

2019

# Virginia Department of Juvenile Justice



## **TRANSFORMATION PLAN 2019 UPDATE**

In response to Chapter 854 of the 2019 Virginia Acts of Assembly  
2019 Appropriation Act, Item 412 (B)(3)

## PREFACE

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Chapter 732 of the 2016 Appropriation Act of the Virginia Acts of Assembly, Item 406 (D) required the Department of Juvenile Justice (DJJ) to develop “a transformation plan to provide more effective and efficient services for juveniles, using data-based decision-making, that improves outcomes, including reducing recidivism, and to reduce the number of juveniles housed in state-operated juvenile correctional centers, consistent with public safety.” DJJ established its Transformation Plan in June 2016.

This report of DJJ’s Transformation Plan progress addresses the language required in Chapter 854 of the 2019 Appropriation Act of the Virginia Acts of Assembly, Item 412 (B)(3):

*“No later than November 1 of each year, the Department of Juvenile Justice shall provide a report to the Governor, the Chairmen of the House Appropriations and Senate Finance Committees, the Secretary of Public Safety and Homeland Security and the Director, Department of Planning and Budget, assessing the impact and results of the transformation plan and its related actions. The report shall include, but is not limited to, assessing juvenile offender recidivism rates, fiscal and operational impact on detention homes; changes (if any) in commitment orders by the courts; and the use of the savings redirected as a result of transformation, including the amount expended for contracted programs and treatment services, including the number of juveniles receiving each specific service. The report should also include the average length of stay for juveniles in each placement option.”*

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## EXECUTIVE SUMMARY

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Nearly five years ago, Virginia’s Department of Juvenile Justice (DJJ) set out to rethink how Virginia responds to court-involved youth. What had been a system reliant on detention, incarceration, and punishment could transform, with the right investments, into a system of rehabilitation, personalized treatment, and community support. In 2016, with the General Assembly’s support, DJJ released a Transformation Plan to reallocate resources to a wider range of rehabilitative services. The plan aimed to use evidence-based practices to more effectively serve youth, their families, and communities and centered around three core operational strategies: (1) **reduce** the use of juvenile correctional centers by transforming intake, probation, and commitment practices; (2) **reform** supervision, rehabilitation, and treatment practices for youth in custody; and (3) **replace** large, outdated juvenile correctional centers with support from a statewide continuum of alternative placements and evidence-based services. A new goal of (4) **sustain** was later added to focus on continuing progress toward the transformation goals.

Due to the closure of three secure facilities since 2014, funds have been reallocated in order to provide services to youth across the continuum of risk levels and treatment needs. This individualized approach to treatment means DJJ spends less money on often ineffective youth incarceration and more money on treatment programs, community-based supervision and engagement, and diversion programs. DJJ has also used savings to invest in resources such as training opportunities, leadership development, and building a quality assurance unit. Currently, DJJ is focusing an increasing amount of effort on sustaining the changes implemented since the introduction of the Transformation Plan.

Since launching the plan, DJJ has achieved progress and successes in all four goals of the Transformation Plan. Fiscal year (FY) 2019 provided several accomplishments discussed throughout this report, including the following highlights:

### Reduce

- The juvenile justice system is experiencing all-time lows. Between FY 2010 and FY 2019, juvenile intake cases decreased 39.8%, new probation cases decreased 51.7%, detainments decreased 43.6%, and direct care admissions decreased 44.5%.
- After DJJ’s first intake summit and a revised procedure, diversion plans increased from 15.5% of intake complaints in FY 2018 to 19.0% in FY 2019. Successful diversion plans increased from 12.1% of intake complaints in FY 2018 to 14.3% in FY 2019.
- The 12-month rearrest rate for system-involved youth (first-time diversions, probation placements, and direct care releases) decreased from 25.1% in FY 2014 to 21.2% in FY 2018, translating to 850 fewer youth rearrested.
- As more low risk youth are diverted or handled informally, youth placed on probation or committed are at higher risk for reoffending than in previous years. Rearrest rates for first-time diversions, probation, and moderate risk committed youth decreased. Rates for high risk committed youth increased slightly, suggesting these youth continue to face significant challenges and require more intensive and therapeutic services.
- DJJ’s continuum of services has expanded to over 160 unduplicated direct service providers; 1,984 youth were referred to DJJ’s regional service coordinators, who approved/authorized 4,239 services during FY 2019.

- Access to Functional Family Therapy and Multi-Systemic Therapy programs expanded, reaching 97% of cities and counties throughout the Commonwealth. Trauma-Focused Cognitive Behavioral Therapy and High Fidelity Wraparound also expanded, with availability in more than 70% of localities.
- As of July 2019, alternative placements housed 44.4% of the direct care population. More than half of youth (56.0%) released from direct care in FY 2019 received treatment in these types of placements instead of a juvenile correctional center.
- DJJ introduced a new structured decision making tool, the Standardized Disposition Matrix, for probation officers and court stakeholder to provide consistent and data driven disposition recommendation to courts.

