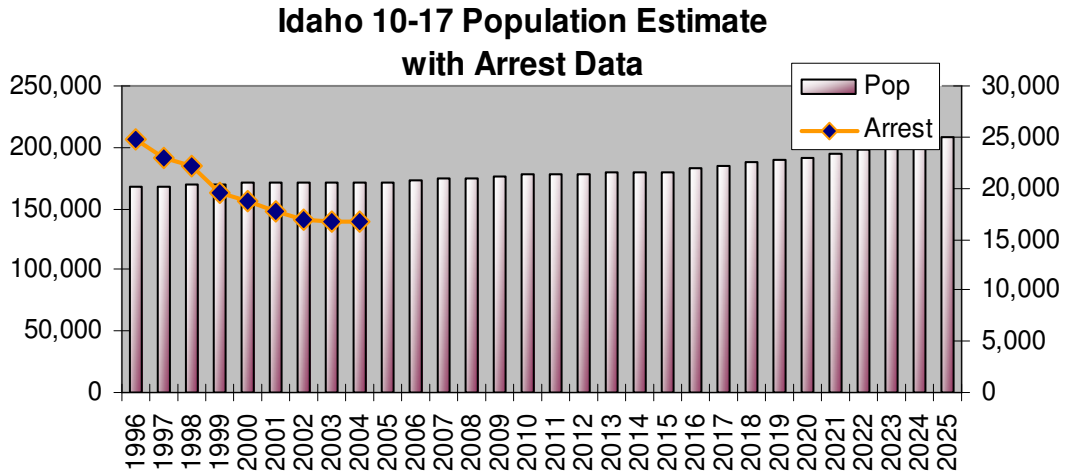
Organization

General Flow Chart of Idaho's Juvenile Justice Process

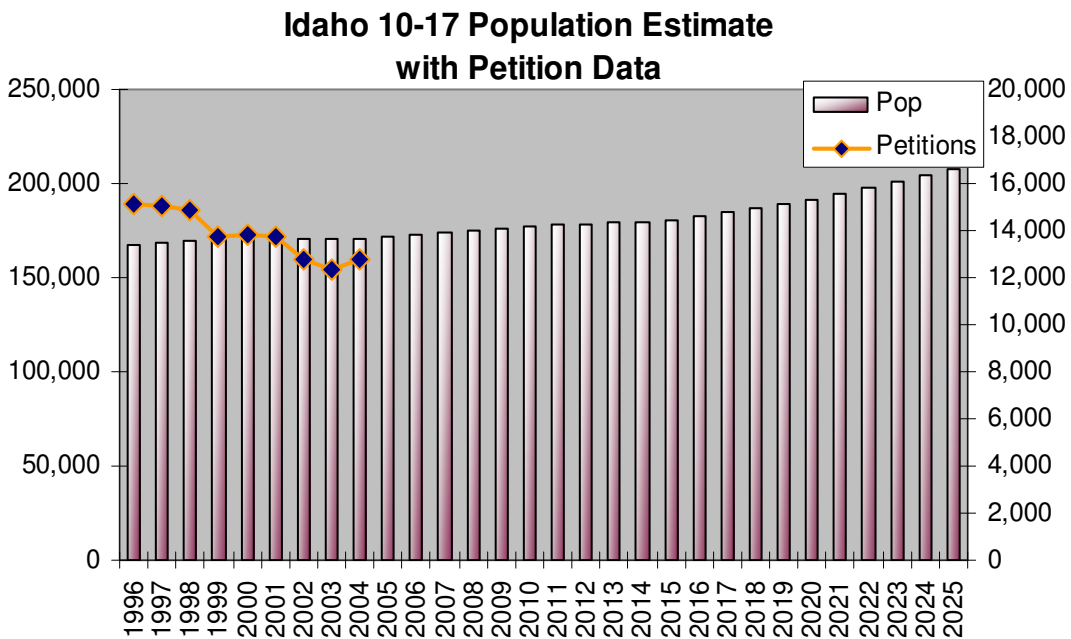


Crime Analysis

Juvenile arrests have declined since 1994 and remained relatively stable the last three years.



Over the past ten years petitions have steadily decreased while Idaho's population has increased.

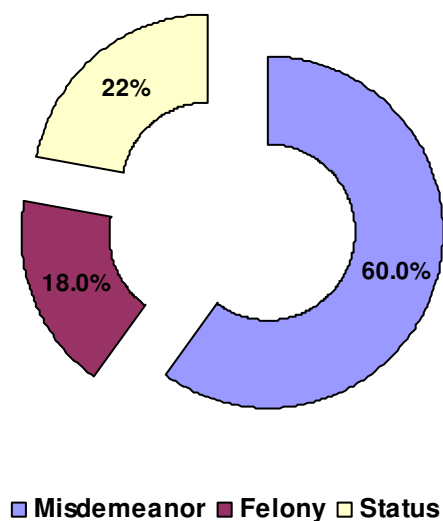


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Crime Analysis continued from previous page

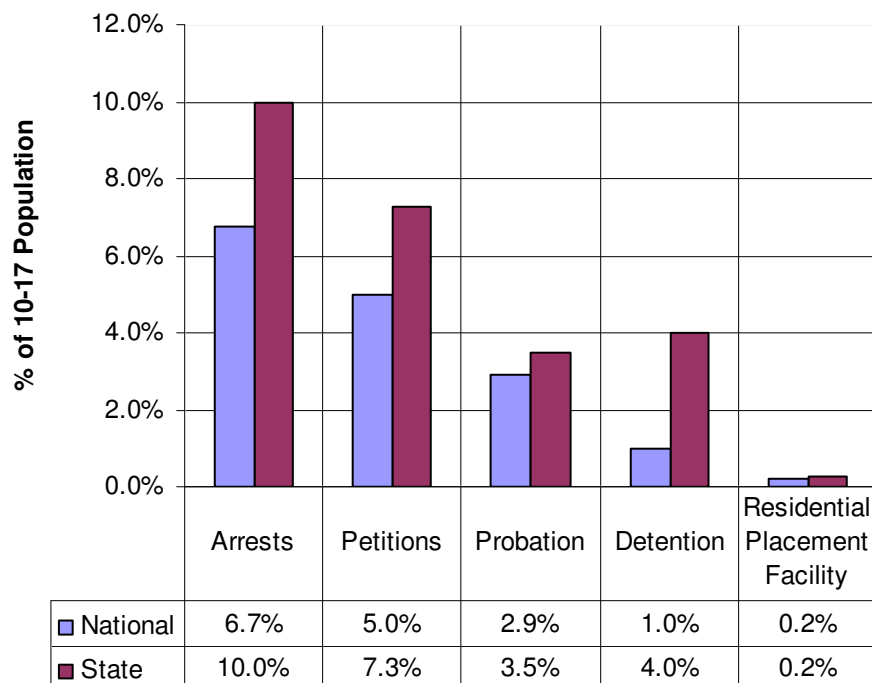
A majority of the petitions filed are low level crimes, including status and misdemeanor type offenses.

