

PARTICIPANT GUIDE

Graduated Sanctions: Effective Intervention Strategies For Addressing Delinquency

A Live National Satellite Broadcast

Produced by the
Office of Juvenile Justice and Delinquency Prevention
U.S. Department of Justice
And the
Juvenile Justice Telecommunications Assistance Project
Eastern Kentucky University—Training Resource Center
in cooperation with
The Juvenile Sanctions Center
and the
National Council of Juvenile and Family Court Judges
National District Attorneys Association

Table of Contents

Agenda	3
Broadcast Overview	4
Featured Programs	6
Juvenile Sanctions Center Publications	8
Program Panelists	9
Previous Satellite Videoconferences	10

This document was prepared by the Eastern Kentucky University's Training Resource Center under grant #98-MU-MU-0005 from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office of Justice Programs, U.S. Department of Justice. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.

Agenda

Graduated Sanctions: Effective Intervention Strategies for Addressing Delinquency

March 22, 2005

*All times listed are EST and approximate

- 1:15-1:45 PM Pre-conference Site Activities; Test Slate
- 1:45-1:55 PM Overview Videotape and Welcome
- 1:55-2:08 PM Panel Discussion: The National Perspective
- 2:08-2:18 PM Video: Graduated Sanctions in Dayton, OH
- 2:18-2:29 PM Panel Discussion: Audience Q & A
- 2:29-2:38 PM Video: Graduated Sanctions in San Jose, CA
- 2:38-2:49 PM Panel Discussion: Audience Q & A
- 2:49-3:00 PM Video: Graduated Sanctions in St. Joseph, MO
- 3:00-3:10 PM Panel Discussion: Audience Q & A
- 3:10-3:15 PM Closing Comments
- 3:15PM Sign-off

Broadcast Overview

Over the past decade, graduated sanctions has become the predominant conceptual framework for organizing interventions with juvenile offenders. The model first received widespread attention when it was included as a key component of the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (1993). Beginning in fiscal year 1998, OJJDP was appropriated \$250 million for the Juvenile Accountability Incentive Block Grant Program (renamed the Juvenile Accountability Block Grant Program with the 2002 reauthorization of the Juvenile Justice and Delinquency Prevention Act). This program, designed to assist states and local units of government, promotes greater accountability in the juvenile justice system and helps communities become more effective in holding juvenile offenders accountable, reducing recidivism, and protecting students, school personnel, and the community from drug, gang, and youth violence.

The tenets of graduated sanctions have considerable appeal to policymakers, practitioners, and the general public. The term "graduated sanctions" as defined in the Juvenile Justice and Delinquency Prevention Act of 2002 means:

"an accountability-based graduated series of sanctions (including incentives, treatment, and services) applicable to juveniles within the juvenile justice system to hold such juveniles accountable for their actions and to protect communities from the effects of juvenile delinquency by providing appropriate sanctions for every act for which a juvenile is adjudicated delinquent, by inducing their law-abiding behavior, and by preventing their subsequent involvement with the juvenile justice system."

This intervention emphasizes the need to hold juvenile offenders accountable for any and all offenses they commit and promotes the use of progressively more severe sanctions for repeat offenders. It also recognizes the need to couple sanctions with a range of service interventions to address underlying problems and to help prevent a youth's return to the system. Ultimately, graduated sanctions is envisioned as a multi-tiered continuum of interventions that allows the juvenile justice system to carefully match its sanction and treatment response to each youth's offense severity, level of risk, and service needs.

In the fall of 2001, to promote more widespread implementation of graduated sanctions systems, OJJDP funded the creation of the Juvenile Sanctions Center. The Center, an arm of the National Council of Juvenile and Family Court Judges, was established to help jurisdictions around the country create or strengthen a continuum of accountability-based sanctioning programs. At the front end of the continuum are **immediate sanctions**, which are targeted toward less serious non-chronic offenders. They are designed as early interventions that can hold youth accountable for their actions by sanctioning illegal behavior and, if required, securing needed services. Typical immediate sanctions include restorative justice interventions. Immediate sanctions are frequently delivered in the context of diversion from formal court processing. **Intermediate sanctions** are appropriate for juveniles who continue to offend following immediate interventions, youth who have committed more serious felony offenses, and some violent offenders who need supervision, structure, and monitoring, but not necessarily confinement. This type of sanction includes community-based corrections such as

intensive supervision, day treatment, probation, electronic monitoring, and alternative schools. **Secure care** provides treatment and transition services while a youth is removed from home, usually in a state training school or a residential treatment facility. Transition services span the final phase of confinement and the first phase of reentry and includes prerelease planning with the offender, family, community agencies, and the local team interacting with the court during this phase. **Reentry** are those sanctions and services applied during the planned period of community supervision following release, leading to case closure/termination.

