

A RECLAIMING FUTURES  
NATIONAL FELLOWSHIP REPORT

# Juvenile Probation Officers Call for a New Response

TO TEEN DRUG AND ALCOHOL USE AND DEPENDENCY

by

Reclaiming Futures Justice Fellowship

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Reclaiming Futures is a National Program of the Robert Wood Johnson Foundation®



**RECLAIMING FUTURES**

Communities helping teens  
overcome drugs, alcohol and crime

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We also want to acknowledge the young people in our Reclaiming Futures communities. In the face of many difficult challenges, they have had the courage to overcome the influence of alcohol and drugs on their lives and to reclaim their own futures. We are proud of what they have accomplished, and we look forward to the benefits they will contribute to our society.

Finally, we acknowledge the countless community members in the ten Reclaiming Futures sites who have embraced our efforts, and the young people with whom we work. These communities have set an example for others on how to respond effectively to young people who are struggling to overcome alcohol and drug problems.

# Terms and Usage

One of the primary goals of the Reclaiming Futures initiative is to improve collaboration among juvenile justice professionals, treatment providers, community organizations, and others so that they may better serve teens with alcohol and drug problems and their communities.

Good communication is crucial to good collaboration. However, anyone who has personal experience in the fields of juvenile justice, mental health, alcohol and drug treatment, and human services knows that differences in terminology between agencies and disciplines often present significant challenges to effective cooperation.

Therefore, we would like to define some of the terms that are commonly used in this monograph—and debated in our profession. We do not assert that our definitions of these terms are authoritative across fields (or even within our own). Instead, we offer them as clarifications for the reader on how they are used in this publication.

**Alcohol- and drug-involved:** This term refers to young people whose use of alcohol or drugs has caused problems in their lives, including contact with the juvenile justice system. It is not a clinical diagnosis or evaluation of the frequency or severity of their usage (in contrast to alcohol or drug “dependence”).

**Juvenile justice professional:** In different jurisdictions across the United States, professionals who supervise and intervene in the lives of delinquent teens on behalf of the juvenile justice system are given a variety of titles (e.g., probation officer, juvenile court counselor), along with a range of powers and duties. In this document, we will refer to them broadly as “juvenile justice professionals.”

## **Promising practices, Evidence-based**

**practices:** In the last two decades, a growing body of criminology literature has shown that specific kinds of interventions produce positive and measurable reductions in juvenile delinquency. In this document, these practices are characterized as “evidence-based.”

Other practices, often built on principles associated with this research, offer the potential for effective intervention, but their results have not yet been empirically tested or demonstrated. These we refer to as “promising” practices.

**Wraparound services:** This term refers to services provided to a delinquent teen (and his or her family) that are individually tailored, involve multiple service agencies, and extend beyond traditional juvenile justice or behavioral health services to include mentoring, educational support, job training, victim mediation, skill-building, and other services.

# Executive Summary

## **THE PROBLEM OF UNTREATED ADOLESCENT ALCOHOL AND DRUG USE AND DELINQUENCY**

Across the United States, teen alcohol and drug use is inextricably linked to juvenile crime. Yet, despite the tragic victimization and tremendous economic loss that results from this problem, few alcohol- and drug-involved teens get the treatment they need.

- Approximately 2.3 million teens in the United States need some form of drug and alcohol treatment, but less than 9 percent receive any treatment at all (SAMHSA, 2003).

Better collaboration between the juvenile justice system and alcohol and drug treatment providers can increase the number of alcohol- and drug-involved teens who receive treatment—and improve their school performance, their family relationships, and their positive connections to the communities in which they live. By getting more teens into treatment, we can also reduce juvenile crime and delinquency.

## **RECLAIMING FUTURES: MORE TREATMENT, BETTER TREATMENT, AND BEYOND TREATMENT**

This document is written by juvenile justice professionals for juvenile justice professionals. It is also written for our justice system partners, treatment providers, family service agencies, policy makers, and community leaders who have a stake in the success of our work.

Our goal is to share the lessons we have learned in implementing Reclaiming Futures, a five-year, \$21-million initiative sponsored by the Robert Wood Johnson Foundation to improve

treatment outcomes for youth with drug and alcohol problems in the juvenile justice system.

For the last five years, we have tested the Reclaiming Futures model in our communities, with promising results. Reclaiming Futures has changed the way we do business with teens who have drug and alcohol problems and who are in trouble with the law, and it has made us better in our work.

The goal of Reclaiming Futures is to improve the delivery of alcohol and drug treatment to adolescents by promoting

- More treatment for young people
- Better treatment and related services that address the specific needs of adolescents
- Greater access to services beyond treatment, including prosocial community supports like mentors.

These system reforms are also intended to make our communities safer from juvenile crime by reclaiming the lives of drug-involved teens and keeping them from becoming further involved in criminal behavior.

Reclaiming Futures has been piloted in eight communities—Anchorage, AK; Chicago, IL; Dayton, OH; Marquette, MI; Portland, OR; Rosebud, SD; Santa Cruz, CA; Seattle, WA—as well as Southeastern Kentucky and the state of New Hampshire.

How does the Reclaiming Futures model of system reform promote more and better treatment for drug-involved teens? At its core, this initiative is based on a six-phase model of service delivery:

1. **Screening:** Each young person who enters the juvenile justice system at the Reclaiming



Futures sites is screened for drug and alcohol problems using a validated screening tool. These screening instruments identify teens who may have serious drug and alcohol problems and need a more comprehensive follow-up assessment.

2. **Assessment:** An assessment tool is used to determine the severity of a youth's drug use and other problems. At Reclaiming Futures sites, this information is then used to develop a treatment intervention and service plan that is shared among the agencies working with the teen.
3. **Service Coordination:** Once a delinquent teen is assessed as having a drug abuse problem, a team of professionals—called a service team—develops a plan to address the young person's drug use and other issues that threaten his or her ability to become a successful community member.
4. **Prompt Access to Treatment:** Teens who are involved in drugs often have a very narrow window in which they are open to treatment. At Reclaiming Futures sites, the goal is to ensure that youth see a treatment provider within two weeks of the assessment.
5. **Promoting Treatment Engagement:** Once an initial contact is made with a treatment provider, Reclaiming Futures sites make sure that the youth is engaged in treatment within thirty days of his or her assessment.

Additionally, the longer a young person is engaged in treatment, the better his or her chances of success. Treatment programs

at Reclaiming Futures sites use evidence-based interventions (such as cognitive-behavioral strategies) to keep youth engaged in treatment.

6. **Community Support:** At Reclaiming Futures sites, the community is an essential component in a youth's success. Community members serve as mentors, teach skills, and involve teens in positive social activities that reconnect them to their communities, which helps them become productive members of society.

## RECOMMENDATIONS FOR JUVENILE JUSTICE PRACTITIONERS

Based on our experience at the ten Reclaiming Futures sites over the past five years, we recommend that jurisdictions across the nation take the following ten steps to break the cycle of teen drug use and crime:

1. **Ensure that youth get screening, assessment, and treatment for substance abuse.** Given the high percentage of teens who enter the juvenile justice system with alcohol and drug abuse problems, it is essential for the justice system to have a system for identifying drug-involved young people and referring them for appropriate treatment.
2. **Collaborate with other agencies to ensure that youth receive needed treatment and other services that will improve their chances of success.** Juvenile justice professionals must partner with mental health providers, alcohol and drug treatment professionals, school administrators, and

community partners to give the teens they supervise the best chance to succeed. This also means making resources available to partner agencies—even in the most difficult budget times. Such funding collaborations can mean survival for vitally needed community treatment programs, and they have given rise to many new and innovative approaches that support systemic reforms and strengthen local collaborations.

**3. Know the services available in your community and which of them are most appropriate for each individual youth.**

Since the juvenile justice system is the primary gateway to treatment services for drug-involved youth in most communities, justice system staff must be knowledgeable about the services to which they are referring young people. This knowledge ensures that they can arrange for the most effective, individualized treatment for each young person they are assigned.

**4. Tailor interventions based on the strengths, risks, and needs of youth.**

Teenagers vary considerably in both their progression through adolescent development and the stage they may be at, relative to their age and peers. For justice system and treatment interventions to be effective, this range of developmental capacity must be acknowledged and taken into account.

**5. Support staff in continuing professional learning about effective substance abuse interventions.**

For the juvenile justice system to take advantage of emerging evidence-based practices, practitioners need better and continually updated training to

be informed about substance abuse treatment, the language and techniques used by the treatment field, and how to work with treatment programs.

**6. Promote fidelity to evidence-based practices in the juvenile justice field by developing a staff that is skilled, knowledgeable, and able to apply them.**

To ensure that evidence-based programs are implemented properly, juvenile justice agencies need to hire and promote staff who are capable of administering them with fidelity, trained about advances in the field on an ongoing basis, and have the time and resources to implement evidence-based programs properly.

**7. Promote greater flexibility in funding to support family advocacy, wraparound services, and mentoring.**

To better involve families—and to comprehensively address the problems teens face—policy makers should dedicate funds for family advocacy, mentoring, and other wraparound services, which are not adequately supported under current funding streams and grant programs.

**8. Collect and share data in ways that meet cross-agency needs.**

To work well together, agencies need to agree on what data they will collect and how they will share it. To do this, jurisdictions need to develop data systems that can accommodate input and access across collaborating agencies.

**9. Adopt a system of graduated responses.**

Graduated responses provide juvenile probation officers and judges with both incentives and consequences they can use

to address probation violations or encourage positive behavior. This complements the Reclaiming Futures model because it reinforces treatment engagement and supports a teen's emerging strengths.

**10. Educate communities about juvenile justice outcomes.** Success for a teen in the juvenile justice system can be considered in many ways, including academic progress, restitution payment, decreased use of alcohol and drugs, employment and skills acquisition, and improved family functioning. It is important for the justice system to capture data on these outcomes and make it available to the public, in addition to traditionally reported data on re-offense rates.