2004 Petitions - Idaho



Percentage of Population — 2004

Juvenile Justice Data Points



Residential Placement Facility = Commitment to the State

Detention Facilities

Idaho has been a participating state in the Juvenile Justice and Delinquency Prevention Act since its inception in 1974. One of the core requirements of the Act was to remove juveniles from adult jails, and in 1988, Governor Andrus signed a proclamation to remove juveniles from adult jails. Counties began working together through joint powers of agreement and sharing of resources. For example, Fremont County transported all of their adult prisoners to Madison, Jefferson and Bonnevile Counties, and in return, those counties transferred their juveniles to Fremont County.

In 1989, a planning committee, with representatives from all seven districts, was formed. An analysis was completed on the number of beds needed in each area based on population, crime, and growth trends. In 1990, the legislature passed a \$6,000,000 appropriation to build detention facilities in every judicial district that would allow counties to remove juveniles from adult jails and place them in appropriate detention facilities.

Secure detention is an integral part of the continuum of care in Idaho, and with the increase in population, the number of beds has increased since the initial beds were built in the early 1990's to the present. The following table shows the growth in the number of beds since the initial beds in the last 10 years. ●

Detention Facility	1995	2005	2004 Avg. Length of Stay
D-1 Bonner County	Not a secure facility	12 beds	11
D-1 District 1 Detention	18 beds	54 beds	4
D-2 Region 2 Detention	12 beds	16 beds	9
D-3 Southwest Idaho Juvenile Detention Center	20 beds	90 beds	17
D-4 Ada County Juvenile Detention Center	32 beds	79 beds	7
D-4 Valley County Juvenile Detention Center	6 beds	8 beds	22
D-5 Mini-Cassia Juvenile Detention Center	15 beds	16 beds	6
D-5 Snake River Detention Center	12 beds	23 beds	11
D-6 District 6 Detention Center	12 beds	16 beds	6
D-7 3-B Detention Center	Part of JCA appropriation	30 beds 20 detention/10 program	9
D-7 5-C Detention Center	Part of JCA appropriation	56 beds 16 detention/40 program	16
D-7 Lemhi County Detention	Part of JCA appropriation	8 beds	15
D-7 Owyhee Cottage/St. Anthony	18 beds	Closed with addition of 3 new detention facilities in district	0
Totals	145 beds	358 Detention/50 Program 408 Total	

Detention Facilities continued

Facility	Hours	Number of School Teachers	Funded Through:
D-1 Bonner County	6	1 teacher	School District
D-1 District 1 Detention	4.5	3 teachers, 1 secretary	School District
D-2 Region 2 Detention	6	1 teacher, 1 aide	School District
D-3 Southwest Idaho Juvenile Detention Center	4.5	3 teachers, 2 aides	School District
D-4 Ada County Juvenile Detention Center	5.5	2 teachers	School District
D-4 Valley County Juvenile Detention Center	5	2 teachers	School District
D-5 Mini-Cassia Juvenile Detention Center	4.5	1 teacher	School District
D-5 Snake River Detention Center	5	2 teachers	School District
D-6 District 6 Detention Center	5	1 teacher	School District
D-7 3-B Detention Center	6.5	1 teacher, 3 aides, 1 administrative assistant	School District
D-7 5-C Detention Center	6	1 teacher, 4 aides	School District
D-7 Lemhi County Detention	6	1 teacher	School District

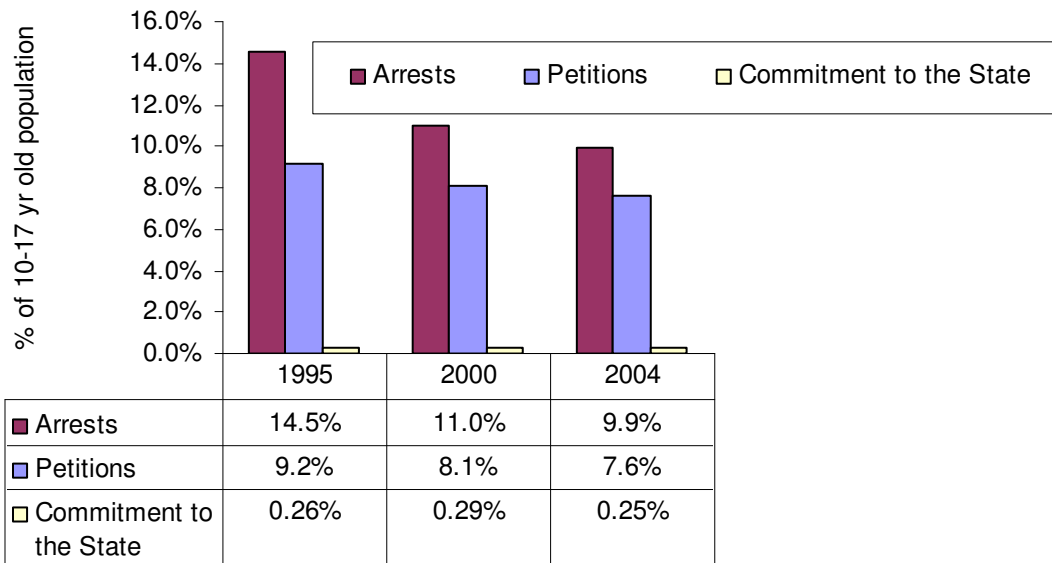
County Reports 2004

Juveniles Placed Under Probation	
Probation Supervision	7,603
Diversion Supervision	3,638
Suspended Commitments to IDJC	202
Restitution Collected and Disbursed to Victims	\$550,000
Community Service Hours Completed	139,133

Be part of the solution, not the problem.
Dick Moulton, Bonneville County Probation Office