### **Reform**

- The therapeutic Community Treatment Model and other programming improved youth and staff safety. Between FY 2016 and FY 2019, rates of aggressive incidents at Bon Air Juvenile Correctional Center decreased 65.1%, workers' compensation claims decreased 46.2%, and costs associated with workers' compensation claims decreased 56.2%.
- Post-secondary college and enrichment opportunities expanded at Bon Air Juvenile Correctional Center due to digital curriculum delivery; enrollment increased by 78%, resulting in 288 industry credentials/certifications earned for the 2018-2019 school year.
- Family engagement and post-secondary educational opportunities increased in community placement programs, DJJ's detention-based treatment placements for committed youth.
- DJJ continued free transportation services to promote visitation with committed youth; 1,691 individuals participated in the free transportation program in FY 2019, an increase from 1,193 riders in FY 2018.
- DJJ's reentry advocates submit Medicaid applications for eligible youth prior to release, resulting in more timely processing to prevent gaps in coverage.

### **Replace**

- In addition to Bon Air Juvenile Correctional Center, treatment placement options for committed youth include 10 community placement programs, eight detention reentry programs, nine residential treatment facilities, and eight group homes, for a total of 35 non-correctional center treatment placement options for youth.
- DJJ has safely transitioned all committed females from Bon Air Juvenile Correctional Center. As of August 2019, all committed females receive treatment at Northern Virginia Community Placement Program, Merrimac Community Placement Program, or another alternative placement.
- DJJ continues the pursuit to build two smaller, treatment-oriented facilities, ideally in the Eastern and Central areas in order to house youth closer to their home communities.

### **Sustain**

- DJJ partnered with Vanderbilt University to bring the Standardized Program Evaluation Protocol to Virginia; DJJ also partnered with Child Trends to evaluate DJJ's service delivery model and reentry services.
- DJJ completed staff composition and compensation reviews and added new training offerings and coaching services to support and retain qualified staff.
- DJJ provided evidence-based trainings to community placement programs and community-based providers and assisted in developing performance measures and building continuous quality improvement plans.

## ACRONYMS

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ADP: Average Daily Population  
CAP Unit: Central Admissions and Placement Unit  
CPP: Community Placement Program  
CQI: Continuous Quality Improvement  
CSA: Children’s Services Act  
CSU: Court Service Unit  
CTE: Career and Technical Education  
CTM: Community Treatment Model  
DJJ: Virginia Department of Juvenile Justice  
DSP: Direct Service Provider  
EPICS: Effective Practices in Community Supervision  
FFT: Functional Family Therapy  
FY: Fiscal Year  
HR: Human Resources  
JCC: Juvenile Correctional Center  
JDC: Juvenile Detention Center  
LOS: Length of Stay  
MAT: Medication-Assisted Treatment  
MOA: Memorandum of Agreement  
MST: Multi-Systemic Therapy  
PBIS: Positive Behavioral Interventions and Supports  
PIO: Public Information Officer  
QA: Quality Assurance  
RDC: Reception and Diagnostic Center  
RSC: Regional Service Coordinator  
SDM: Standardized Disposition Matrix  
SGA: Student Government Association  
SOL: Standards of Learning  
SPEP™: Standardized Program Evaluation Protocol  
SY: School Year  
VADOC: Virginia Department of Corrections  
YASI: Youth Assessment and Screening Instrument

## TRANSFORMATION PLAN 2019 UPDATE

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The Department of Juvenile Justice's (DJJ's) Transformation Plan was established in 2016. The plan included the reallocation of funds to new initiatives aimed at using evidence-based practices to more effectively serve youth, their families, and communities.