Along with the changes described above, juvenile justice leaders should implement the Reclaiming Futures' specific six-point strategy to provide more treatment, better treatment, and more than treatment for alcohol- and drug-involved youth.

Reclaiming Futures is a ground-breaking approach—a comprehensive model designed to provide jurisdictions with a coordinated and systematic response to the problem of adolescent substance abuse. This system reform effort also includes the community as an integral partner. For other jurisdictions around the nation, adopting the Reclaiming Futures model promises similar benefits to those we have seen in the ten pilot areas.

## SECTION ONE:

# Introduction

This document is written by juvenile justice professionals for juvenile justice professionals. It is also written for our justice system partners, treatment providers, family service agencies, policy makers, and community leaders who have a stake in the success of our work.

For the last five years, we have participated in a Robert Wood Johnson Foundation–led initiative called Reclaiming Futures. This initiative has changed the way we do business with teens who have drug and alcohol problems and who are in trouble with the law, and it has made us better in our work.

In this document, we will share some of the lessons we have learned in the process of changing our systems to more effectively address teen alcohol and drug use and related crime. We will also present a set of recommendations that we believe all communities should implement to improve their justice system’s ability to reduce juvenile crime, strengthen families and communities, and reclaim the lives of alcohol- and drug-involved youth.

## WHY DO TEEN ALCOHOL AND DRUG USE AND DELINQUENCY DEMAND A NEW RESPONSE?

Across the nation, communities struggle to face the challenge of a growing number of young people who are involved in the juvenile justice system and have alcohol and/or drug problems.

- Studies indicate that nearly 60 percent of youth in the justice system were under the influence of alcohol or drugs at the time of their arrest (NIJ, 2003).

- Of youth who need substance abuse treatment, less than 10 percent ever receive it (Dennis et al., 2002).

Teen drug use, absent other criminal behavior, is by itself a public health concern. But across the country, the juvenile justice system has become the default entry point into treatment for alcohol- and drug-involved youth, due to a combination of “tough on crime” approaches to drug use, wait lists for community-based treatment, and other factors.

This unofficial mandate strains the mission and resources of juvenile justice agencies. Public safety is the primary goal of the juvenile justice system in general and juvenile probation in particular. But different jurisdictions have pursued different strategies to manage the behavior of drug-involved teens, depending on the prevailing values and philosophies in their communities. Some communities emphasize treatment and rehabilitation, others emphasize deterrence and punishment.

The results of these strategies are clear. Although many policy makers and opinion leaders insist that punishment deters juvenile crime and communities may have a desire for retribution, punishment for the sake of retribution has no treatment effect on young people. Simply satisfying a community’s desire for payback is of questionable long-term value,

at best. In fact, criminology research indicates that traditional punishments alone may actually *increase* recidivism (Howell, 2003).

### PROMISING PRACTICES EMERGE

In turn, other communities have begun to incorporate proven and appropriate treatment and other evidence-based practices into the supervision of youthful offenders. These strategies are aimed at protecting public safety by reducing the factors in a young person's life that put him or her at greater risk of reoffending (like drug use), while building on strengths that lessen those risks. In addition, many jurisdictions are recognizing that a youth's motivation to begin and sustain change can be influenced by the application of graduated rewards and consequences that are tied to his or her behavior. From this perspective, the justice system is not responsible only for dispensing sanctions, it is also responsible for providing positive incentives that can be a catalyst for further positive changes in a young person's life.

Finally, some communities have instituted restorative justice approaches that are designed to deliver a broader range of positive outcomes than simply preventing a delinquent youth from reoffending. Under the restorative justice model, interventions should also address the harm done to victims, develop the skills, competencies, and resiliency of youthful offenders, and foster accountability to the larger community on the part of all parties involved in the justice system.

### RECLAIMING FUTURES: TEN COMMUNITIES USE A NEW STRATEGY TO ADDRESS TEEN SUBSTANCE USE AND CRIME

Recognizing the difficult challenges that jurisdictions are facing in grappling with teen drug and alcohol use, in 2002, the Robert Wood Johnson Foundation launched Reclaiming Futures, a major initiative to improve treatment outcomes for youth with drug and alcohol problems in the justice system.

The goal of Reclaiming Futures' system reforms is to ensure that drug- and alcohol-involved young people receive effective treat-

ment, overcome their dependence on alcohol and other drugs, and become contributing members of their communities. At the same time, these system reforms are also intended to make our communities safer from juvenile crime by reclaiming the lives of alcohol- and drug-involved teens and keeping them from becoming further involved in crime.

#### The ten Reclaiming Futures sites are:

- Anchorage, AK
- Chicago, IL
- Dayton, OH
- Marquette, MI
- Portland, OR
- Rosebud, SD
- Santa Cruz, CA
- Seattle, WA
- Southeastern Kentucky
- The state of New Hampshire.

According to a 2006 Urban Institute evaluation, coordination of substance abuse treatment in the juvenile justice system has improved significantly across the ten communities that are piloting Reclaiming Futures. Some of the systemic indicators that have shown promise at the reform sites are:

- Improved drug and alcohol assessments, treatment effectiveness, and access to services
- Increased family involvement in helping youth turn their lives around
- Increased participation in positive social activities in the community among delinquent youth (Urban Institute, 2006).

How does the Reclaiming Futures model of system reform promote more and better treatment for alcohol- and drug-involved teens? At its core, this initiative is based on a six-phase model of service delivery:

- 1. Screening:** Each young person who enters the juvenile justice system at the Reclaiming Futures sites is screened for drug and alcohol problems using a validated screening tool. These screening instruments identify teens who may have serious drug and alcohol problems and need a more comprehensive follow-up assessment.

2. **Assessment:** An assessment tool is used to determine the severity of a youth's drug use and other problems. At Reclaiming Futures sites, this information is then used to develop a treatment intervention and service plan that is shared among the agencies working with the teen.
3. **Service Coordination:** Once a delinquent teen is assessed as having a drug abuse problem, a team of professionals—called a service team—develops a plan to address the young person's drug use and other issues that threaten his or her ability to become a successful community member.
4. **Prompt Access to Treatment:** Teens who are involved in drugs often have a very narrow window in which they are open to treatment. At Reclaiming Futures sites, the goal is to ensure that youth see a treatment provider within two weeks of the assessment.
5. **Promoting Treatment Engagement:** Once an initial contact is made with a treatment provider, Reclaiming Futures sites make sure that the youth is engaged in treatment within thirty days of his or her assessment.

Additionally, the longer a young person is engaged in treatment, the better his or her chances of success. Treatment programs at Reclaiming Futures sites use evidence-based interventions (such as cognitive-behavioral strategies) to keep youth engaged in treatment.
6. **Community Support:** At Reclaiming Futures sites, the community is an essential component in a youth's success. Community members serve as mentors, teach skills, and involve teens in positive social activities that reconnect them to their communities, which helps them become productive members of society.

#### WHAT DOES THIS MONOGRAPH ADDRESS?

This monograph is the product of a collaboration among the Reclaiming Futures Juvenile Justice Fellows, a group of experienced juvenile justice practitioners in the ten communities involved with Reclaiming Futures. In it, we describe three critical points:

- Why the juvenile justice system should engage in systemic reform of alcohol and drug treatment services for youth
- How the Reclaiming Futures jurisdictions met the challenges that surfaced in our system reform efforts, and the lessons we learned about how to implement the Reclaiming Futures model
- Recommendations (based upon the collective experience of these ten communities) about how the justice system, treatment providers, and the community can respond to the problems of adolescent drug abuse and crime in a more coordinated, integrated, and effective way.

## SECTION TWO:

# Why the Reclaiming Futures System Reform is Necessary

to Improve Community Response to Teen Substance Use and Crime

Nationwide, juvenile justice systems vary in the way they are structured, their objectives, and their service capacities.

Some jurisdictions operate under statewide systems, whereas others function with a greater degree of local control. The same may be said of substance abuse treatment systems. These variations can make it hard for law enforcement, juvenile justice, and treatment systems to work together, thereby decreasing their effectiveness in responding to adolescent drug involvement and crime.

It doesn't have to be this way. By analyzing how our justice and treatment systems have inadvertently erected barriers to collaboration, we can improve our ability to provide effective services to drug- and alcohol-involved youth and their families. In the ten communities that comprise the Reclaiming Futures initiative, we identified four basic hurdles that prevented young people in the juvenile justice system from receiving better and more accessible treatment:

- Silos: lack of cross-agency collaboration
- Lack of adolescent-specific treatment capacity
- Disincentives to family involvement
- Lack of community involvement.

These challenges are present in every jurisdiction to some degree, but nowhere are they insurmountable. Depending on the issue and the community, some or all of the reforms outlined in this document may be accomplished with little investment and effort. Other changes are more involved, take more time, and require more complex and far-reaching administrative and policy actions.

We are optimistic that important and beneficial changes can be made in every jurisdiction and that we can be effective in improving our systems.

## SILOS: LACK OF CROSS-AGENCY COLLABORATION

Over many years, the juvenile justice system has become the default system for teens in need of substance abuse treatment. In part, this results from public attitudes toward substance use that stigmatize teens who have drug and alcohol problems and from legislative mandates that rely on punishment as a primary response to adolescent drug use and crime.

Budget cuts and restrictive federal funding laws have also limited the funds available for certain types of treatment services, reducing the availability of community-based treatment for youth in their neighborhoods. As a result, the first time that many drug-involved teens find an opportunity to receive treatment is after they are in the juvenile justice system.

But while the juvenile justice system finds itself more and more responsible for drug-involved youth, many jurisdictions have struggled to integrate drug and alcohol treatment providers, see beyond traditional roles and procedures, and develop new ways of collaborating that better serve youth, families, and the community.

“Systems integration” and “systems of care” have become common terms in the lexicon of youth-serving professionals. Many communities bring together representatives from multiple disciplines (mental health, drug and alcohol services, schools, probation, and so forth) to make planning and policy decisions, as well as to manage direct services. A hallmark of this movement has been the greater coordination of services for teens and their families.