Then and Now

Idaho



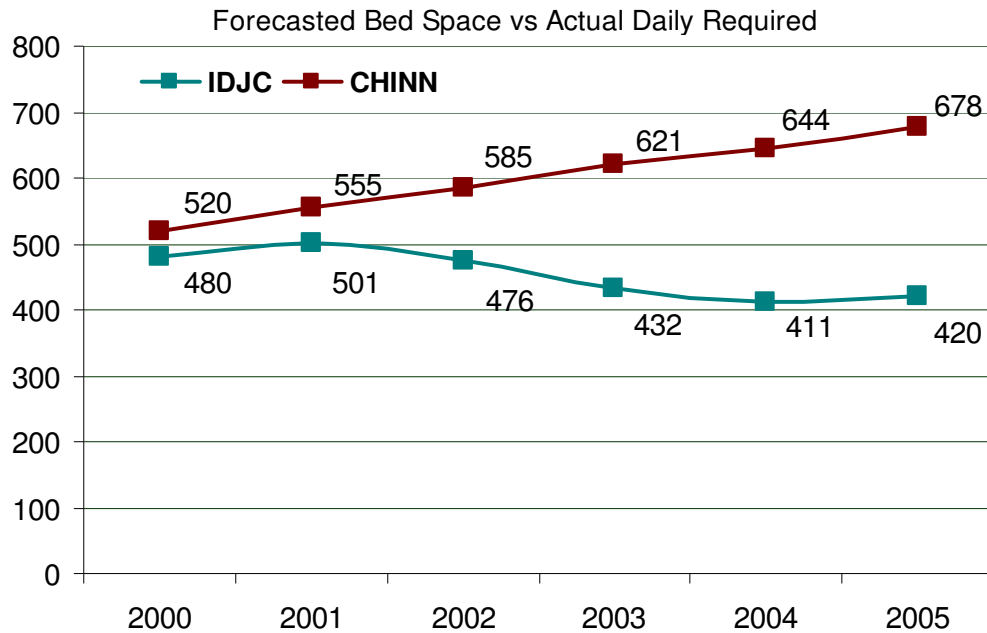
Is the Juvenile Corrections Act of 1995 Effective?

Yes! This dynamic act is supported by the data.

Data	1994	2004	Source
10- to 17-year-old felony arrest data	23,170	16,747	Idaho State Police
10- to 17-year-old population increase	158,005	170,936	U.S. Census Bureau
County detention beds	9 facilities 150 beds	12 facilities 397 beds	County Governments
Annual commitments to IDJC (actual vs. projected)	Not Applicable	411 (actual) 644 (projected)	IJOS-actual CHINN-projected
Detention officer/probation officer POST academy graduates	0	453 total graduates (13 detention/6 probation academies)	Peace Officer Standards and Training
Probation services	Services were contracted, provided by IDHW and county operated	44 counties fund specialized probation services	County Governments

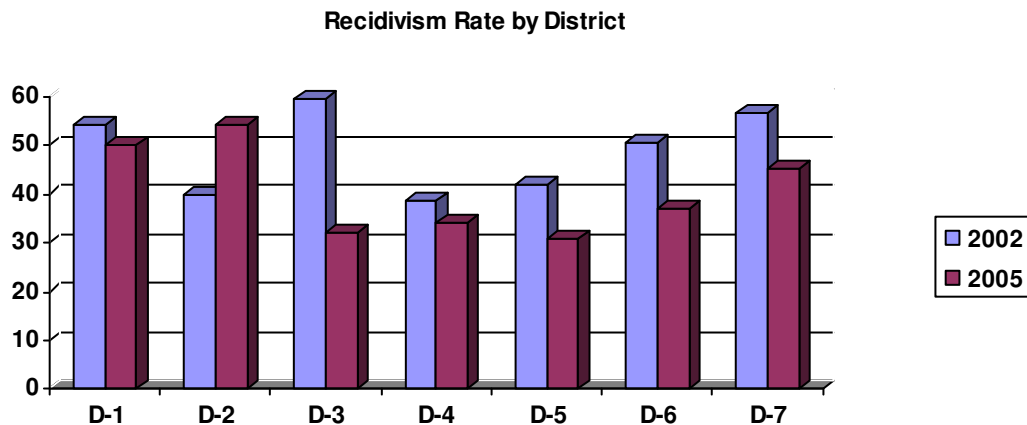
The System has been Effective!

Idaho Department of Juvenile Corrections contracted with Karen Chinn and her consulting company in 1997 to assess the juvenile justice system and provide trend and forecasting information.



Recidivism

Recidivism, as defined by the Idaho Department of Juvenile Corrections (Department), is the act of being adjudicated or convicted of a new felony or misdemeanor that is not a status offense or probation violation. Using this definition, and a time series limitation of 24 months after release from Department custody, Idaho's recidivism rate in 2005 was 37.3%, a decrease from 50.2% in 2002.



What are the Emerging Trends in Juvenile Justice?

- ⇒ Younger Population
 - ◇ Juvenile arrests (ages 10 and under) have increased 70% from 1999 to 2004
- ⇒ Sex Offenders
 - ◇ Arrests for juveniles committing sexual offenses is up 26% in the last 5 years
 - ◇ The most severe committing crime for 23% of the juveniles in IDJC custody is a sexual offense
- ⇒ Substance Abuse
 - ◇ Probation departments state that 1/3 of juveniles report substance abuse
 - ◇ 52.3% of IDJC juveniles have exhibited the need for substance abuse treatment and/or education
- ⇒ Mental Health
 - ◇ 44% of juveniles in IDJC custody have been diagnosed with mental health problems
 - ◇ 26% of juveniles on probation and 33% of juveniles in detention have been diagnosed with mental health problems
- ⇒ Female Offenders
 - ◇ Females as a percent of juvenile arrests grew 10% between 1999 and 2004
 - ◇ Females as a percent of IDJC commitments grew 15.2% between 1999 and 2004

Gaps and Strategies

Overview

Each of the seven conferences developed a list of gaps, services and strategies. These were compiled in an aggregate list to determine systemic direction for the next ten years. Top priorities developed in the state based on qualitative data and community concern include substance abuse and mental health treatment, transition and reintegration services, and services for female offenders. Although these were issues addressed in all seven meetings, other issues remain important to Idaho's citizenry. Those concerns address core issues to our state including families, communities, and education. Many of the other concerns voiced will be noticed under these main categories. Just as the juvenile justice system is complex with many interrelated and overlapping components, the gaps identified should be viewed collectively.

Mental Health Services

Mental health was an important issue in five of the seven districts, and four of the five districts listed this as a high priority. The Idaho Association of County Juvenile Justice Administrators reports that approximately 26% of the juveniles on probation and 33% of juveniles in detention have mental health diagnoses. According to the Idaho Department of Juvenile Corrections, 44% in state custody have been diagnosed with a mental illness. Appropriate treatment, in community-based settings, detention facilities and in state custody can improve outcomes for offenders, reduce recidivism, and improve long-term protection of the public.