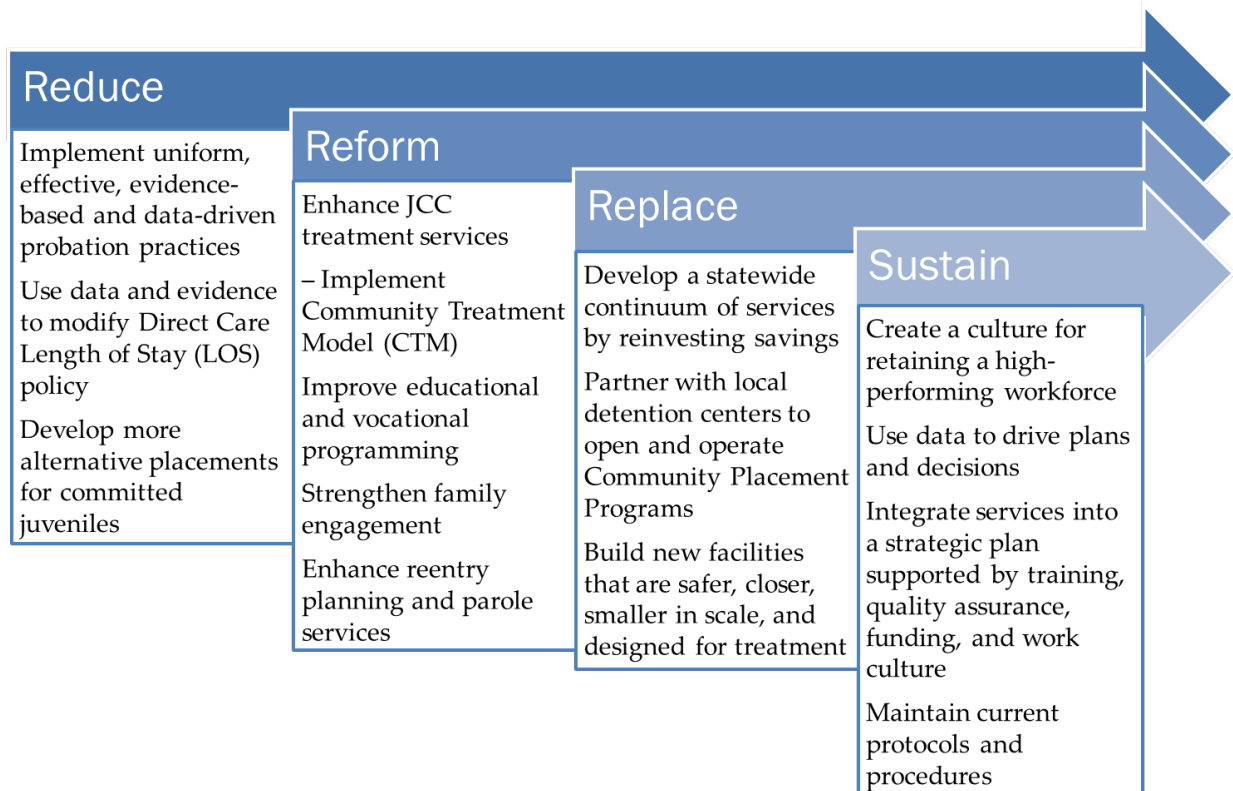
In order to provide opportunities for positive development of youth and staff, DJJ developed a strategic framework with four guiding principles:

1. *Safety*: Youth and staff need to be and feel safe in their environment and need a sense of physical and emotional well-being;
2. *Connection*: Youth and staff need to feel connected to supportive and caring adults, whether they are family, staff, or coworkers;
3. *Purpose*: Youth and staff need to have goals to strive toward, skills to hone, and a sense that they have a valuable role to play in the lives of people and the community around them;
4. *Fairness*: Youth need to perceive their environment and interactions as fair and transparent, and they need to be held accountable in a manner proportionate to their offense and offense history, and similar to other youth in their situation. Staff need to feel that they are treated fairly, compensated adequately, and supported in their efforts to meet the expectations of DJJ.

DJJ also recognized the need to establish core operational strategies when implementing and carrying out the Transformation Plan:

1. Safely *reduce* the use of the state's large and aging juvenile correctional facilities;
2. Effectively *reform* supervision, rehabilitation, and treatment practices for youth in custody both during their commitment and upon their return home;
3. Efficiently *replace* DJJs two large, outdated juvenile correctional centers with smaller, regional, rehabilitative and treatment-oriented facilities supported by a statewide continuum of local alternative placements and evidence based services;
4. *Sustain* the Transformation Plan by maintaining safe, healthy, inclusive workplaces; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning procedures, policies, and resources to support the team in meeting the goals of transformation.

Some specific objectives within these four strategies are listed in the image below:



This Transformation Plan was developed under the leadership of Director Andrew K. Block, Jr. Director Block stepped down after five years of service and Valerie P. Boykin was appointed as the Director of DJJ in 2019. Director Boykin has more than 30 years of experience in juvenile justice and human services, previously serving as a juvenile probation officer, parole services manager, independent juvenile justice consultant, court service unit director, and deputy director of community programs. While under new leadership, DJJ’s work on the Transformation Plan will move forward with commitment and continuity to the guiding principles and operational strategies.

The juvenile justice system in Virginia is experiencing all-time lows across all stages. Between fiscal year (FY) 2010 and FY 2019, juvenile intake cases decreased 39.8%, new probation cases decreased 51.7%, detainments decreased 43.6%, and direct care admissions decreased 44.5%. Through the ongoing efforts outlined in the Transformation Plan, DJJ strives to provide the right interventions to the right youth at the right time.