But the fact is that it is difficult to nurture healthy collaborative relationships. Collaboration is time consuming and sometimes requires a major investment of energy, fiscal resources, and political will to resolve problems. As a result, too few communities have well developed systems of care. Even those that do face daily complications in their efforts to share decision-making, information, staff, and other agency resources.

There are many reasons why this occurs, and agencies become stuck in a “business as usual” outlook:

**Philosophical differences:** Justice agencies in a single jurisdiction may not share a unified philosophy about how to respond to juvenile alcohol and drug use. This often sets the stage for enforcement strategies to conflict with treatment priorities, with both sides believing that they are working in the best interest of the youth. Under these conditions agencies frequently find themselves working at cross purposes. An example of this is the frequently voiced complaint by police and community members that a juvenile offender is not held long enough in detention, while juvenile justice professionals may be frustrated by their inability to assess the teen’s alcohol or drug problems—and speed entry into treatment—during the time the youth is incarcerated.

**Different outcomes and measures of success:** Agencies find it difficult to agree on a set of universally desired outcomes and their definitions. For example, juvenile probation administrators may be concerned about recidivism as a measure of public safety, whereas treatment programs measure drug and alcohol use and treatment success. Without shared agreement on outcomes and shared data collection and analysis, anecdotes tend to rule the day and communication and coordinated action becomes more difficult to achieve.

**Funding constraints:** In a time when funding for alcohol and drug abuse treatment is limited and complicated by red tape, it is not uncommon for interagency relationships to be guarded, strained, or competitive.

**Information sharing:** Confidentiality laws that restrict the disclosure of drug and alcohol treatment records can exacerbate tensions between treatment and juvenile justice agencies. In reality, both treatment programs and justice agencies need information held by the other to do their jobs well.

**Lack of training:** The financial belt tightening experienced by many juvenile justice agencies in recent years has limited training opportunities. While juvenile justice staff need training in many topics, many agencies find that resources to fund these trainings are scarce. It is also very unusual for a community to have a unified cross-training plan that includes all aspects of the justice system and treatment field. Agencies and jurisdictions who experience problems with cooperation are often those who do not “speak the same language” because they do not share common curriculum, methods, and promising practices.

**Lack of commonly accepted clinical criteria:** Many justice agencies are not equipped with the necessary screening and assessment protocols to make an early identification of teens with substance abuse problems. The substance abuse treatment field has recognized this and is making these materials available through such instruments as those discussed in the section “Alcohol and Drug Abuse Assessment,” below. However, the use of validated alcohol and drug screening and assessment instruments within the juvenile justice system has not yet been universally implemented.



### **LACK OF ADOLESCENT-SPECIFIC TREATMENT CAPACITY**

It is not uncommon for a juvenile justice system to lack the effective integration of substance abuse treatment services for justice-involved young people. This can be a function of more than poor collaboration or wait lists due to limited treatment beds. Many communities face a dearth of treatment providers, which is all too often associated with funding problems. But it can also result from a lack of treatment programs that address the unique developmental needs of alcohol- and drug-involved teens, along with programs that are competent in tailoring treatment to address issues related to gender, culture, and sexual orientation.

Most of the communities that are involved in Reclaiming Futures reported that the prevailing model for adolescent substance abuse treatment in their communities developed out of treatment approaches that were traditionally used with adults. These communities often had some treatment resources that were steeped in the Twelve Step approach and treatment models that were abstinence based. As these communities developed under Reclaiming Futures, it became apparent that an exclusively Twelve Step approach was inadequate to meet the developmental needs of the young people they were serving.

For example, some treatment providers questioned whether teens ever really “bottom out,” a necessary precondition of recovery in Twelve Step-influenced programs. Because teens tend to focus their attention on the immediate present and near future, it can be difficult for them to acknowledge their lack of control over their lives and substance use. Therefore, under these circumstances, it was not unusual for a young person in treatment to learn to say “what the grown-ups want to hear,” while not internalizing treatment and benefiting from it. In this context, the limited degree to which young people engaged in treatment and made progress under this adult-based treatment philosophy has led juvenile justice professionals to question whether treatment works, further limiting the ability of treatment programs to work effectively with the justice system.

### **DISINCENTIVES TO FAMILY INVOLVEMENT**

The juvenile justice system can be adversarial in its nature. This fact creates problems that discourage family involvement in the system’s efforts to address adolescent drug involvement and delinquency. Perhaps more significantly, insensitivity and inflexibility in the attitudes of justice system practitioners also impede family participation.

There are many practical reasons why this occurs: scheduling of court hearings during daytime hours, the length and complexity of the process, and the limited decision-making authority held by parents all test a family’s engagement and participation. The more serious the charges against their child, the more likely that parents will feel threatened and humiliated, often resulting in hostility and distrust for juvenile probation officers. Under these conditions, it is very difficult for families to see themselves as partners with the system in helping their child navigate through the expectations of the court. In cases involving drugs, parents frequently report feeling judged.

These stressors make it hard for a parent or family member to relate honestly with system professionals. These conditions are compounded in systems that hold to the belief that drug involvement is primarily a criminal activity and prioritize punitive responses over treatment.

In addition, families (not to mention others in the system) may misunderstand the dual function of the probation officer: to help a young person address his or her behavioral problems, and to report probation violations and further criminal behavior to the court. Without this understanding, the young person and the family may have unrealistic expectations of the probation officer or negative and counterproductive attitudes that can prevent them from cooperating with juvenile justice officials.

Some jurisdictions work diligently to overcome these issues, but even these communities may encounter problems in their efforts to improve family involvement when it comes to including extended family members or nontraditional caretakers or guardians. Jurisdictions may also find it hard to deliver services that are culturally competent, often falling short in the availability of multilingual staff, printed materials that

are in a family's language of origin, and treatment services that align with a family's culture (e.g., providing faith-based or holistic approaches).

Even in systems that have addressed the issues mentioned above, challenges persist. Families with limited resources may lack adequate transportation, which can be a major impediment to their inclusion, especially in rural areas where they must travel long and arduous distances to participate. A family's personal finances may also be stressed by lost days of work, the cost of services ordered by the court, making payments on behalf of their children, or reimbursing alternative treatment providers.

Finally, we acknowledge that some families are so challenged and need such intensive levels of intervention that they cannot actively participate in their child's case without addressing their own issues first.

In light of these issues and others, it is easy to see how families place questionable trust in justice professionals and partner agencies, and why many families have limited involvement in supporting the management of a youth's case.

### LACK OF COMMUNITY INVOLVEMENT

Another area where the juvenile justice system in many jurisdictions is open to critique lies in its failure to involve community members in the process of rehabilitating youth. Kate Kraft, senior advisor at the Robert Wood Johnson Foundation, has said that alcohol- and drug-involved teens "need help in building a life that interferes with their use of alcohol and drugs." Although juvenile justice systems across the country seem to recognize this, few have been able to sustain a rich resource of community involvement. Issues of confidentiality, potential liability, parental consent, and volunteer recruitment and training are secondary to the philosophical struggles that many justice agencies face. If the community has turned its juvenile delinquency issues over to the formal juvenile justice system, how, then, can the community be considered a legitimate asset in the treatment of delinquent youth?

It can be difficult for adults to bond with teens involved in the juvenile justice system because of the way these young people have learned to act tough. Too few communities have thriving Court Appointed Special Advocate (CASA) Programs—programs that provide volunteer advocates to represent a child's interests in court proceedings—for the delinquent population. Volunteers often prefer to work with younger children, who are perceived as more personable and enjoyable to be with than alcohol- and drug-involved adolescents. For policy makers, this makes it easier to funnel precious resources in the support of these programs, rather than provide comparable funding to mentoring programs that serve substance-using teenagers in the juvenile justice system.

A stigmatizing bias—that alcohol- and drug-using young people are a danger to the community—persists among many juvenile justice practitioners and is regularly conveyed to communities. The fact that substance-involved teens often use drugs and alcohol to retreat from years of traumatic abuse is lost among stories of youthful offenders who "steal to support their habits." As a result, delinquent youth are frequently seen by the public primarily as perpetrators, not as children who have been victims themselves.

## SECTION THREE:

# The Reclaiming Futures Model of System Reform:

## More Treatment, Better Treatment, and Beyond Treatment

The goal of Reclaiming Futures is to improve the delivery of alcohol and drug abuse treatment to adolescents by promoting

- More treatment for young people
- Better treatment and related services that address the specific needs of adolescents
- Greater access to services beyond treatment, including prosocial community supports like mentors.

Most communities recognize that adolescent alcohol and drug use is a serious problem. Yet few communities have fully embraced this challenge in a comprehensive and community-wide manner, apart from relegating the job of tackling it to law enforcement and the juvenile justice and treatment systems with their traditionally fragmented and uncoordinated responses. By contrast, the Reclaiming Futures initiative is designed to show communities that they have ownership of young people's problems and can take active roles in helping teens reclaim their lives from alcohol, drugs, and crime.

How does the Reclaiming Futures model of system reform promote more and better treatment for alcohol- and drug-involved teens? At its core, this initiative is based on a six-phase model of treatment engagement that is designed to deliver individually tailored responses to alcohol- and drug-involved youth who are in the justice system. All Reclaiming Futures sites have these elements in place.

### 1. ALCOHOL AND DRUG ABUSE SCREENING

Each young person who enters the justice system is screened for drug and alcohol problems using a screening tool that is validated for use on juveniles.<sup>1</sup> Screening instruments are designed to:

- Identify teens who may present with drug and alcohol problems and need a more comprehensive, follow-up assessment.

Screening forms are typically brief and easy to administer by any professional trained in the particular tool being used. At Reclaiming Futures sites, screenings have been done by juvenile justice staff, mental health professionals, substance abuse treatment providers, and teachers, depending on when and where they were done.