Goal: To assure appropriate intervention and treatment services are provided to mentally ill offenders in the juvenile justice system.

Continued on next page

Objective: Increase best practice at all levels of the continuum of services to meet the needs of juvenile offenders with mental health concerns.

Barriers Identified by Conference Attendees:

- Lack of awareness of existing services
- Mental health services too short-term; not geared for long-term approach
- PSR services have very little oversight
- Lack of ability for families to pay for mental health services
- Limited case management
- Fragmentation with mental health providers
- Lack of therapeutic beds
- Lack of staffing children at mental health councils
- Lack of clarity regarding roles and responsibilities
- Inconsistent assessments

"The passage of the JCA of 1995 has refined detention and probation standards, developed basic uniform statewide training for detention and probation officers. This makes us better equipped to reach the juveniles with whom we come in contact. I also believe that this helps us accomplish the goals of the Juvenile Corrections Act; to make our communities safer, to increase the level of competency of each juvenile that comes into the system, and to hold those juvenile who break the law accountable."

Steve Jett
Chairman, IACJJA

Strategies Identified by Conference Attendees:

- Access to appropriate treatment when needed
 - ◊ Treat juveniles dual diagnoses concurrently
 - ◊ Stronger programs for mental health clients in detention facilities
 - ◊ More timely and consistent assessments
 - ◊ Medication management at all levels of the system
 - ◊ Crisis intervention centers
- More system accountability
 - ◊ Stronger leadership
 - ◊ Improved collaboration between juvenile justice and mental health

Performance Indicators:

- Number of juveniles appropriately assessed at the local level
- Number of juveniles receiving mental health services at the local level
- Number of mental health programs implemented in juvenile detention facilities

Substance Abuse Services

Five of the seven districts indicated

substance abuse services a concern; four of the five listed it as a high priority. A recent Office of Performance Evaluation report supported com-

ments made at all seven district meetings, that "efforts to address substance abuse in Idaho are fragmented." Approximately 55% of juvenile offenders in state custody admit to using or abusing alcohol or controlled substances. Adequate diagnosis and treatment of substance abuse problems can lead to reduced recidivism and improved public safety.

Goal: To provide appropriate intervention and treatment services to offenders in the juvenile justice system with substance abuse problems.

Objective: Increase best practice at all levels within the continuum of services to meet the needs of juvenile offenders with substance abuse concerns.

Barriers Identified by Conference Attendees:

- Lack of infrastructure

Continued on next page

- Lack of appropriate treatment in rural areas
- Lack of trained, credentialed professionals
- “Not in my backyard” concept
- Lack of awareness of substance abuse issues in communities

Strategies Identified by Conference Attendees:

- Develop a training plan to increase competencies and awareness
 - ◊ Discuss certification with colleges
 - ◊ Develop a “train the trainer” program
 - ◊ Community education programs for parents and older adolescents
 - ◊ Increase education to harmful effects of drugs and alcohol in grade school
 - ◊ Get schools more involved
 - ◊ Community awareness of the issue
- Access to treatment when needed
 - ◊ Stabilize the funding
 - ◊ Accessibility to treatment both urban and rural
 - ◊ Increase substance abuse specific programs using credentialed counselors throughout continuum of care
- Stricter enforcement of substance abuse crimes
 - ◊ Drug dealer registry
 - ◊ Enhanced penalties to individuals who commit crimes that impact families

Performance Indicators:

- Number of juvenile justice programs addressing substance abuse needs
- Number of juveniles served under both substance abuse and juvenile corrections
- Number of substance abuse programs serving juvenile offenders at the local level

Transition and Reintegration Services

In five of the seven meetings, the need for additional transition and reintegration services was discussed. Individuals defined the difficulties in developing strong aftercare services as lack of family involvement, jobs for juveniles coming out of state custody, and independent living skills. Offender reentry ini-

tiatives hold great promise if they involve leadership and commitment from a variety of stakeholders that value aftercare. Collaboration is critical to the success of reentry initiatives. Vocational rehabilitation, family therapy and skills development, and job opportunities are important components that should be identified when an offender is first committed to state custody. Focusing on the needs of the offenders and their families, their victims, and the communities, to which they will eventually return, has been shown to strengthen reentry initiatives.

Goal: To provide appropriate reintegration services to juvenile offenders returning home, including employability skills, family work, educational transition, and independent living skills.

Objective: Increase percentage of juveniles returning from state custody that have appropriate transition plans, including case management.

Barriers Identified by Conference Attendees:

- Lack of funding and services
- Lack of valuing aftercare
- Lack of information sharing among placements
- Lack of appropriate community placements

Strategies Identified by Conference Attendees:

- Develop alternative living opportunities
 - ◊ Develop professional foster care or therapeutic foster-care programs
 - ◊ Develop halfway houses
 - ◊ Develop host homes
 - ◊ Work with faith community for funding for transition homes
 - ◊ Develop more independent living facilities for females and males
- Increase emphasis on working with families
 - ◊ Develop consistent and quality treatment for families with juveniles in custody
 - ◊ Provide family therapy throughout the juvenile’s stay in custody
- Increase collaboration between services

Continued on next page

- ◇ Expand child protection-trigger response to foster-care system, including more independent living
- ◇ Increase relationship between treatment team and returning juvenile's school
- ◇ Strengthen job training and readiness for juveniles coming back
- ◇ Increase wraparound services for reintegration to fill in gaps
- ◇ Work closer with county juvenile justice professionals as juveniles seek reintegration services
- ◇ Address life skills to teach juveniles how to be independent, both at home and at the workplace
- ◇ Develop transition case management to insure each juvenile gets connected to aftercare as needed
- Develop aftercare services closer to home: the step-down process to include halfway homes for transition juveniles
- Develop consistency and quality treatment for families with juveniles in custody
- Transition case management to insure each juvenile gets connected to aftercare as needed

Performance Indicators:

- Number of appropriate reintegration plans
- Number of juveniles recommitted to state

Female Offender Services

Six of the seven districts listed female offender services as a concern, four of the six

"As a county commissioner, I certainly hope the 'journey continues' through a collaborative effort with county and state agencies. Positive influence coupled with county teamwork has made productive citizens out of many of our young people that otherwise would have ended up in our county jail or state prison system."