This year’s annual report is organized into two broad sections: Youth Services and Support Services. Within each topic, a brief overview describes the Transformation accomplishments previously reported, followed by more detailed information on the past year’s updates, progress, and improvements. While the Youth Services section spans across the four core principles of *Reduce*, *Reform*, *Replace*, and *Sustain*, the Support Services section focuses primarily on *Sustain* efforts. Finally, additional reporting requirements are also included.



## YOUTH SERVICES

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### COURT SERVICE UNITS

Court service units (CSUs), within the Division of Community Programs, provide a continuum of community-based services and interventions for youth. CSUs are responsible for the intake process, where youth have their first contact with DJJ; diversion plans, where a case is handled informally; assessments and court recommendations; along with both probation and parole case planning and supervision. The 32 state-operated CSUs comprise DJJ's primary community presence across the state of Virginia.<sup>1</sup>

The Transformation Plan involved several changes in CSUs, with the goal to *reduce* secure detention and reliance on high-security commitment by (1) increasing the availability of diversion and (2) improving the tools and training available to probation officers. First, new procedures and resources implemented throughout 2016 encouraged CSUs to prioritize diversion for eligible youth. This practice is based on increasing evidence that the most effective interventions keep low-risk youth in their homes and communities. As previously reported, the percentage of intake complaints with a diversion plan increased from 13.0% in FY 2014 to 15.5% in FY 2018; likewise, the percentage of intake complaints that successfully completed a diversion plan grew from 9.9% to 12.1%.

Second, CSUs received additional training and coaching with a renewed focus on using standardized tools to assist with decision-making. All CSUs use the Detention Assessment Instrument and Youth Assessment and Screening Instrument (YASI) and received both initial and refresher trainings on these tools in 2017 and 2018. A revised Detention Assessment Instrument procedure was introduced which provided more guidance designed to minimize the use of overrides into detention. By 2018, a cadre of DJJ leaders had been trained to be YASI trainers. YASI gives staff an objective, evidence-based way to assess risk and needs to assist with making the most effective decisions regarding recommendations, probation plans, and treatment programs for youth, improving outcomes while lowering costs. Additionally, by 2017, all 32 state-operated CSUs and the two locally operated CSUs, had been trained on Effective Practices in Community Supervision (EPICS), an evidence-based structured probation supervision framework developed by the University of Cincinnati Corrections Institute, which helps officers provide intervention and skill-building to court-involved youth. Lastly, in 2017 and 2018, DJJ developed a Standardized Disposition Matrix (SDM) to provide consistent and data-driven disposition recommendations to courts and identified five CSUs to pilot the tool.

### Accomplishment Updates

Since the last report, work has continued to *reduce* deeper system involvement by increasing diversions. To support diversion work and provide more skills to intake staff, DJJ sponsored its first ever Intake Summit in October 2018. This gathering brought together approximately 200 intake officers and supervisors to learn about legal processing, current trends, and other program offerings. A new intake procedure, implemented on July 1, 2019, gives intake officers more

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<sup>1</sup> Two additional CSUs (Arlington and Fairfax) are locally operated.

guidance on when and how to divert cases that can best be handled outside the court system. In FY 2019, both the rate of diversion plans and successful diversion plans increased from FY 2018: 19.0% of intake complaints had a diversion plan, and 14.3% of intake complaints successfully completed a diversion plan.

Work on SDM, a tool for probation officers to provide disposition recommendations to courts, also continued. The pilot was planned to ensure that the new procedures could be utilized within existing court processes, and a new pre-adjudicatory YASI was developed for use in the SDM. With the introduction of the tool, the pilot was completed in the five identified sites (16<sup>th</sup> – Culpeper; 22<sup>nd</sup> – Chatham; 12<sup>th</sup> – Chesterfield; 7<sup>th</sup> – Newport News; 22<sup>nd</sup> – Warrenton) during the spring of 2019, including an extension beyond its original end date to allow for more youth to go through the process. The SDM procedure was approved in May 2019 with a delayed full implementation of January 1, 2020. All jurisdictions will undergo training during the first quarter of FY 2020 and begin implementation and practice with the new procedure through the end of the 2019 calendar year. The full implementation of the SDM should *reduce* reliance on secure confinement and build equity into decisions made by the court.

While SDM and diversion initiatives contribute to the *reduce* principle of the Transformation Plan, DJJ also focused on *sustaining* the quality of programming in the past year. A particular group targeted with coaching was CSU supervisors serving as internal coaches for EPICS. During FY 2019, members of the Practice Improvement & Services Unit began convening CSU supervisors and other district-level internal coaches in region-based learning teams as a forum for modeling coaching strategies and providing implementation support. Each CSU identified an EPICS Site Lead and developed an EPICS Implementation, Integration, and Sustainability Plan. Regional practice improvement coaches also provided supervisors and other internal coaches with formal training and coaching on coding audio-taped EPICS sessions for model fidelity. Six region-based training sessions were held to promote inter-scorer reliability among staff who code EPICS audio-tapes and to model how to deliver staff feedback. Preparing supervisors to objectively evaluate staff proficiency is an important foundational element to build readiness for the development of a career progression plan. Finally, a cadre of DJJ leaders previously trained as certified EPICS instructors was reconvened during FY 2019 and received training on a customized and refreshed version for the EPICS curricula, and five new adjunct trainers joined the group.