Youth who score low risk for substance abuse issues could receive a drug prevention and education program. Youth having potentially higher risk would move on to a more comprehensive and in-depth assessment. (Screening and assessment tools, and the Reclaiming Futures sites that use them, are listed in Appendix A.)

#### Screening Tools

Examples of screening tools used at Reclaiming Futures sites include:

**CRAFFT:** a brief questionnaire that is designed to flag young people who have potentially serious drug and alcohol problems. (CRAFFT is an acronym derived from key words in each of the screen's six questions.)

**GAIN Q:** a screening tool used in conjunction with the GAIN (Global Appraisal of Individual Needs), an in-depth behavioral health assessment tool. Use of GAIN is frequently required in federal substance abuse grants.

**MAYSI-2 (Massachusetts Youth Screening Inventory, Second Version):** a questionnaire developed for juvenile justice populations that screens for potential substance abuse, emotional, and behavioral problems.

### Deanna's Story

Deanna was a fifteen-year-old girl charged with possession of marijuana at Reclaiming Futures' Southeastern Kentucky site. When she appeared in court, the community mental health liaison did a CRAFFT screen at the courthouse. It showed no significant issue. The mental health worker recommended a drug education program, which Deanna completed. She is doing well.

## 2. ALCOHOL AND DRUG ABUSE ASSESSMENT

An assessment tool is a diagnostic instrument used to determine the severity of a youth's substance use and other issues and to indicate an appropriate treatment intervention. Given the importance of this diagnosis, young people at all Reclaiming Futures sites are assessed with a validated, evidence-based tool. An assessment is a clinical instrument. At Reclaiming Futures sites, assessments are completed by trained and certified mental health or substance abuse professionals.

Assessments require a significant amount of time to complete. Assessment domains usually evaluate a teen's physical, behavioral, and emotional health, as well as the extent of his or her drug and alcohol problems. This information is then used to develop a plan for providing services. No single assessment tool is used in all drug abuse treatment programs, though federal and state agencies are increasingly mandating the use of certain assessment tools among the programs they administer.

### Assessment Tools

Examples of alcohol and drug abuse assessments that are being used at Reclaiming Futures sites include:

**GAIN (GLOBAL APPRAISAL OF INDIVIDUAL NEEDS):** a comprehensive assessment that measures the severity of symptoms in eight areas of life including drug use, mental health problems, physical health, and at-risk behaviors (<http://www.chestnut.org/LI/gain/index.html>). Use of GAIN is frequently required in federal substance abuse grants. GAIN is used to assess youth at the Chicago, New Hampshire, Portland, Santa Cruz, Seattle, and Southeastern Kentucky Reclaiming Futures sites.

**SOQIC (Solutions for Ohio's Quality Improvement and Compliance):** an assessment tool developed by Ohio and mandated for use in counties that are conducting behavioral health assessments. The Dayton Reclaiming Futures site uses SOQIC.

### 3. SERVICE COORDINATION

When a delinquent youth is assessed as having a drug or alcohol abuse problem, a team of professionals—called a service team—develops a plan to address the young person’s substance use and other issues that threaten his or her ability to become a successful community member. At the Reclaiming Futures demonstration sites, service coordination is typically led by treatment and juvenile justice professionals.

A service team consists of individuals who are involved in the youth’s life. The youth, his or her family, juvenile justice professionals, court representatives, educators, social services workers, mentors, and other professionals—sometimes even the teen’s friends—could be team members.

Team members sign confidentiality and information-sharing agreements so that the information gathered in the screenings and assessments can be referred to and used commonly within the team. Since most agencies do not have a common database, it usually falls to the treatment coordinator to collect information from the team members to use in developing an effective treatment plan. (Ideally, service team members will bring the information collected by their agencies to the initial service team meeting.) At some sites, case planning information is collected electronically, but most locations still collect information on paper.

Although the plan specifically focuses on substance abuse treatment, it does not do so exclusively and it may address multiple areas of need. For example, the plan may include strategies to help a teen develop skills and assets in areas such as education, vocational training, problem-solving, and recreational interests, to mention a few. Since services are coordinated within the expectations of the juvenile justice system, service plans could include graduated incentives and consequences, with a goal to strengthen a teen’s ability to control his or her behavior.

Team members operate under signed releases of information from the child’s guardian so that they can share information while respecting the young person’s confidentiality. After a service plan has been developed, the youth is ready to receive services.

## Travis’ Story

Travis was a sixteen-year-old who came to a Kentucky court’s attention because he was using cannabis and he was missing more days of school than he was attending. When he did attend school, he was often angry and irritable. He lost his temper at school but never tried to hurt anyone. His situation at home was complicated because his father was “huffing” a variety of inhalants.

Travis was assigned a service coordinator who included a school representative and both of Travis’ parents on his service team. The coordinator was able to negotiate agreements with the parents and with the school that calmed the situation, and Travis completed his school year successfully.

- In Santa Cruz County, the Wraparound Family Solutions Program combines professionals from the mental health department, alcohol and drug services, probation, community-based providers, and school officials on child and family service teams. These professionals are invited by the family to participate, and formal confidentiality agreements are made at the onset of service.

### 4. PROMPT ACCESS TO TREATMENT

Teens who are dependent on drugs often have a very narrow window in which they are open to treatment. At Reclaiming Futures demonstration sites, the goal is to ensure that youth see a treatment provider within two weeks of the assessment. The more quickly this can be done, the more likely that the youth and family will buy into the treatment process.

## 5. PROMOTING TREATMENT ENGAGEMENT

The longer a young person is engaged in treatment, the better his or her chances of success. After the treatment provider makes initial contact with the teen, Reclaiming Futures sites aim to schedule the youth for two further service contacts within thirty days of his or her assessment. This number is based on standards derived by the Washington Circle Group (a group of health care providers, business representatives, health policy experts, and managed care providers that promotes quality and accountability in the delivery of alcohol and drug treatment services), which found that three contacts in one month helped clients better engage in substance abuse treatment (Washington Circle, 2004).

Treatment programs in Reclaiming Futures sites frequently use cognitive-behavioral approaches to enhance treatment engagement, retention, and long-term success. Cognitive-behavioral interventions are designed to change a delinquent youth's decision-making process to avoid drug use and antisocial behavior. Research indicates that treatment programs using cognitive-behavioral interventions show greater success in keeping teens in treatment longer and reducing new crimes (NIJ, 2006).

Examples of cognitive-behavioral curricula include the Cannabis Youth Treatment (CYT) series, the Seven Challenges series, and Motivational Interviewing. CYT includes drug education, social skills development, family education, intensive family therapy, and a component that promotes success on community supervision; at present this curriculum is specifically addressed to cannabis and alcohol use. Seven Challenges has a series of workbooks that address readiness to change and explore many more drugs of abuse, as well as the thinking errors and decisions made along the stages of change.

Drug screening can be used as a measure of treatment engagement and progress. Positive screens can indicate the need for more frequent contact with the young person's treatment program or more intensive levels of service.

## David's Story

David was a seventeen-year-old who had been in detention for multiple charges such as burglary, public intoxication, and possession of illegal substances in Kentucky. After the Reclaiming Futures Project started, he again entered detention but finally received a substance abuse screen done by the detention staff. Since his screen was elevated, he was referred to the Reclaiming Futures Project. The Mental Health Center staff saw him in detention and did an assessment, which showed him to be at high risk for substance abuse.

David was assigned a case manager. While he was waiting for his court date, the case manager and detention staff arranged for him to take his GED, which he passed. At court, the case manager recommended that David go into a short-term residential drug treatment program, which the judge ordered. At that program, David started the Seven Challenges series. When he went home, he continued Seven Challenges with a therapist at the local mental health center. David and his case manager worked on a college application and arranged for him to take an entrance exam at the same time. He was accepted at college and started school six months later. He completed his treatment program, is doing well, and keeps in contact with his case manager.



## 6. COMMUNITY SUPPORT

Young people who are involved in the justice system often have no one to support them during a court appearance. Sometimes they go home to caregivers who, for multiple reasons, are unable to help them make necessary changes in their lives. As a result, these teens lack supportive adults who can help them experience even the small but significant parts of an everyday life that are positively connected to the community: shopping, talking, preparing a meal, visiting a college, attending religious services, or running errands.

Although a young person's treatment counselor and juvenile probation officer play key roles in his or her recovery, in the end, they are only involved in the teen's life for a limited time. As that young person progresses through treatment, he or she should be able to rely less on professionals for support in the recovery and change process and be more involved in—and supported by—people in the community.

At Reclaiming Futures sites, community helpers are critical to the progress of youth. They serve as mentors, teach skills, help young people develop leadership skills, and involve teens in positive social activities that reconnect them to their communities. By serving as role models or mentors, community members teach youth skills that will help them become productive members of society. The result is that these concerned adults—"natural helpers" from the youth's own community—enhance the protective factors in a child's life that reduce his or her risk of substance use and delinquency and increase his or her chances of success.

At some treatment programs at Reclaiming Futures sites, teens themselves are becoming helpers to others in treatment. Treatment programs hold graduation ceremonies to celebrate and model success for youth in earlier phases of treatment. Young people who have successfully completed treatment return as role models to encourage their peers. This process also helps them to develop leadership skills as they blend back into the community.

## Natural Helpers in Dayton

In Montgomery County, the Reclaiming Futures Natural Helper program is successfully involving the community in the lives of Reclaiming Futures youth. First, program staff conducted a survey that showed that community members supported treatment for delinquent youth and that many respondents wanted to volunteer to work with them.

Excited by these findings, staff recruited, interviewed, and matched concerned natural helpers who want to support young people who are without supportive and prosocial adults in their lives. These natural helpers provide a listening ear, a shoulder to cry on, and a connection with what most people regard as "normal" life, taking young people outside the world of alcohol and drug use and delinquency.