Bill Brockman

Twin Falls County Commissioner

listed it as a priority. The number of juvenile female offenders in Idaho is increasing, one out of three juvenile arrests in Idaho is a female and the Department's population of female offenders has nearly doubled from 2004 to 2006 (9% to 15%). Idaho citizens have expressed their readiness to address the needs of young women that get involved in the juvenile justice system.

Goal: To provide appropriate intervention and treatment services to female offenders in the juvenile justice system.

Objective: Increase best practice at all levels within the continuum of services to meet the needs of female juvenile offenders.

Barriers Identified by Conference Attendees:

- Dollars
- Mystique regarding "harder to manage"
- Lack of appropriate treatment
- Lack of awareness of female offender needs

Strategies Identified by Conference Attendees:

- Gate-keeping/partnership with probation
- Research connection between child protection and female runaways
- More education for service providers regarding differences between males and females

Performance Indicators:

- Number of juvenile justice programs addressing female offender needs
- Number of research-based programs addressing female offenders' needs at the local level
- Number of female offender programs implemented in juvenile detention facilities

Other Gaps and Strategies

Idaho is comprised of many communities in which a strong sense of connection and individuality prevails. In all seven meet-

Continued on next page

ings, participants expressed a need for more community involvement. Youth don't grow up in isolation, their behaviors and beliefs are a reflection of their homes and the influences they experience from their peers, schools and communities. The Juvenile Corrections Act, based on the Balanced and Restorative Justice Model, places partnerships as integral to the success of the system. It is not the intent that a governmental agency, a county program, or a contract provider be a full-time guardian of troubled youth. No program, regardless of ef-

I believe that as a result of the dedication of juvenile justice professionals, our communities are now safer than before, and our "at risk" adolescent population and their families are receiving better care and services.

Richard M. "Mike" Stallcup
Administrator (retired)
Kootenai County Juvenile
Probation

fectiveness can take the place of family.

Participants in "...The Journey Continues" meetings indicated that barriers to involving communities in juvenile justice include local attitude and support, lower volunteerism numbers, and a lack of awareness of responsibilities and roles. Successful initiatives operate in settings that encourage stakeholders to build strong relationships based on trust and respect. As the system becomes updated, the needs of neighborhoods and communities that experience crime must be considered.

Community involvement strengthens the justice system throughout the continuum of care. The system will work to increase community involvement. ●

Many thanks to our sponsors for their in-kind contributions, funds, and donations.

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Juvenile Corrections Act Partnerships

To accomplish the balanced approach philosophy, the legislature formulated a partnership between the state, the counties and the courts. The state's participation centered on a new state department, the Idaho Department of Juvenile Corrections (Department). The role of the counties was to fund probation services and detention facilities. The role of the court, in addition to its traditional function, was to oversee probation and detention programs. This role is consistent with the underlying principle of juvenile courts, *parens patriae*, the natural extension of the state's paternalistic duty to protect, care for and maintain its children, and direct them.ⁱ The Juvenile Justice Advisory Team of Magistrate Judges was formed by the Idaho Supreme Court to aid with this responsibility.

The designers of this system sought to find a balance between state control and local control, between the power of the court to order services and the county to fund services, and the need to impose punishment and appropriate programs to address juvenile offenders' positive developmental needs.

Commissions, Boards and Councils under the Idaho Department of Juvenile Corrections

Idaho Juvenile Justice Commission (IJJC)

The Idaho Juvenile Justice Commission serves as the state advisory group responsible for performing the duties required by the Federal Juvenile Justice and Delinquency Prevention Act. Members of the Commission are appointed by the Governor and are chosen from many fields, including local government, elected officials, juvenile justice professionals, judges, prosecutors, juveniles, business professionals, educators, youth and volunteers.

The Juvenile Justice Commission is also the state Juvenile Crime Enforcement Coalition for Juvenile Accountability Block

Grant (JABG) Funds. The majority of the Formula Grant and JABG funds are passed through to local units of government. The Commission, through its seven District Councils, works with communities to help them assess needs and resources and develops an Action Plan identifying their specific needs. These action plans become the basis for Idaho's Three-Year Plan.

Board of Juvenile Corrections

The Board of Juvenile Corrections consists of three Idaho citizens appointed by the Governor, as well as the chairs of the House and Senate Judiciary Committees. This independent board advises the Governor and Director of the Department on fiscal, policy and administrative matters.

Juvenile Training Council

The Juvenile Training Council was established to develop requirements for juvenile probation and detention officer training. The Juvenile Training Council develops program components and curriculum, sets training priorities and coordinates with Peace Offi-

"The Juvenile Judge Advisory Team joins all the partners in Idaho's juvenile justice system in celebrating the outstanding accomplishments of the system on the 10-year anniversary of the Juvenile Corrections Act of 1995."

Judge Varin, Chairman
Juvenile Judge Advisory Team

cers Standards and Training (POST) for the training of juvenile officers throughout Idaho. The members are comprised of a County Sheriff, a County Commissioner, the Director of the Idaho Department of Juvenile Corrections,

ⁱ *Legal Rights of Children*, Second Edition, Donald T. Kramer

Continued on next page

a Magistrate Judge, a County Juvenile Probation Administrator, and a Juvenile Detention Administrator. Also providing input are ex-officio members from Boise State University, POST, the Idaho Association of Counties, and the Administrator of the Idaho Courts.

Idaho Juvenile Offender System (IJOS) Board

IJOS is the Department's offender tracking system. IJOS offers a statewide cooperative communication system to juvenile justice professionals serving offenders in Idaho. This cost effective way to track and manage juvenile information statewide is guided by the IJOS Board. The IJOS Board is made up of stakeholders who provide continual advice on the best way to share juvenile information. The IJOS Board meets to discuss and determine needs and make decisions based on these needs to give direction for future IJOS development. A delegate representing each of Idaho's seven judicial districts is selected by the Director of the Department based on their knowledge of juvenile justice data, as well as their desire to work with IJOS. The Information Technology (IT) Resource Manager for the Department is a member of the Idaho Criminal Justice Information Task Force and the strategic plan for this task force includes integration of criminal justice data. The Department will be integrating court data with data from state, county and local law enforcement during this three-year cycle.

Custody Review Board

The Custody Review Board (CRB) for the Department became effective January 1, 2003. Under a new statute, juveniles committed to the Department will have a maximum age of custody of 19 years, unless in the opinion of the Custody Review Board, an extended time in custody is needed for the juvenile to address issues of accountability, community protection, and competency. No juvenile can remain in custody past his or her 21st birthday. The creation of the CRB represents a

change in how the older population, ages 19-20, is handled. Four individuals, all with experience in juvenile and juvenile justice areas, have been appointed to the Board. The CRB currently meets at least four times per year.