## CONTINUUM OF SERVICES

A system-wide assessment of DJJ's programs and practices identified differences in supervision and the availability of effective services and interventions in the different regions of the Commonwealth. In addition to the CSU work described above, the Transformation Plan included a goal to *reduce* secure detention and reliance on high-security commitment by standardizing CSU offerings across the Commonwealth. Thus, the Division of Community Programs is building a continuum of services and alternative placements that will offer programs and treatments needed to divert youth from further involvement with DJJ, provide appropriate dispositional options for youth under supervision, and enable successful reentry of committed youth upon return to the community.

In an effort to offer a full continuum of service options across the state, DJJ contracted with two service coordination agencies, AMIkids, and Evidence-Based Associates. These regional service coordinators (RSCs) coordinate service options for youth using funds available partially through DJJ's authority to reinvest savings from the closures of juvenile correctional centers (JCCs): Beaumont JCC, Culpeper JCC, and the Reception and Diagnostic Center (RDC). The department had several goals in adopting the RSC Service Delivery Model: (1) to reduce an over-reliance on more restrictive placements, supervision, and compliance strategies that may not adequately address risk or needs, (2) to provide services to youth at multiple stages of court and/or DJJ involvement, (3) to increase the array and availability of services for youth and families across the Commonwealth, (4) to create geographic equity, (5) to build the capacity to provide more evidence-based and evidence-informed services that have demonstrated effectiveness, (6) to adopt performance measures and develop the capacity to monitor and enhance the quality of services and adherence to evidence-based principles, and (7) to increase efficiency and streamline processes. The work of the RSCs was divided using DJJ's five administrative regions, with AMIkids providing coordination for the Eastern and Southern regions of the state, and Evidence-Based Associates providing coordination for the Central, Northern, and Western regions. The RSCs are responsible for assessing existing capacity, developing new service capacity, and selecting and contracting with direct service providers (DSPs). The RSCs also are responsible for monitoring the continuous quality of the DSPs and ensuring fidelity to evidence-based principles and practices, completing analyses regarding ongoing service gaps, and subsequently filling those gaps.

By FY 2017, the RSCs implemented systems for centralized billing and referrals and contracted with DSPs for basic services to include assessments and evaluations; intensive care coordination; individual, group, and family therapy; intensive in-home services; substance abuse treatment; treatment for youth with sexualized behaviors; life skills coaching; gang intervention services; anger management; workforce services; and independent living. By FY 2018, the RSCs also began to roll out two new complex evidence-based programs, Functional Family Therapy (FFT) and Multi-Systemic Therapy (MST), launching an initial cohort of 10 new FFT and MST teams to join two existing MST teams. In addition to the cohort of 10 DJJ-launched teams, a public provider relaunched an MST team that had become dormant. By the end of FY 2018, there were 12 FFT or MST treatment teams in Virginia, and those teams had a combined reach of 85% of cities and counties in Virginia.

## Accomplishment Updates

In a continued effort to *reduce* secure confinement and improve access to programming across the Commonwealth, the RSCs have contracts with more than 160 unduplicated DSPs across the state, which allowed for 1,984 unique youth to be referred to the RSCs and 4,239 services to be approved and authorized during FY 2019. Expanded contracts allowed the RSCs to significantly expand services to youth. For example, in FY 2019, Life Skills and MST programming more than doubled from FY 2018: increases of 65.9% and 68.0%, respectively. FFT programming and psychological evaluations nearly doubled: 42.6% and 47.2% increases since FY 2018, respectively. The table below provides the number of RSC billed services in FY 2019.