In the fall of 2003, the Juvenile Sanctions Center announced 10 demonstration sites to create or improve juvenile accountability-based sanctions programs, concentrating initially on immediate and intermediate sanctions. These sites include: San Jose, CA; Hartford, CT; La Grange, GA; St. Joseph, MO; Missoula, MT; Omaha, NE; Las Vegas, NV; Dayton, OH; Nashville/Franklin, TN; and Newport News, VA. Three additional sites were added in 2004 that include: Ft. Myers, FL; Indianapolis, IN; and Toledo, OH. The primary focus of the 13 demonstration sites is to help local courts and communities develop their programmatic continuum of immediate, intermediate, secure care, and reentry sanctions for youth who have been referred to the juvenile court. In 2005, a new focus will include the provision of cross-site technical assistance and training to replicate these efforts throughout the country.

Featured Programs

St. Joseph, MO

In St. Joseph, the graduated sanctions program explores opportunities that best address the needs of youth, families, and the community through the implementation of creative restorative justice models and the use of strength-based programs that emphasize court diversion.

The innovative sanctions practices used in St. Joseph for juvenile offenders include the following:

- The adaptation of the juvenile drug court model to encompass all juveniles on probation, using such innovations as personal monthly reviews before the bench during non-traditional court hours and graduation ceremonies and rewards for juveniles at the end of probation.
- The establishment of a board comprised of a broad array of community leaders, including representatives from the public schools and news media, to serve as volunteer advisors to the juvenile court.
- The formation of Community Justice Committees, restorative justice boards of volunteers, to divert first-time offenders from the court to a variety of sanctions, including community service, restitution, counseling, and mediation.
- The establishment of partnerships with community organizations, such as the Boy Scouts, for leadership training and other services that encourage youth to recognize their potential and change their lives.
- The use of as many sources of existing local and state funding and resources as possible to support sanctions programs.

Contact: Chad Campbell, Buchanan County Chief Juvenile Officer, 816-271-1421,
chadcampbell@osca.state.mo.us

San Jose, CA

One of the most innovative approaches to graduated sanctions is the juvenile mental health court. These courts focus on treatment to restore, heal, and reduce criminal activity. They provide youthful offenders who have an established mental health diagnosis with better access to treatment, consistent supervision, support to develop healthy relationships with their families, a more successful academic experience, and reduced criminal involvement. As with the juvenile drug court, these courts focus on establishing realistic accountability goals and expectations for each youth. Assessment and close monitoring are critical components of this type of court.

Among the innovative sanctions practices used in San Jose for juvenile offenders are:

- The convening of the nation's first juvenile mental health court in February 2001, placing Santa Clara County Superior Court in a national leadership role in addressing the mental health issues of juvenile offenders.

- The establishment of a strong collaboration among treatment and mental health representatives, judicial officers, prosecutors, public defenders, and juvenile probation officers to build consensus before recommending juvenile offenders to the juvenile mental health court.
- More humane treatment of juvenile offenders with serious mental illness, which relieves overcrowding of detention facilities and decreases recidivism.

Contact: Judge Ray Davilla, Santa Clara County Superior Court, rdavilla@sct.co.santa-clara.ca.us;
 Judy Marshall, JMHC Acting Probation Supervisor, 408-278-6021,
judi_marshall@ljpdsrv42.jpdc.co.santa-clara.ca.us

Dayton, OH

In implementing graduated sanctions for juveniles, an intervention center is a valuable part of the process. It can be used as a 24-hour, 7-day-a-week centralized intake, screening, assessment, and processing department for children referred to the court for delinquency and unruly behavior. Referrals can come from a variety of sources, including law enforcement, schools, and parents. The center can assist law enforcement by providing a place to bring juveniles who may not be released outright and can return police officers to duty more quickly. For youth brought to an intervention center, such as the one in Dayton, services are immediately available.