- 1 The use of screening and assessment instruments can be confusing. In the juvenile justice system, they can be used in various circumstances. Justice professionals employ tools that evaluate risk to reoffend, risk for mental illness, or risk for alcohol- and drug-involvement, to mention a few. Some tools have the ability to measure multiple problem areas. When we discuss the Reclaiming Futures model, we will focus on tools that primarily screen and assess for alcohol and drug abuse problems. (For a list of screening and assessment tools used at the ten Reclaiming Futures sites, see Appendix A.)

# 4

## SECTION FOUR:

# Practical Solutions

## How Juvenile Justice Systems Can Improve Treatment for Delinquent Youth

The Reclaiming Futures sites throughout the country are all unique—particularly in the ways our local juvenile justice systems evolved and in the ways our systems are administered and funded. But each site is implementing the Reclaiming Futures system reforms, putting in place the same model of assessment, treatment, and community support for alcohol- and drug-involved youth in the justice system.

As our sites strengthened and better coordinated our efforts to address teen substance use and delinquency, we learned similar lessons on our way to system reform. Below are some of the issues we encountered and the solutions we found to overcome these impediments.

### **FUNDING: MAKING THE MOST OF LIMITED RESOURCES**

A constant challenge nearly all jurisdictions face is to secure funding for programs to meet the ever-growing needs of the youth and families we serve. Whether a juvenile justice agency is county or state run, fiscal concerns are usually a major obstacle in starting new initiatives. Most systems are set up in such a way that funds must be spent in a specific manner, such as federal programs with strictly defined uses and reporting guidelines. Funding constraints also discourage collaboration by creating an environment in which agencies may worry about “turf” and distrust the other team members’ goals.

► **Establish blended funding.** Blending funds from multiple agencies provides an opportunity to meet the ever-growing needs within the community with greater flexibility. For example, blended funds could allow front-line staff to establish comprehensive treatment plans across multiple treatment agencies or to provide support for services that are ineligible for categorical funding programs. This will require the heads of multiple agencies to sit down and discuss how programs can use these funds in a more streamlined manner. Blended funding also promotes better communication and teamwork, because it removes from any single agency the burden of providing funding for a specific program. It can also help reduce duplication of services within a community, providing cost savings that can allow agencies to more efficiently direct their other scarce resources to support other programming.

For example, through the Reclaiming Futures initiative in Seattle, twelve different categorical funding streams have been pooled to fund treatment and wraparound support services for justice-involved youth.



## ORGANIZATIONAL DYNAMICS: OVERCOMING RESISTANCE TO CHANGE

Across the country, juvenile justice agencies are moving to adopt evidence-based practices and integrate methods that support strength-based and restorative justice approaches. This transformation in practices requires that juvenile justice professionals remain open to change in an environment of continuous evolution.

But although most individuals can reiterate the oft-spoken adage that “change is constant and inevitable,” many staff still have difficulty with this concept. Philosophical and programmatic improvements can occur slowly within the lumbering bureaucracies of county or state governments—for this reason, juvenile justice staff may have developed an expectation that changes in the way their organization does business will be introduced in small increments and at a slow pace. In addition, resistant staff professionals may have learned patience, believing they could outlast new reform initiatives until they were abandoned or reversed with a change in political or administrative leadership.

Some of the strategies that Reclaiming Futures sites have used to enhance staff receptivity to system reform are:

► **Promote resiliency in staff.** Reclaiming Futures sites have worked to build the same sense of resiliency among staff that we strive to instill in troubled teens and families. In hiring practices, we have sought employees who are flexible, curious, and creative and who view changes as positive challenges or new learning opportunities. We have also communicated that system changes will enhance existing programs and structure, and these structures will undergo continuous improvement.

► **Welcome staff involvement.** Over the course of the Reclaiming Futures grant, the model itself continued to evolve at the national and local site level. Sites worked to include employees on the organizational team and welcomed ideas for improvements to the model.

### ► **Provide training that supports change.**

Training is a vital part of this resiliency, as well. Juvenile justice professionals need to have a strong sense of the agency’s mission and a holistic view of the juvenile and family, understanding the broad community perspective as well as the individual client. Ongoing training is also an important factor in creating and sustaining the system changes envisioned by the model.

## Seattle Supports Treatment Programs Through Training

Training has enabled service providers in Seattle to provide Multisystemic Therapy, Functional Family Therapy, or Aggression Replacement Training to medium- and high-risk youth on community supervision. Seattle developed a training and technical assistance guide entitled “Guidebook to Elements of Successful Programs.” The manual helps agencies rate themselves on their ability to deliver services that integrate research-based strategies that are shown to reduce juvenile crime and violence.

► **Communicate.** Internal communication within justice agencies is an important component in managing change and system reform. Sites keep staff informed about the initiative and advances in evidence-based practices by distributing current updates, articles, and publications through e-mail. Information about the Reclaiming Futures model, treatment methods, and local site practices and protocols is disseminated at staff meetings and at trainings. Some sites also offer incentives to professionals who adopt, implement, and help market (through their individual case successes) the Reclaiming Futures reforms.

### COLLABORATION: BRIDGING ORGANIZATIONAL DIFFERENCES

When multiple agencies come to the table, who will do what is an inevitable concern. Each agency comes with its own agenda, as well as a mission statement that drives the work they do and the treatment modalities they use. This does not always allow for a seamless delivery of services to the teens and families with whom we work.

Many times collaborative efforts are hampered not only by organizational differences, but also by personality conflicts among professionals. Technological incompatibilities often result in barriers to collaboration. Reclaiming Futures sites are addressing these impediments:

► **Use service teams to put collaboration into daily practice.** When multidisciplinary service teams come together, they not only increase their effectiveness in treating young people, they also create opportunities to educate each other about their programs, learn about the limitations of their partners, and gain appreciation for each others' roles.

An important aspect of any service team model is to identify for each member agency how the collaboration and system reform effort will not only assist the juvenile and the family, but how it will also help the involved professionals achieve their own goals. Using the service team model to ease the juvenile justice professional's caseload and enhance the juvenile's likelihood of success in treatment—while still fostering accountability—creates a winning solution for all involved.

► **Get buy-in from senior management and line staff.** The support of agency administrators for the Reclaiming Futures model and the service team approach is crucial to the success of these partnerships. These administrators must be committed to solving problems promptly and to providing staff with sufficient resources and ample time to make the initiative work. Administrators must also possess the patience and vision to withstand the discomfort of growing pains in the development of the system reform process.

## Participation Changes Manager's Mind in Anchorage

In Anchorage, the regional juvenile probation manager initially did not see the value of a treatment-oriented approach to juvenile delinquency, like the model offered through Reclaiming Futures. The probation manager expressed her opinion that delinquent juveniles were offered too many chances already, and that the role of probation officers was to focus solely on juvenile offender accountability—not treatment. Members of Anchorage's Reclaiming Futures leadership team met with the manager on an individual basis and as a group. The manager agreed to attend Executive Committee meetings, and she was asked to participate in the design of the local project.

By opening a dialogue, Reclaiming Futures team members gave the manager a venue in which she could express her concerns and have those concerns adequately addressed. Over time, the manager relaxed her objections and became supportive of the project.

Reclaiming Futures sites have seen varying levels of juvenile justice leadership support, from overtly resistant to enthusiastically involved. Judges, community leaders, and other members of the collaboration, such as leaders from treatment programs involved in the Reclaiming Futures effort, worked to educate resistant administrators and respond to their fears. In some cases, administrators who initially struggled to see the value of the model became advocates for Reclaiming Futures after seeing its successes in the lives of individual teens and across the systems they were responsible for managing.

An invaluable part of this support for Reclaiming Futures includes front-line supervisory or clerical assistance. This staff helps maintain quality control and daily administrative functions, such as meeting schedules, paperwork

distribution, and updates on personnel changes—the often unseen organizational glue that is crucial to any initiative’s success.

This is a continuous effort. As staff changes occur, the education process must be repeated with new personnel.

► **Reduce administrative burdens.** Project design at local Reclaiming Futures sites partially focused on finding ways to assist partner agencies in completing their specific treatment-focused tasks, whether that meant sharing case management duties, having a simple intake or referral document for multiple agencies, working with other community members or natural helpers to provide positive social or vocational opportunities for teens, or helping involved agencies collect the same data for evaluation purposes.

Making everyone’s life easier increases support for the reform effort. At the same time, justice system leaders should not be reluctant to ask staff to rise to the challenge of the reform initiative. In reality, system changes may put new demands on staff, but staff are often willing to shoulder increased demands when they understand how new ways of doing business increase their effectiveness and are consistent with their professional values and commitment to justice.

► **Share information.** Collaborative efforts can also be improved through the development of a shared management information system for partner agencies. Member agencies can significantly reduce communication barriers when they share access to data and have opportunities to contribute to it. Some Reclaiming Futures sites are actively working to develop shared management information systems (MIS) now.

## Anchorage Shares Web-Based Information

Anchorage has been actively working to construct a shared web-based database for the Reclaiming Futures clients. The new system is now almost complete.

This system will be real-time and continuously updated for each youth. Users will sign-in and be given access to information within the database (and the ability to enter data) based on their assigned security level. The database is currently designed to collect data related to client demographics, treatment engagement and progress, and information for evaluation purposes.

In addition, the system has a note field in which service team members can add narrative information about a youth’s progress, discuss any problems, and schedule service team meetings. When any member creates a posting in the note field, an automatic e-mail is distributed to other service team members to notify them that a new entry is available. Other members can then go to the web site and access the information.

### CASELOAD AND WORKLOAD ISSUES

Collaboration can be a challenging endeavor for line staff in the juvenile justice field. For some, collaboration suggests that they are giving up control of their cases, and this can be threatening.

In addition, juvenile justice and treatment program staff often have high caseloads, which can affect the ability of some to adopt new initiatives willingly—especially if it requires an accompanying increase in their workload. These professionals are subject to short deadlines, many mandatory priorities, heavy paperwork or data entry burdens, and frequent demands to respond to crises. Participating in service team meetings and establishing regular communication with outside agencies can seem like overwhelming requirements to add to an already overloaded work life.