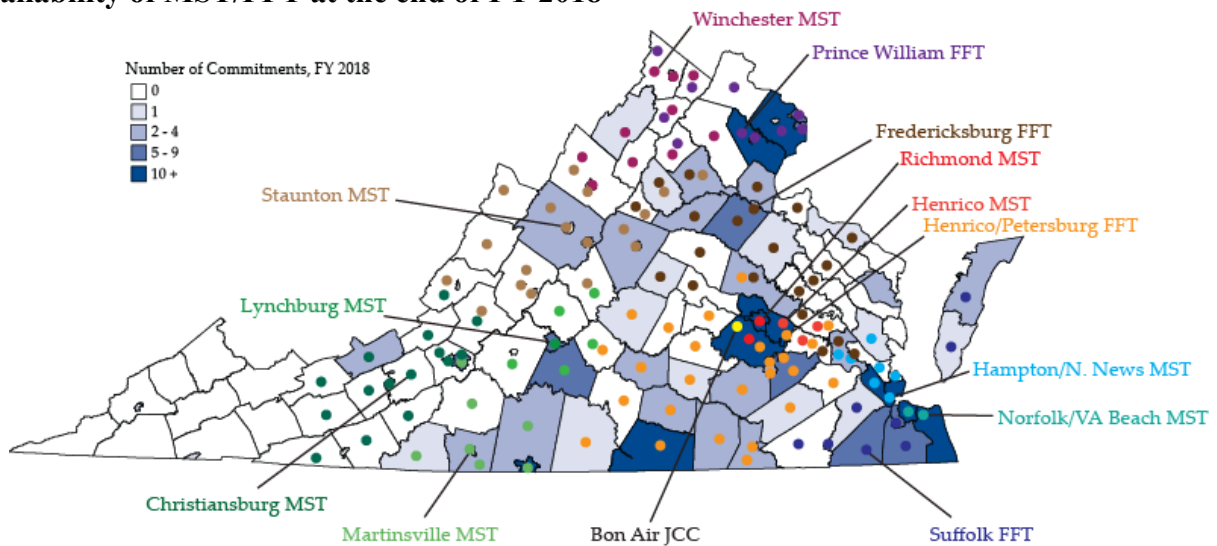
RSC Billed Services	FY 2019
Anger Management Counseling	33
Face-to-Face Surveillance	8
Family Therapy	23
FFT	429
Gang Intervention Services	12
GPS Electronic Monitoring	229
Home-Based Services	35
Independent Living Services	76
Individual Therapy	86
Intensive Care Coordination (High Fidelity Wraparound)	32
Intensive In-Home Services	77
Life Skills Coaching	446
Mental Health Case Management	2
MST	337
Other	260
Parole Transition	3
Psychological Evaluation	303
Psycho-Sexual Evaluation	133
Residential/Group Home (for direct care youth and ages 18+)	86
Substance Abuse Evaluation	180
Substance Abuse Treatment	205
Youth with Sexualized Behaviors Counseling	398
<b>Total</b>	<b>3,393</b>

During FY 2019, the RSCs sought to enhance existing contracted services and continued expanding language and transportation capabilities to mitigate barriers to service delivery. Access to multi-lingual providers increased and most service providers have access to in-person or telephone-based interpreter services. When transportation is identified as a barrier for youth or their families, the RSCs can also contract for transportation or allow DSPs to be reimbursed for mileage.

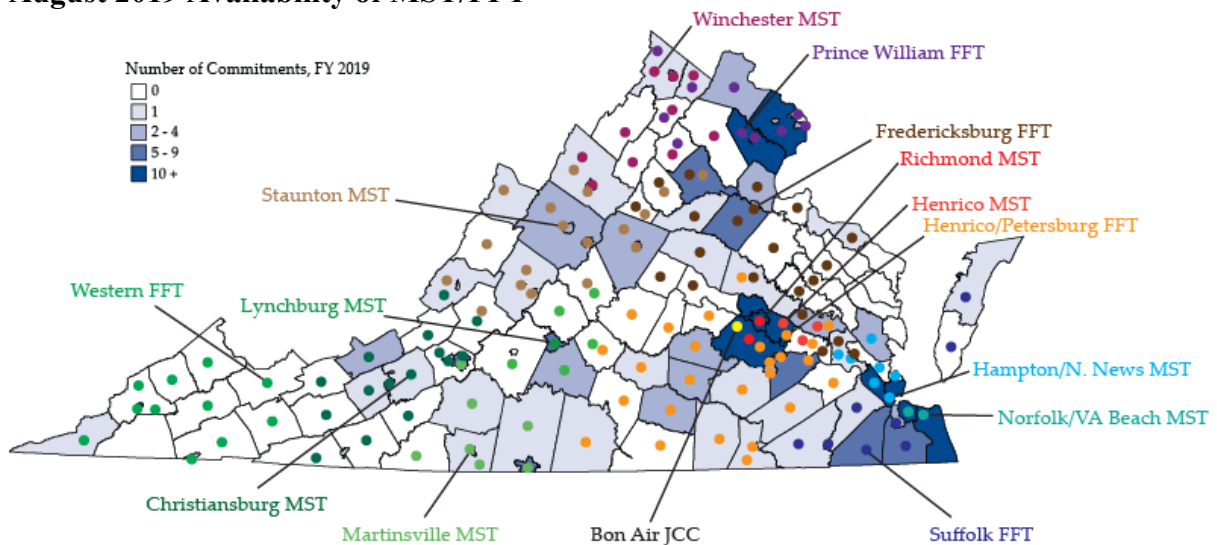
During late FY 2018 and early FY 2019, DJJ worked with the RSCs to develop guidance documents to help localities purchase FFT and MST services from DSPs in jurisdictions with available DJJ capacity. Allowing for multi-agency access to FFT and MST through access to Children's Services Act (CSA) funding will both help to sustain the FFT and MST teams launched by DJJ and allow youth from other agencies to be served by evidence-based models. In addition