Among the innovative sanctions practices used in Dayton for juvenile offenders are:

- The front-loading of services to children and families, expedited case flow, and a reduction in the number of youth who require secure detention.
- The use of behavioral health screens and, when necessary, full diagnostic mental health and alcohol and drug use assessments.
- The use of face-to-face family interventions and referrals for treatment when warranted.
- The establishment of an Intervention Center Prevention and Policy Board, a broad range of people involved in juvenile justice, directly and indirectly, to help guide the policies and procedures instituted by the Intervention Center.

Contact: Greg Scott, Director, Montgomery County (Dayton) Juvenile Court Intervention Center, 937-225-4829, scottg@mcchio.org

Juvenile Sanctions Center Publications

Training and Technical Assistance Bulletins

Vol. I No.1: Introducing the New Juvenile Sanctions Center, 2002

Vol. I No. 2: Structured Decision-Making for Graduated Sanctions, 2002

Vol. I No. 3: School-Based Probation: An Approach Worth Considering, 2003

Vol. I No. 4: Promising Sanctioning Programs in a Graduated System, 2003

Vol. II No. 1: A Practical Approach to Linking Graduated Sanctions with a Continuum of Effective Programs, 2004

Vol. II No. 2: Using Title IV-E Money to Expand Sanctions and Services for Juvenile Offenders, 2004

Vol. II No. 3: Three Innovative Court-Involved Reentry Programs, 2004

Vol. II No. 4: Resource Reallocation: The Clark County Experience, 2004

Vol. II No. 5: Overcoming Barriers to Employment for Youth in the Juvenile Justice System: A Practical Guide, 2005

Training Publications

- Graduated Sanctions for Juvenile Offenders, Volume I: A Training Curriculum Guide, 2003
- Graduated Sanctions for Juvenile Offenders, Volume II: A Training and Curriculum Guide: Dispositional Court Hearing to Case Closure, 2005
- Graduated Sanctions for Juvenile Offenders: A Program Model and Planning Guide, 2003
- Program Model and Planning Guide, Vol. II: Dispositional Court Hearing to Case Closure, 2005
- Juvenile Sanctions Center, Monograph I, 2003
- Juvenile Sanctions Center, Monograph II, 2005

TO OBTAIN COPIES, CALL, E-MAIL, OR FAX
Juvenile Sanctions Center
National Council of Juvenile and Family Court Judges
P.O. Box 8970
Reno, NV 89507

Phone: 775.784.6012 Facsimile: 775.784.6628 E-mail: JSC@ncjfcj.org

Program Panelists

J. Robert Flores

J. Robert Flores was confirmed by the Senate on April 12, 2002, and was sworn in on April 17, 2002, as the Administrator of OJJDP, at the Office of Justice Programs of the U.S. Department of Justice. As Administrator, Mr. Flores provides executive direction to the agency responsible for leading the nation in addressing juvenile delinquency, crime, and victimization. Mr. Flores directs activities that support states and communities in their efforts to develop and implement effective prevention and intervention programs and improve the juvenile justice system so that it protects the public safety, holds offenders accountable, and provides treatment and rehabilitative services tailored to the needs of juveniles and their families. Prior to his OJJDP appointment, Mr. Flores was Vice President and Senior Counsel for the National Law Center for Children and Families. Before that, he was Senior Trial Attorney and Acting Deputy Chief in the Child Exploitation and Obscenity Section, Criminal Division, of the U.S. Department of Justice. He has also served as an Assistant District Attorney in Manhattan.

David Gamble

David J. Gamble is the Director of the National Council of Juvenile and Family Court Judges' (Council) Juvenile Sanctions Center. The Council is the nation's oldest and largest non-profit membership organization solely devoted to improving juvenile and family courts. The Juvenile Sanctions Center creates and improves juvenile accountability based sanctioning programs for youth who have contact with the juvenile court. The Center helps 14 demonstration sites across the country develop programs and activities that enhance the competencies and skills of delinquent youth. Mr. Gamble has degrees from Penn State University, University of Pittsburgh, and the University of Nevada at Reno. He serves on the boards of national and statewide juvenile justice organizations.