Reclaiming Futures sites have used a number of strategies to address these challenges:

► **Make administrative changes to resolve workload issues.**

Some sites have assigned specific personnel to specialize in Reclaiming Futures cases, ensured that front-line clerical or administrative support exists, and readjusted priorities to allow the procedural changes associated with Reclaiming Futures sufficient time to become successful.

► **Explain expectations clearly and early.**

Staff training on the Reclaiming Futures model acknowledged that initially workload requirements would increase, and prepared staff for this change. As the effective use of service teams and collaboration brought a corresponding increase in the success of youth in substance abuse treatment, staff began to recognize the rewards of the model. Sites also expanded training and other professional support programs.

► **Relieve the burden of “go it alone” case management.**

Effective communication within a collaboration enables partners to define what the group is hoping to accomplish and what roles each person will play. The multiple points of view within an adolescent’s service team and his or her family allows the team members to use their expertise to help solve issues, without any one person feeling responsible for all the tasks.

## Chicago Coaches Collaboration

When Chicago probation officers expressed the need for additional training and coaching in the wraparound process, site managers hired an experienced facilitator to work with them to coordinate and facilitate team meetings and to develop case plans and crisis plans. By modeling ways to improve service coordination, the facilitator helps probation officers and treatment providers improve their skills. This coaching method develops staff competency for long-term effectiveness and cultivates internal experts who can then model the process to their peers.

This can help relieve the overwhelming feeling among case managers or juvenile probation officers that they alone are responsible for piecing back together a teen’s life.

## ENGAGING YOUTH, FAMILY, AND THE COMMUNITY

In the Reclaiming Futures model, engaging the youth, family, and community is crucial for success. Just as juvenile justice and agency professionals need to buy into and support this model, so do the family members, the young person in treatment, and the community in which the teen resides.

### ► Offer treatment incentives for youth.

Engaging the young person in the treatment process can occur through offering legal incentives to resolve the criminal offenses that brought them into contact with the juvenile justice system—such as deferred prosecution, pending the outcome of treatment. Teens may also be motivated by incentives provided during the treatment process (such as movie passes, gift certificates, or food coupons) or through a point system that may shorten or alter treatment requirements.

► **Involve families.** In the Reclaiming Futures model, families are also enlisted as partners in the youth's change process. Under traditional approaches, the assumption is that the case manager knows what the families need. But in practice, this attitude makes the job of probation officers and case workers much more difficult and limits their ability to incorporate a family's strengths. Instead, the Reclaiming Futures model assumes that families need to have a voice at the table—they are the ones experiencing the crisis, and they are likely to have insights into what may work for their child.

At Reclaiming Futures sites, family members contribute by providing encouragement and incentives for their children. These same family members are also engaged in tangible ways in the treatment process. At various sites, this has included providing a natural helper for the family, assistance with transportation or childcare, and scheduling team meetings at convenient times for family members.

## Santa Cruz Reclaiming Futures Site Connects with Families

In the Santa Cruz Wraparound Program, the service planning is directed by the family. No services are applied that the family does not request. Service teams include extended family members, other significant adults, and positive peers in the youth's life. This provides opportunities for nontraditional assistance, like relocating a family from a gang-infested environment or helping with the repair of a family vehicle. These service teams meet with families at the family's convenience, and this support routinely involves evening availability. This program structure is supported by a Family Engagement Work Group, which is comprised of families who have helped their children navigate the justice system. This work group provides input and advice in program planning processes.

## Tiffiney's Story

Portland Reclaiming Futures program created a Family Advocate position to work with teens facing felony drug charges who were being diverted from probation. The Family Advocate works with young people and their families to break down barriers to treatment and help youth become successful on their own.

This position has produced dramatic results. Tiffiney, a Reclaiming Futures graduate who is now successfully working and attending college, credits Abbey, her Family Advocate, for helping her through some of the most difficult times in her recovery. A methamphetamine addict at fifteen, Tiffiney had already failed at treatment once when she was assigned to Abbey's caseload. Abbey mentored Tiffiney for over a year and provided a positive role model and support. She took Tiffiney shopping, helped her find a church, got her enrolled in college, and supported her when she encountered previous friends who were still using drugs.

Tiffiney told lawmakers about the difference Abbey made in her life at a congressional briefing in Washington in 2006.

In the Reclaiming Futures model, community members play important roles in helping young people become successful. Community perceptions and attitudes have a direct impact on how supported a teen feels at home in his or her neighborhood, at school, and at work. The community can also be a source of support for troubled youth and families. Reclaiming Futures sites have made it an integral part of their system reform efforts to engage the community at multiple levels:

► **Educate the community.** All Reclaiming Futures sites have worked, in one way or another, to educate the community about teen alcohol and drug use. Some sites completed community-wide surveys to assess attitudes toward juvenile crime, substance abuse, and other issues and used these data in their outreach and planning. Others have organized forums to discuss community concerns about drug use and delinquency, met with employers to promote training and employment for youth, and convened nonprofit agencies to develop skill-building community service opportunities for youth in the justice system.

Sites have engaged local media in public education efforts designed to better inform public understanding about teen drug use, reduce stigma, and promote mentorship. Reclaiming Futures sites have also worked to educate and involve local, state, and federal elected officials, mobilizing them to assist in expanding public awareness about the issues of adolescent substance abuse and developing more effective community responses.

## “When You Were 15” Campaign Raises Awareness in Portland

In Portland, Reclaiming Futures launched “When You Were 15,” an innovative public education campaign designed to inform the community about adolescent drug use and the need for more adults to mentor justice system-involved teens. Through the campaign, community members were invited to share stories about the challenges they faced at age fifteen, the average age of a youth in the Multnomah County juvenile system. These stories were collected on the campaign Web site ([www.whenyowere15.org](http://www.whenyowere15.org)) and published in a book. Story authors included nationally known rock musician Art Alexakis, a Portland city council member, the school superintendent, police chief, and other prominent community members, as well as teens in the juvenile justice system.

A series of public readings, writing workshops, public service announcements on local radio stations, and advertisements, along with substantial coverage in the local media, spread the word about the need for mentors for delinquent teens.

### ► Develop prosocial opportunities for youth.

At Reclaiming Futures sites, community members have acted as mentors, offered positive social and vocational opportunities, provided job and career training, and given material incentives for teens and their families.

Developing prosocial supports for delinquent youth is not always easy. Youth in the justice system tend to be seen as the cause of trouble, making volunteers reluctant to work with them. Mentoring agencies tend to focus on younger children, because it is easier to recruit volunteers to mentor them. Providing opportunities for a young person to give back to the community can help encourage community members to give their time to work with youth. Group volunteer opportunities—where adults work together with teens in a group project—can help volunteers become more comfortable working in one-on-one interactions later. Enlisting judges and the influence they wield in the community may also help engage community partners and leverage prosocial opportunities for youth.

## Mentors are “4Cs” in Seattle

In Seattle, community involvement with justice-involved teens has been greatly enhanced through the development and implementation of the 4Cs (Clergy, Community, Children/Youth Coalition) Mentor Program. A research-based mentoring model designed specifically to meet the needs of this population, the program was established in partnership with a coalition of faith communities dedicated to serving African-American teens. Mentors serving as positive role models are recruited from the same communities within which young people reside.



### PROMOTING USE OF PROMISING AND EVIDENCE-BASED PRACTICES

The introduction of research-tested, evidence-based practice has been a relatively recent development in the juvenile justice field. Knowledge about evidence-based adolescent treatment models is even more cutting edge—traditionally, judges and juvenile probation staff assumed that when youth were sent to treatment providers, they received treatment interventions that were suitable to youth. That assumption was usually not accurate, as most treatment approaches have been based on adult models, which are not as effective for teens. Since the juvenile justice system is a major broker in getting teens into treatment, the justice field has a significant responsibility for ensuring that youth receive developmentally appropriate intervention services, and it has substantial leverage to make this happen.

► **Get what you pay for.** Juvenile justice agencies at Reclaiming Futures sites have worked with treatment providers to develop adolescent-specific treatment strategies and to ensure that jurisdictions are purchasing evidence-based treatment services for delinquent youth. For example, Portland required treatment providers to demonstrate their ability to deliver evidence-based services for delinquent youth in their competitive contracting process.

## Sharing Evidence-Based Practices across New Hampshire

Reclaiming Futures New Hampshire has played an important role in the adoption of evidence-based treatment approaches across the state. In 2003, Reclaiming Futures offered an initial training in the Global Appraisal of Needs (GAIN), an evidence-based assessment tool. This small training led private clinicians to begin to use GAIN for assessment. As a result, juvenile drug courts across the state have adopted GAIN as their standard of care. In addition, the success of Reclaiming Futures has encouraged New Hampshire to adopt evidence-based treatment models across the state. The effectiveness of these models is being evaluated using data collected from GAIN.

Efforts are underway to require more providers to adopt evidence-based treatment approaches with adolescents. Future state funding may be tied to the use of these treatment strategies. Reclaiming Futures played an instrumental role in introducing these practices and has supported the development of a training infrastructure to ensure the continued use of these models.



## MEASURING RESULTS

From the beginning of any system change effort, it is important to show results—and one hopes, success. Many system and program changes have failed because of the inability to measure and report results accurately. Long-term sustainability of any system reform effort demands the ability to document and report the positive impact of system changes.

Juvenile justice systems traditionally have been slow to adopt relevant evaluation methods to demonstrate successes with juveniles. To demonstrate to the community and to skeptical stakeholders that system changes are achieving desired outcomes, robust evaluation methods must be in place from the beginning to document the outcomes achieved by the change initiative. In addition to considering the methods they use for collecting and evaluating data, agencies also need to consider what they are measuring. Evaluation data must include more than recidivism statistics if they are to measure the impact of strength-based services and restorative justice strategies.