Idaho Council for Interstate Juvenile Supervision

The Council was established to provide for dispute resolution among compacting states, to promulgate rules to effect the purposes and obligations of the Interstate Compact that have the force and effect of statutory law. The Council also has the responsibility to oversee, supervise and coordinate interstate movement of offenders in the juvenile justice system.

Other State Agencies

State Department of Education (SDE)

In their strategic plan, the State Board of Education indicates they strive for a "seamless" educational system. The Idaho education system, consisting of agencies and institutions governed by the Board of Education, delivers public primary/secondary/post-secondary education, training, rehabilitation and information/research services in the state.

The State Department of Education is organized into an administrative section and six bureaus: Finance and Transportation, Special Education, Technology Services, Federal Programs, Curriculum and Accountability, and Certification and Professional Standards. By law, the Superintendent of Public Instruction is the department's executive officer and appoints departmental employees.

The State Department of Education provides federal and state funding to 114 independent local school districts and had a fall 2005 enrollment of 261,907 students in 373 elementary schools and 299 secondary schools. In the 2003-2004 school year, the percentage of students dropping out of school

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by grade level were 1.92% of the ninth graders; 3.10% of the tenth graders; 3.84% of the eleventh graders, and 3.82% of the twelfth graders. (State Department of Education web site)

Services provided under the Individuals with Disabilities Education Act are provided by local school districts based upon a child's needs as identified through the Individual Education Plan. Education faces some of the same barriers as other child serving systems in Idaho including access to services in communities.

State Department of Health and Welfare (IDHW)

The Idaho Department of Health and Welfare is an umbrella services agency reporting directly to the Governor, and includes the Divisions of Health, Information and Technology Services, Medicaid, Welfare, Family and Community Services, and Management Services. Departmental services are delivered statewide through seven Health and Welfare regions. All Community Mental Health Centers, Adult and Child Development Centers, and Children and Family Services Centers in Idaho are state-operated programs. Facilities and services are provided through this regional system with each region comprising a specific area. Substance abuse services are administered by the Department of Health and Welfare, but the IDHW contracts for gate-keeping, program management and for prevention and treatment service delivery. The IDHW (in partnership with Regional Substance Abuse Authorities, consisting of stakeholders and local community representatives) sets priorities and standards, monitors contracts and provides system leadership and technical assistance.

The IDHW operates two state psychiatric hospitals, State Hospital North (Orofino, Idaho) and State Hospital South (Blackfoot, Idaho). The Idaho State School and Hospital (located in Nampa, Idaho) serves persons with developmental disabilities. The Division of Family and Community Services is responsible for adult and children's mental health and substance abuse services, services for persons with developmental disabilities, child welfare and adoptions services, as well as services to the two state psychiatric hospitals and Idaho State School and Hospital.

Law Enforcement (ISP)

"I can honestly say that Idaho's juvenile justice system today is better than at any prior time since I have been in practice, and continues to show remarkable promise for even better serving the needs and best interests of all Idahoans – young and old alike. Although there were some very trying and challenging times during this transition, and although there is more to do, great strides have been made in improving our ability to recognize and address the complicated issues facing juvenile justice in Idaho."

William "Bill" W. Thompson, Jr.
Latah County Prosecuting Attorney

Idaho State Police is the state law enforcement agency that not only includes the State Police, but also Peace Officers Standards and Training (POST), North and South Command, Support Services, Forensic Services, and Management Services. There are also sixty-one city police departments

and forty-four county sheriff's departments. Counties are required to elect a sheriff every four years, while police departments are established according to city ordinance.

The Idaho Department of Juvenile Corrections (Department) works closely with ISP and local law enforcement. The Department provides funding to ISP for Enforcing Underage Drinking Laws (EUDL) through the Alcohol Beverage Control. Byrne grants are available to the Department and local communities for funding law enforcement and criminal justice projects throughout the state of Idaho, and designed to assist state agencies and local units of government in carrying out specific and innovative projects that reduce

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drug use and violent crime and improve the functioning of the criminal justice system.

Idaho Department of Correction (IDOC)

The Department has a collaborative relationship with IDOC in the areas of training, research and population forecasting. Both departments worked together to develop a Re-entry Proposal for young, violent offenders. The Department is currently working on a research project with IDOC to get a better understanding of inmates' lives before they are incarcerated. This research project will be completed later this year.

Local Government

Counties

Idaho has 44 counties, and each county system involves several agencies, including private agencies, with various elected officials and multiple budget priorities. Juvenile justice is one of many issues elected officials must deal with daily at the county level. In the juvenile justice arena, counties are responsible for funding a juvenile probation program as well as the detention of juveniles in their jurisdiction.

Idaho Department of Juvenile Corrections works closely with the counties throughout the continuum of care, from prevention through aftercare and release. The state provides Juvenile Corrections Act and Tobacco Tax monies to the counties through the Department as a pass-through agency. In addition to state funds, the Department also provides federal grant funds through the Juvenile Justice Commission for community-based prevention and intervention programs.

Cities

There are over 200 cities in Idaho, comprised of elected and appointed officials that involve numerous agencies and budgets. Cities address the juvenile justice system differently than counties, in that cities have arrest authority over juveniles and can develop di-

version programs, but the formal probation is addressed at the county level. The Association of Idaho Cities has partnered with other agencies to develop comprehensive prevention programs at the community level for youth and their families. They have been successful in mobilizing community partners toward active participation in the lives of children and youth.

Other Commissions, Associations, and Councils

Juvenile Justice Advisory Team of Magistrate Judges

The Idaho Supreme Court has appointed a committee composed of a magistrate judge from each of the seven judicial districts in the state to advise the Supreme Court on matters relating to juvenile justice issues. The team invites other interested agencies and groups to attend its meetings when necessary to assure proper administration of the Juvenile Corrections Act.

Idaho Juvenile Justice Association (IJJA)

The Idaho Juvenile Justice Association is a 501(c)(3) organization dedicated to improving communication, training and system functioning. IJJA is comprised of representatives from all sectors of Idaho's juvenile justice system and organizes an annual conference for line staff and supervisors.

Idaho Association of County Juvenile Justice Administrators (IACJJA)

The Association is comprised of juvenile detention administrators and juvenile probation department administrators from various counties of the state. Membership is open to all county juvenile justice administrators, without regard to the size of the local juvenile justice department. The Association was created when Idaho's new Juvenile Corrections Act passed to provide a mechanism for county juvenile justice administrators to communicate with the Department.