to expanding access to FFT and MST through CSA referrals, planning also began for the multi-agency expansion of FFT to the Western region of the state. During FY 2019, stakeholder planning meetings were held, memoranda of agreement (MOAs) were signed, and letters of support were obtained from local government officials and partner agencies. An Invitation to Negotiate was also published soliciting a new provider for FFT services. As a result of those efforts, as of August 2019, FFT services are available to 14 traditionally underserved communities in the Western region (counties of Bland, Wythe, Grayson, Smyth, Washington, Buchanan, Dickenson, Russell, Tazewell, Lee, Scott, Wise, and the cities of Bristol and Norton). In addition to the Western Region FFT team launched by DJJ, a provider agency launched a FFT team that became the fifteenth FFT or MST team in Virginia and will accept referrals from DJJ. The combined total of 15 FFT and MST teams will reach 129 of 133 (97%) cities and counties throughout Virginia. The maps below display the localities reached by MST or FFT at the end of FY 2018 compared to August 2019.

**Availability of MST/FFT at the end of FY 2018**



**August 2019 Availability of MST/FFT**



DJJ offers at least five other evidence-based models as referral options for youth. In addition to FFT and MST, Trauma-Focused Cognitive Behavioral Therapy and High Fidelity Wraparound are available through the RSC Service Delivery Model after they were launched under the leadership of the Department of Behavioral Health and Development Services and the Office of Children's Services. The availability of Trauma-Focused Cognitive Behavioral Therapy and High Fidelity Wraparound expanded during FY 2019, and both services are available to youth in more than 70% of localities throughout the Commonwealth.

The RSCs' sub-contracted programs continued to allow DJJ to *reduce* high-security confinement and *replace* JCCs with appropriate alternatives by adding less-restrictive residential placement options for committed youth. In addition to Bon Air JCC, 10 community placement programs (CPPs), and eight detention reentry programs<sup>2</sup>, the continuum of direct care placement options also includes nine residential treatment facilities and eight group homes contracted through the RSC model, for a total of 35 non-JCC options for youth. Also, in December 2018, DJJ added a residential parole option for young men aged 18 and older: The Summit House, a contracted transitional living center.

In addition to the expansion of treatment services that *reduce* the need for JCCs by providing more effective evidence-based and community-based services to youth across the system and *replace* these types of facilities with treatment and service options in less restrictive environments, the RSCs also focused on the *sustain* principle through outreach to stakeholders. In an effort to increase stakeholder engagement and education, the RSCs hosted several fairs and training events to promote service matching and risk-based, assessment-driven tools. For example, in FY 2019, the Division of Residential Services partnered with the RSCs in an effort to provide enhanced and collaborative training to CSU staff and DSPs on relapse prevention safety planning for youth with sexualized behaviors.

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<sup>2</sup> An addition detention reentry program is pending at James River Juvenile Detention Center.

## DIRECT CARE

The Division of Residential Services provides specialized services to youth committed to DJJ and admitted to direct care. Currently, DJJ operates only one JCC at Bon Air, though youth may also serve their commitment in other placement options, such as a CPP, detention reentry program, or contracted treatment program. The Central Admission and Placement (CAP) Unit analyzes the offense and commitment information as well as the psychological, behavioral, educational, and sociological needs of incoming residents in order to determine the recommended length of stay (LOS) and most appropriate placement. Once placed, youth receive education, health, mental health, reentry, and other services as appropriate for their individualized needs. *Please note that this section focuses on CAP, Bon Air JCC, Alternative Placements, and New Facilities. The Division of Education and the Reentry Unit are described in more detail in later sections.*

### Central Admission and Placement Unit

The CAP Unit was established upon the closure of RDC. The unit's core functions include the receipt and review of all commitment packets; the coordination of the admission, orientation, and assessment process; and the completion of referrals to non-JCC placements. For youth in non-JCC placements, the CAP Unit maintains case management responsibilities throughout their direct care stay and acts as a liaison between the CPPs, other alternative placements, and CSUs.

As DJJ prioritizes **reducing** the use of high-security confinement by keeping youth close to home in the least restrictive placement as is appropriate, the CAP Unit's roles and responsibilities increase in complexity. In FY 2014, all juveniles were admitted for their assessment at RDC, and the treatment placement options were limited to JCCs or the first four CPPs. After RDC closed in 2015, youth were still admitted and assessed in a JCC before potential placement in a CPP. As of June 2016, committed youth could also undergo admission and assessment at a locally based juvenile detention center (JDC); in FY 2018, 210 youth were admitted to a JDC for their assessment.