Just as important as demonstrating success, evaluating results also enables agencies to remain dynamic and responsive to changing needs and circumstances.

### ► Evaluate and communicate results.

Creating effective evaluation methods has been a priority at all the Reclaiming Futures sites. We are gathering both quantitative and qualitative data including traditional treatment statistics such as duration of treatment and participant success. Sites also examine the specific components that contributed to that success or lack of success, such as measuring the length of time between release from custody and the start of treatment. Other methods used to obtain and communicate evaluative information include: exit interviews with juveniles and their families at the conclusion of treatment; comprehensive periodic assessments of the treatment and referral process by service team members and partner agencies; and report cards that grade system results and are submitted to communities and the media on a regular basis.

## SHARING INFORMATION AND PROTECTING CONFIDENTIALITY

A critical question that must be resolved at the beginning of any system change initiative involving multiple partner agencies is how agencies will share information about teens in treatment while protecting their confidentiality. Each agency has policies and procedures in place, consistent with federal, state, and local laws or regulations, that govern the communication of confidential records. Sometimes these procedures can cause misunderstanding and miscommunication and create unnecessary hurdles to collaboration.

### ► Put interagency agreements in writing.

At the Reclaiming Futures sites, member agencies often addressed potential barriers to information sharing in writing. Carefully constructed Release of Information (ROI) forms that address the requirements of the various agencies are currently used at many sites. Additional specialized ROIs are employed to share data for research or to allow redisclosure to youth-serving agencies outside the immediate partnership.

► **Share youth stories.** Empowering young people to tell their own stories about changes that have occurred in their lives has been a powerful way to communicate the impact of the Reclaiming Futures model. Many staff express concerns about youth self-disclosing drug use and treatment experiences, or about violating confidentiality laws. In response, Reclaiming Futures sites have found ways to tell positive stories of adolescent treatment success using signed releases to allow sites to share information with others and by taking steps to ensure that youth who are willing to share their stories have a safe environment in which to do so, such as speaking to groups anonymously or at locations outside their immediate community.

In the context of prosocial activities, some sites mix Reclaiming Futures participants with other teens to take the spotlight off them and ensure that their involvement in treatment is not inadvertently disclosed by the very nature of the event. Some sites have established a youth board to gain ideas from teens themselves on how to promote participant success and how to negotiate these complex ethical issues.

### INSTITUTIONALIZING SYSTEM REFORM

As with any new initiative, it is never too early to begin strategizing how to sustain the model over the long term. Local Reclaiming Futures sites have been encouraged to use long-term planning to ensure that we institutionalize the Reclaiming Futures model.

Because the Reclaiming Futures model requires changes in the collaborative philosophy and global visions of the participating agencies, leaders need to weave this underlying vision into the fabric of their organizations. Simply mandating changes in business practices does not create or sustain change: front-line juvenile justice professionals must embrace the vision of the Reclaiming Futures model and its evolution in practice as much, or more, than the agency administrators.

► **Sustain leadership support.** The support for changes in juvenile justice practice on the scale of the Reclaiming Futures model requires strong leadership within and across agencies that serve youth. It requires leadership from the top down and from the bottom up. Obviously, implementing change is easier with the support of agency administrators.

Juvenile justice agency administrators are subject to many pressures that affect their ongoing ability to support system change. At Reclaiming Futures sites, agency leaders recognized that the model would bring changes that could enhance services provided to families and constitute an efficient use of already limited resources. Communicating these benefits to judges, system partners, political leaders, community members, and line staff is essential to maintaining the political support necessary to sustain system change.

In turn, managers who are directly responsible for implementing Reclaiming Futures have kept their administrators fully informed about the project and the duties, tasks, and services to be provided by the agency as a member of the collaborative. Without this consistent information flow, commitment to any change initiative on the part of agency leadership can erode due to inattention and distraction from other demands.

► **Sustain line staff support.** The juvenile justice professional on the line is the person who makes any system change a reality. At Reclaiming Futures sites, agencies have developed many ways to motivate and encourage staff to adopt changes.

One way to do this is to make sure staff—across all agencies in the collaboration—are knowledgeable about the model and current in their understanding of promising practices. Sites have funded ongoing training and adjusted training priorities to emphasize evidence-based practice models. Sites also offer training on an ongoing basis to take into account staff changes and to share more advanced materials as the use of the model evolves. Collaborative training across agencies also saves money in individual agency training budgets and improves cross-agency understanding.

Juvenile justice practitioners have also been trained to use resources currently available in manual or curriculum format, such as the Seven Challenges program and the Cannabis Youth Treatment series. These research-based models are offered as part of intervention efforts for teens with substance use issues at some of the Reclaiming Futures sites.

## A Foundation for System Reform in Kentucky

The Reclaiming Futures initiative prompted the Kentucky Department of Juvenile Justice (DJJ) to examine how it handled substance use by probated and committed youth. Over several years DJJ examined what it did to screen, assess, and treat youth. Committees met and developed a working plan to change the approach of the department, and the new plan was implemented starting in July 2006. This plan instituted new screening requirements and changed staff responsibilities to reflect the system changes brought about by the Reclaiming Futures initiative.

All probated and committed youth in Kentucky now receive a GAIN-Q screening, and follow-up evaluation is done every 90 days. Standard operating procedures were changed so that designated juvenile justice and mental health professionals became responsible for administering the screening instruments.

Interventions are based on the substance abuse risk level indicated by the screening and assessment process. Low-risk youth receive a drug education program. Moderate-risk youth will receive the Cannabis Youth Treatment (CYT) series curriculum. High-risk youth receive CYT and Seven Challenges. Staff responsibilities were changed to require juvenile justice professionals, residential counselors, and group home counselors to provide the drug education and the CYT series. Mental health staff assist with the family education component of CYT, and residential counselors, group home counselors, and mental health staff administer the Seven Challenges program with youth who qualify for it.

In addition, the Kentucky Department of Mental Health has received a federal grant to help coordinate substance abuse treatment among all state agencies and provide training on evidence-based practices. They are using the Reclaiming Futures model as the recommended template.

# Recommendations for Juvenile Justice Practitioners

We recommend that jurisdictions across the nation take the following ten steps to break the cycle of teen substance use and crime. These recommendations are based on our collective experience at the ten Reclaiming Futures sites over the past five years. They address both the nuts and bolts of probation practice, as well as larger policy, funding, and legislative issues.

Whether you are a probation officer, an agency administrator, or a policy maker, we encourage you to share these ideas with your colleagues, your agency directors, and community leaders and to ask for their support to make these changes happen. Although this is not an exhaustive list, we believe that the implementation of these recommendations are necessary to the full implementation of the Reclaiming Futures model, its long-term success, and the more effective operation of our juvenile justice systems.

**1. Ensure that youth get screening, assessment, and treatment for substance abuse.** Given the high percentage of teens who enter the juvenile justice system with alcohol and drug abuse problems, it is essential for the justice system to have the ability to systematically identify substance-involved young people and refer them for appropriate treatment. The juvenile system must be equipped with validated screening and assessment instruments to determine the severity of a teen's substance use and the most effective course of treatment to address his or her needs. Comprehensive assessments form the basis for individualized treatment plans and uncover other issues that contribute to a youth's substance use patterns and delinquent behavior.

The role of the justice system practitioner in advocating for treatment over incarceration cannot be overstated. Judges, prosecutors, juvenile probation officers, and others in the system are sometimes concerned that they will appear permissive or “soft on crime” if they recommend treatment for a delinquent youth, but it is not uncommon for youthful offenders to decline the offer of a treatment opportunity and instead choose incarceration. It is important to understand that the motivation for this choice lies in the reality that treatment presents significantly more challenges in the lives of alcohol- and drug-abusing teens than incarceration. Incarceration simply incapacitates young people, offering few interventions that may change a teen's behavior in the future (since few detention and correctional facilities offer any treatment). Thus, extended periods of incarceration do little more than delay the onset of treatment, and at great cost in public dollars. Judges and probation officers should instead use their authority to get substance-involved teens into treatment.

**2. Collaborate with other agencies to ensure that youth receive needed treatment and other services that will improve their chances of success.** Collaboration has been the “buzz word” for successful interagency partnerships for

almost twenty years. Mental health providers, alcohol and drug treatment professionals, school administrators, as well as juvenile justice practitioners boast of their participation in productive collaborations. This is particularly true during times of abundant funding and in low-threat political climates, but it does not necessarily hold true during times of stress, when the fragile nature of collaborative work becomes apparent. It is during these times, in particular, that juvenile justice practitioners must renew their commitment to their partners and work to reinforce their relationships with other agencies.

Sometimes this means making resources available to partners to help them survive. In the past ten years, we have seen many funding initiatives focused on the juvenile justice sector. These additional resources have helped many jurisdictions grow and develop new juvenile justice programs. To the degree that community-based partners have been included in these efforts, we have seen the birth of new and innovative approaches that support systemic reforms and strengthen local collaborations.

### **3. Know the services available in your community and which are most appropriate for each individual youth.**

Since the juvenile justice system is the primary gateway to treatment services for substance-abusing youth in most communities, justice system staff must be knowledgeable about the services to which they are referring young people. This knowledge ensures that they can arrange for the most effective, individualized treatment for each young person to whom they are assigned.

This knowledge goes beyond having an assortment of brochures. Justice system professionals at all levels should tour facilities, understand funding mechanisms, and advocate for service providers that meet standards of excellence in treatment service delivery. Additionally, communities should participate in service and resource mapping activities and make this information available to both public and private interests. This could serve two educational goals: (1) creating a centralized information base for existing services, and (2) revealing obvious gaps in community service, and thus help direct funding to fill these gaps.

### **4. Tailor interventions based on the strengths, risks, and needs of youth.**

Teenagers vary considerably in both their progression through adolescent development and the stage they may be at, relative to their age and peers. For justice system and treatment interventions to be effective, this range of developmental capacity must be acknowledged and taken into account.