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The objectives of the IACJJA are to promote “best practices” for the juvenile justice system in the state of Idaho through continued collaboration with the Department and other state and local agencies, information sharing and cooperation among the counties of the state, promotion of effective programs, and promotion of professionalism through training.

Governor’s Coordinating Council for Families and Children

The Governor’s Coordinating Council is made up of 45 representatives from government agencies, civic groups, non-profit organizations, businesses and the faith community and led by the First Lady. The Council began its work in 2000 to inventory, coordinate and expand the resources available to families and children in Idaho. Focus of the group is to help people know what help is available, assisting organizations in knowing how to collect data to demonstrate need and outcomes, highlighting and celebrating existing resources, and securing new resources. Task forces within the GCCFC focus on several areas, including gangs, child safety and military families, as well as Annual Roundtables throughout the state to garner input from around the state and allow for effective networking. The Brightest Stars Awards, El Día de los Niños, Community Collaboration grants, and support for a prenatal substance abuse study are among the Governor’s Coordinating Council for Families and Children’s accomplishments.

Idaho Criminal Justice Commission

The purpose of the Idaho Criminal Justice Commission (Commission) is to provide policy-level direction and to promote efficient and effective use of resources for matters related to the state’s criminal justice system. The Commission identifies critical problems within the criminal justice system and recommends strategies to solve problems of continued growth in the adult incarcerated offender population, the manufacturing, traf-

ficking and abuse of methamphetamine, and gang violence.

Contract Providers

The Idaho Department of Juvenile Corrections and counties contract with a number of private, non-profit providers for both residential and nonresidential services to juvenile offenders. These agencies are an important resource for children and youth and offer a wide range of services and programs, including Functional Family Therapy, after-school programs, specialized foster care, crisis intervention, sex offender treatment, group care, and residential treatment. ●



Appendices

A. Thoughts as They Were Shared on Note Cards During the Conferences

“Increase IDJC substance abuse specific programs using credentialed counselors (CADCs).”

“Lack of resources for juveniles with mental health and spiritual needs.”

“Dissolve DHW into smaller units that are accountable for their actions.”

“Transition case management to insure each juvenile gets connected to aftercare as needed.”

“Alternative Funding”

“I feel that DJC should pursue a connection with the Idaho Lottery to either have a scratch game or receive a percentage of lottery sales to fund additional programs or allow each county to enhance their JJ entities. This idea would produce a steady source of money in tight budget years and would remain fairly steady and consistent. This idea does not place any additional burden on the state or taxpayers.”

“There is a predominantly negative peer culture that has evolved which attracts those youth who cannot find acceptance anywhere else. It’s hard for a youth to find acceptance in many venues but if he/she lights a cigarette up or dresses all in black and dyes his/her hair (black/red) they suddenly find they are part of a group. Unfortunately, a group ascribing to negative mores and norms. Interventions that foster involvement in positive youth culture are imperative.”

“Separate facilities for criminals with mental health issues.”

“—Please act on all the input—”

“Suggestion and concern:

After brainstorming needs; solutions and barriers [session of conference] my hope is that a ‘task force’ will be formed in each community—members being a collaboration/combination of people from JJ; IDJC; service providers; DHW, etc.—to look at the issues; develop a focus with achievable goals and take action. Many of us are willing to spend time if it will come to fruition. I am hoping that from this process a concrete plan will be created to resolve these issues and continue to serve children/families in a positive way.”

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“Why not do with both alcohol and drug providers what we do with POs with the Balanced Approach training from 1990?

I mean, pull trainers together and attend a training session on drug and alcohol issues—screenings, educate about how it affects kids—then come back to their communities and train POs, parents and providers so we all have the same information and understand how to actually work with these kids.

Example, Reno team that came back to Idaho and held a number of trainings on the Balanced Approach.”

“Track record of **all** tracks hasn’t justified more funding—
recidivism still a barrier to funding.”

“Aftercare Issues:

Instead of caring so much about education (which is very important), actual **life skills** are critical to juveniles who are quickly entering the adult world. They need to learn how to be independent, both at home (cooking, cleaning) and in the work place.”

“We need to have the **elimination** of church and state separation. Because the church has been removed (prayer in schools, bible study in schools removed) our families and societies are in jeopardy. We need to put Jesus Christ back into every aspect of our society.

This will give young people something to live for — A HOPE, A PEACE.”

“We were wondering how kindergarten student ends up with multiple expulsions, i.e., H.W.”

“How and what can we do to hold the parents more accountable?

Examples:

- 1) Refuse to give their child a ride to detention
- 2) Community service
- 3) Parent providing drugs and alcohol to juvenile”

“After awarding the RTC for L3, L2, L1 treatment, DJC discovered a gap in services for transition youth needing independent living skills and assistance.

Additional barriers to substance abuse treatment—Lack of consistent funding (e.g. funds run out mid-year!) once licensed to satisfy ATR requirements can be overwhelming.”

“Kids get dumped (or so it seems) in Ada County without any or very many services in place. The PO is left to get the kid involved in programs that should have been done **prior** to release.”

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“Education in technology – the kids are running circles around us and outsmarting us with technological advances. We need better computers, drug analysis equipment, data access, etc.”

“Parenting, drug and alcohol, community center and afterschool programs have to be around for awhile with consistent hours, qualified people and low travel/liability locatin. It seems like there is no consistency n many of our programs.”

“Tax incentives for stay-at-home parents equal to amount would earn if working.”

“It might help with mental health services to incorporate addition to the juvenile detention centers 3-5 beds and staff that can start the mental health services since most of them that get identified by juvenile department are in detention. These beds could serve a dual purpose based on need.”

Transition and reintegration back to community.

“This is not a district issue, but as a district probation officer, I am frustrated that there are juveniles that we committed to the state that are sitting in detention centers and jail for weeks waiting for placement.”

“The barrier described of ‘needing more professionals (licensing) track for addictions counselors’ can be restated as ‘need to respect and listen to currently credentialed (CADC) addictions counselors’.”