Wadie Thomas, Jr.

Judge Wadie Thomas has served as the Juvenile Court Judge for Douglas County, NE, since September 1995 and chairs the National Council of Juvenile and Family Courts' Juvenile Graduated Sanctions Advisory Committee. Prior to his appointment to the court, he was in private practice for 15 years. Judge Thomas received his B.S. from Alabama State University and his law degree from Creighton University in Omaha, NE.

Howard Snyder

Dr. Howard Snyder has been the Director of Systems Research at the National Center for Juvenile Justice since 1981. Over the years he has directed several national research efforts funded by the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Statistics, and the National Institute of Justice. In collaboration with many colleagues, publications flowing from these efforts have provided an accurate understanding of juvenile crime and victimization and the activities of the juvenile justice system. His research has studied the nature of violent crime against young children, differences in the daily cycles of violent crime by and against juveniles, juvenile suicide characteristics and trends, age and racial bias in arrest, racial and gender disparity in justice system processing, the developmental structure of juvenile delinquent careers, juvenile transfers to criminal court, and international differences in juvenile crime and justice systems.

Mindy Shannon Phelps, Moderator

Ms. Phelps has moderated numerous national satellite videoconferences produced by OJJDP. Her professional experience includes serving as a co-anchor of WLEX-TV's evening newscast. WLEX is an NBC affiliate located in Lexington, KY. Ms. Phelps has served as Press Secretary for the Governor's Office in the Commonwealth of Kentucky.

Previous Satellite Videoconferences

Produced by the Office of Juvenile Justice and Delinquency Prevention

Conditions of Confinement in Juvenile Corrections and Detention Facilities

September 1993

Community Collaboration

June 1995

Effective Programs for Serious, Violent, and Chronic Juvenile Offenders

October 1995

Youth-Oriented Community Policing

December 1995

Juvenile Boot Camps

February 1996

Conflict Resolution for Youth

May 1996

Reducing Youth Gun Violence

August 1996

Youth Out of the Education Mainstream

October 1996

Has the Juvenile Court Outlived Its Usefulness?

December 1996

Youth Gangs in America

March 1997

Preventing Drug Abuse Among Youth

June 1997

Mentoring for Youth in Schools and Communities

September 1997

Juvenile Offenders and Drug Treatment: Promising Approaches

December 1997

Comprehensive Juvenile Justice in State Legislatures

February 1998

Protecting Children Online

March 1998

Youth Courts: A National Movement

May 1998

Risk Factors and Successful Interventions for Serious and Violent Juvenile Offenders

September 1998

White House Conference on School Safety: Causes and Prevention of Youth Violence

October 1998

Juveniles and the Criminal Justice System

December 1998

Females and the Juvenile Justice System

May 1999

Promising Practices for Safe and Effective Schools

September 1999

Online Safety for Children: A Primer for Parents and Teachers

November 1999

Model Court Practices in Abuse and Neglect Cases

February 2000

Crowding in Juvenile Detention: A Problem Solving Approach

April 2000

"How Shall We Respond to the Dreams of Youth?" A National Juvenile Justice Summit

June 2000

Combating Underage Drinking

September 2000

Child Delinquency: Early Intervention and Prevention

November 2000

Employment and Training for Court-Involved Youth

February 2001

Mental Health Issues and Juvenile Justice

April 2001

Restorative Justice: Repairing Harm, Reducing Risk and Building Community

June 2001

Going Home: Serious and Violent Offender Reentry Initiative

February 2002

OJJDP Report: A Discussion with J. Robert Flores

December 2002

Mentoring Matters

February 2003

Community Responses to Truancy: Engaging Students in School

April 2003

Working Together To Stop the Prostitution of Children

December 2003

Strategies, Programs and Resources To Prevent Truancy

February 2004

For Further Information

Videos of previous OJJDP videoconferences can be purchased from the Juvenile Justice Clearinghouse, P.O. Box 6000, Rockville, MD 20849-6000; call 800-851-3420; email askncjrs@ncjrs.org; or visit www.ojjdp.ncjrs.org