Treatment interventions and supervision strategies should be developmentally appropriate. To accomplish this, justice system practitioners will need to be able to meet a child where he or she is. This means considering the many factors influencing a young person's development, learning, physical and mental health, as well as the social environment that surrounds the child. A validated assessment tool can help ascertain a youth's developmental and functional abilities and identify an appropriate type of care.

Justice system staff must be able to distinguish between high and low public safety risk (the risk to re-offend) and high and low treatment need. It is often the case that a substance-abusing teen will present with low public safety risk and high treatment need. When this is the case, it is crucial that the intervention match this set of conditions by providing the correct level of treatment services in the least restrictive setting possible.

### **5. Support staff in continuing professional learning about effective substance abuse interventions.**

In recent years, we have seen numerous innovations and compelling research breakthroughs in the field of substance abuse treatment. For the juvenile justice system to take advantage of these advances and fully integrate them into its practice, justice system practitioners need to understand more about substance abuse treatment, the language and techniques used in the treatment field, and how to work with treatment programs. Formal training in these areas should become a part of the juvenile justice system's ongoing training plan and should be updated as needed. This will require that resources be set aside to accomplish regular training and education. A cross-training plan that utilizes treatment professionals as trainers could mitigate costs and provide added value to both the treatment and justice disciplines.

**6. Promote fidelity to evidence-based practices in the juvenile justice field by developing a staff that is skilled, knowledgeable, and able to apply them.** Research underscores the point that it is not enough to select an evidence-based program—the program must be implemented with fidelity. In other words, the program’s design must be applied in a rigorous and consistent manner. To accomplish this, agencies may need to align their hiring and promotional criteria, job descriptions, supervision methods, and other human resources procedures with the skills and qualifications required by new and emerging evidence-based practices.

Also, staff at all levels of an agency need training to become familiar with these methods and to learn how to monitor their effectiveness. For example, motivational interviewing and cognitive-behavioral techniques are currently gaining more widespread use in treating juvenile offenders. Staff need training, coaching, and support to use these techniques well. As new techniques emerge, agencies will need to update training plans and implementation strategies to keep pace.

Finally, but equally important, justice agencies must honestly assess the impact that the proper implementation of a promising practice may have on the agency’s work. Training alone does not guarantee effective implementation of an evidence-based or promising new approach. Instead, it may require reordering organizational priorities, redistributing staff resources, and securing funding to ensure that staffing levels support proper implementation.

**7. Promote greater flexibility in funding to support family advocacy, wraparound services, and mentoring.** Families of young people in the juvenile justice system face many challenges and need greater advocacy to help them succeed in supporting their justice-involved children. A broader system of advocacy and services could help both immediate and extended family members to be more involved in their youth’s case. This could help to uncover new options for the treatment and supervision of justice-involved youth and help to strengthen families as they become more familiar with the structure and expectations of the juvenile justice system as a whole.

To accomplish this, it is necessary to set aside funds for family advocacy services, wraparound services, mentoring, and support because it can be difficult to fit these programs into current funding streams and grant programs. Over the long term, policy makers will need to become better versed in the needs of families with youth in the justice system, and the value of extending advocacy and wraparound services to them, to ensure that they are involved in the justice system.

**8. Collect and share data in ways that meet cross-agency needs.** To work well together, agencies need to agree on what data they will collect and how they will share it. To do this, jurisdictions may need to develop data systems that can accommodate input and access across collaborating agencies.

As with any aspect of collaboration, this is not a casual undertaking. With different agencies involved, cross-agency agreements will have to be negotiated and controls put in place to satisfy confidentiality requirements. Juvenile justice systems may need to redesign case management functions so that data collection matches the parameters that are developed in cross-agency agreements. Partners will need to agree on definitions for data collection elements so all are confident they are receiving the data that they request and that the data align with the expected function of the data system. This will require considerable planning and coordination, but will result in a juvenile justice system that is well coupled to treatment and capable of furnishing reports that are relevant to all parties involved.

**9. Adopt a system of graduated responses.** The concept of graduated responses means that the justice system provides both incentives and rewards for desired behaviors, and consequences for undesired behaviors. Graduated responses offer consistency in the administration of rewards and punishments, with the flexibility to meet the needs of individual cases and local jurisdictions (see Appendix B). This approach empowers juvenile probation officers and judges to address probation violations with a swift and certain response, provided agreements are in place among system partners and judicial officers that



authorize an administrative response in lieu of a formal court action.

Under this system, incentives and sanctions are applied progressively and in proportion to the magnitude of the youth's behavior that is being encouraged or discouraged, generally according to predetermined, uniform standards. For example, a youth who is doing well in residential treatment may be allowed a weekend pass, whereas a youth who has a positive urinalysis may be ordered to attend a day reporting center.

A system of graduated responses is an integral companion to the Reclaiming Futures model and can be used effectively in both juvenile justice and treatment contexts. The flexibility of graduated administrative responses gives probation officers a range of options short of probation revocation as a way to address relapse, probation violations, or new delinquent activity, as well as to reward a youth's positive behavior and support emerging strengths. It also reduces the time probation officers need to spend preparing lengthy paperwork for the court, which gives them more time for field contact with teens on their caseloads.

**10. Educate communities about juvenile justice outcomes.** Recidivism is the bottom-line measure in juvenile justice, but comparative recidivism data are often elusive, because there is no universally accepted definition that can be applied across jurisdictions. In some jurisdictions, recidivism means any new arrest. In others, it may mean any new adjudication. Some jurisdictions count probation violations, while others do not. Finally, some jurisdictions count only offenses more serious than the original adjudicated offense. This disparity in definition makes it very difficult to analyze national trends, let alone compare success rates across jurisdictions.

Success for a juvenile justice-involved youth can be considered in many ways. Some indicators of a youth's success may include academic progress, completion of obligations to victims (restitution), decreased use of alcohol and drugs, employment and skills acquisition, improved family functioning, and involvement in community activities, among other factors. By reporting results in these areas, the juvenile justice system

can lay claim to a greater positive impact than recidivism alone. As the work of juvenile justice practitioners changes to include more holistic methods of enhancing the lives of youth who come in contact with them, it is important for the justice system to capture data that reflects how these alternatives enhance outcomes and make this information available to the public.

# 6

## SECTION SIX:

# Conclusion

Each of the preceding recommendations supports the more effective operation of the juvenile justice system in general and the Reclaiming Futures model in particular. But although these recommendations help create better conditions that improve the chances of success for alcohol- and drug-involved and delinquent youth, they are not in themselves the Reclaiming Futures model.

Along with the changes described above, juvenile justice leaders should implement Reclaiming Futures' specific six-point strategy to provide more treatment, better treatment, and more than treatment for substance-dependent youth. Reclaiming Futures is a ground-breaking approach—a comprehensive model designed to provide jurisdictions with a coordinated and systematic response to the problem of adolescent substance abuse. This system reform effort also includes the community as an integral partner. For other jurisdictions around the nation, adopting the Reclaiming Futures model promises many of the benefits we have seen in the ten pilot communities.



# Appendix A

## Reclaiming Futures Screening and Assessment Tools

SITE	SCREENING TOOLS	ASSESSMENT TOOLS	ADMINISTERED BY
<b>Anchorage, AK</b>	CRAFFT, Alaska Screening Tool	Bio-psycho-social	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers
<b>Chicago, IL</b>	GAIN Q	GAIN I	Treatment providers
<b>Dayton, OH</b>	CRAFFT, Behavioral Health Screen	SOQIC (state requirement)	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers
<b>Kentucky</b>	CRAFFT, GAIN Q	GAIN I, YCA, Bio-psycho-social	SCREENING: Courts and treatment providers ASSESSMENT: Department of Juvenile Justice, treatment providers
<b>Marquette, MI</b>	MAYSI-2, CAFAS	ASI, SASSI, Anishnabek Cultural Assessment	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers
<b>New Hampshire</b>	GAIN SS	GAIN I	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers
<b>Portland, OR</b>	Oregon Juvenile Crime Prevention	GAIN I	SCREENING: Juvenile justice staff ASSESSMENT: Juvenile justice clinicians, treatment providers
<b>Rosebud, SD</b>	GAIN Q	ASI, SASSI, Beck Depression Scale	SCREENING: Court staff ASSESSMENT: Treatment providers
<b>Santa Cruz, CA</b>	CRAFFT	GAIN Q plus drug grid questions	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers
<b>Seattle, WA</b>	CRAFFT, Washington State Risk Assessment	GAIN I, Washington State Risk Assessment (long form)	SCREENING: Juvenile justice staff ASSESSMENT: Treatment providers

# Appendix B

## Reclaiming Futures Juvenile Justice Fellowship Position Statement: Graduated Responses

### Summary Statement

Graduated responses include incentives for success, accomplishment, and achievement, as well as consequences for violations, infractions, and noncompliance. Graduated responses are best implemented under a system of individualized justice that stands upon a well-defined and validated assessment of development, strengths, risks, and needs. To provide a consistent and well-balanced application of individual justice within the juvenile justice system, a graduated system of responses is warranted and should be pursued. When deemed necessary, developmentally appropriate, culturally centered, gender-specific, and age-appropriate interventions, including those focused upon substance abuse and drug dependency, should be part of the response.

### Guiding Principles and Priorities

- Children require a fair, consistent and immediate response to their behavior in order to gain the most benefit from an incentive or a consequence.
- Graduated responses represent an efficient and cost-effective method for children, families, and the juvenile justice system to increase community safety.
- If a graduated response results in the need for a formal court hearing, fairness and consistency are preeminent concerns equally applicable to children, families, probation officers, and all involved people and organizations.
- The stronger the incentive, the more likely the child will seek success and internalize positive values, beliefs, and thinking.
- The needs of the victims and communities are acknowledged and acted upon in order to repair the harm.

# Appendix C

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