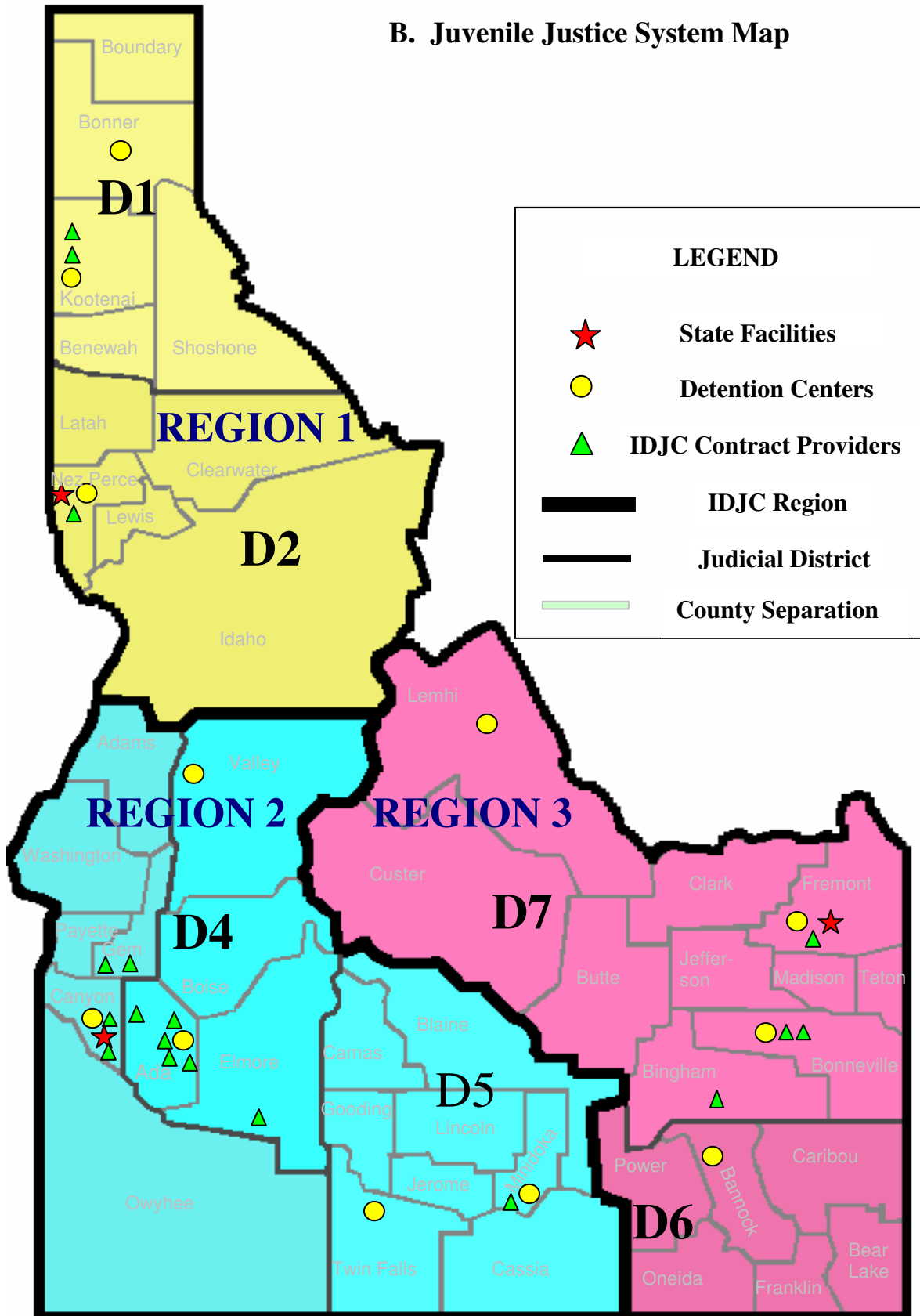
“Looking into more effective case management such as mental health, girls, young population, etc. specific caseloads. Probation officers can be trained and specialized in a specific high need area.

There needs to be a better communication and collaboration between field probation officers and prosecutors and judges.”

“I am willing to coordinate a program between schools, jdc [IDJC] & H&W. ‘GEAR UP Project Coordinator (example) Grants that could be partnered with programs. Potential Cts Hayden = Stoddard Farm; Gear-Up/Access program collaboration. H&W EA fund access.”

“Lack of adequate funding—Let’s not overlook **all** partners including faith base and nonprofit organization.”

B. Juvenile Justice System Map



C. Planning Committee

Bev Ashton, District Liaison
Idaho Department of Juvenile Corrections

Jack Atkeson, Chair
Idaho Juvenile Justice Commission

Sheley J. Beck, Administrator
Kootenai County Juvenile Probation

Sharon Burke
Idaho Supreme Court

Jim Crowley, District Liaison
Idaho Department of Juvenile Corrections

Denton Darrington, Senator
Idaho Senate

Sharon Harrigfeld, Juvenile Justice Planner
Idaho Department of Juvenile Corrections

Steve Jett, Director
Southwest Idaho Juvenile Detention Center

Bill Lasley, District Liaison
Idaho Department of Juvenile Corrections

Shelly McCoshum, District Liaison
Idaho Department of Juvenile Corrections

Matt Olsen, Executive Director
Bannock County Juvenile Justice

Anthony J. “Tony” Poinelli, Deputy Director
Idaho Association of Counties

Brent D. Reinke, Director
Idaho Department of Juvenile Corrections

Patricia Tobias, Administrative Director
Idaho Supreme Court

Appendices continued

D. Contact Information

Idaho Juvenile Justice District Councils

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District 3 Council

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District 6 Council

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Appendices continued

E. Attendees by Location

Attendee List for Idaho Falls		
Name and Organization	Address	Telephone and E-mail Address
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Continued from previous page

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Gregory F. Frates Washington County Magis- trate	485 East 3rd Street Weiser, ID 83672	
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Janelle Schneider Gem County Juvenile Proba- tion	310 E. Main Street Emmett, ID 83617	(208) 365-2127 jschneider@bigskytel.com
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Anna Bates Bonner County Probation Services	P. O. Box 2016 Sandpoint, ID 83864	(208) 263-1602 abates@co.bonner.id.us
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Robert Burton 1st Judicial District	P. O. Box 9000C Coeur d'Alene, ID 83816	(208) 446-1104 rburton@kcgov.us
Carol Carlson Post Falls High School	2832 E. Poleline Ave. Post Falls, ID 83854	
Marge Chadderdon	109 Lakeview Drive Coeur d'Alene, ID 83814	
Jeff Cheeseborough Real Life Ministries	1866 N. Cecil Road Post Falls, ID 83835	
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Jim Crowley Idaho Department of Juvenile Corrections	1250 Ironwood Dr., #304 Coeur d'Alene, ID 83814	(208) 769-1449 jcrowley@djc.state.id.us

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