### Accomplishment Updates

In FY 2019, the vast majority (291 of 335) of direct care admissions and assessments were conducted across 18 locally based JDCs rather than the JCC. Depending on youth needs and placement availability, youth may then be placed in one of 10 CPPs (as of July 1, 2019)<sup>3</sup>, transfer to another alternative placement, or transfer to Bon Air JCC. With the expansion of non-JCC alternative placements for both assessment and treatment, the referral and case management responsibilities for the CAP Unit are much different than when the unit was created in 2015. In order to **sustain** the work of the CAP Unit, a cross-divisional work group was established to review and revise policy, procedure, and practice to reflect the new model and improve the efficiency, effectiveness, and fidelity of this process.

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<sup>3</sup> Merrimac Juvenile Detention Center is counted as one of the 10 CPP sites; however, it operates a separate program for males and females.

## Bon Air Juvenile Correctional Center

Due in part to the *reduce* initiative of modifying Virginia’s Length of Stay Guidelines for Indeterminately Committed Juveniles (LOS Guidelines), the average daily population (ADP) of youth in direct care decreased from 599 in FY 2014 to 335 in FY 2018. The use of non-JCC alternative placements further *reduced* the number of those youth in a JCC: the ADP in non-JCC alternative placements increased from 8 in FY 2014 to 119 in FY 2018, and the JCC ADP decreased from 591 to 216.

An essential *reform* included the transition of the JCC from an adult correctional model to the Community Treatment Model (CTM), a program that focuses on highly structured, meaningful therapeutic activities, along with consistent staffing in each unit. Youth are able to progress through a phase system based on their behavior, by which they can earn additional responsibilities and privileges—even off-campus trips and furloughs. By 2017, all 18 housing units at Bon Air JCC had converted to CTM. In recent years, data on serious incidents and workers’ compensation claims suggest CTM’s success in reducing violence and improving campus relationships. The rate of aggressive incidents (including resident assaults, resident on staff assaults, fights, and use of force) decreased 4.7% from FY 2014 to FY 2018. Improvements in CTM have continued through additional training and support, including new family visitation practices. Bon Air JCC also established a Student Government Association (SGA). Founded in 2017, the initial SGA consisted of staff-appointed resident representatives from each unit within the JCC. These students provide weekly feedback to the superintendent, and have been involved in other policy initiatives, such as the plan to end punitive isolation. As of 2018, the SGA had conducted its first democratic election, hosted events such as movie nights, youth feedback surveys, group tours, and worked with filmmakers on a documentary film. Additionally, DJJ developed the Athletic Therapeutic Program in 2017, a soccer program that helped decrease gang rivalries in the JCC and engage residents in healthy, prosocial activities. DJJ continues to encourage local volunteers to build healthy, caring relationships with committed youth by offering spaces for weekly programs. Some of the offerings have included: bible studies, game nights, and other evening extracurricular classes.

### Accomplishment Updates

Programming at Bon Air JCC continues to expand in an effort to *reform* juvenile justice practices to improve outcomes and prepare youth for success. The following programs were initiated or expanded:

**Medication-Assisted Treatment (MAT)** - In response to the growing opiate epidemic across the nation, DJJ Health Services began implementation of MAT, designed to help alleviate withdrawal symptoms and psychological cravings by normalizing brain chemistry and body functions, with Naltrexone—specifically, Vivitrol—as the primary agent. The chief physician completed the buprenorphine waiver training and received a waiver number from the Drug Enforcement Agency, which is required to prescribe narcotic medications in a non-opioid treatment program setting. An expert on MAT with transitional age youth served as a consultant and provided training to staff.

In the program, the physician and primary therapist consult to create a plan for discussing MAT as a treatment component option with appropriate residents. Identified residents participate in



the 12-week Cannabis Youth Treatment program during their direct care stay, and in most cases, MAT begins a month prior to release. Health Services and transition staff developed a list of community providers to continue care of MAT residents once released. Thus far, two youth have enrolled in the MAT program.

**Fatherhood Program:** Bon Air JCC collaborated with the Virginia Family and Fatherhood Initiative to provide mentoring services to young fathers because they often lack the skills, experience, and leadership necessary for fatherhood. The Virginia Family and Fatherhood Initiative has a significant and successful community presence and teaches from an evidence-based curriculum addressing a list of topics that men face daily. Bon Air JCC currently has 13 residents enrolled in the program which started in May 2019. The initial program is 12-weeks, but the mentors will continue services for youth upon reentry and offer assistance to their children and families.

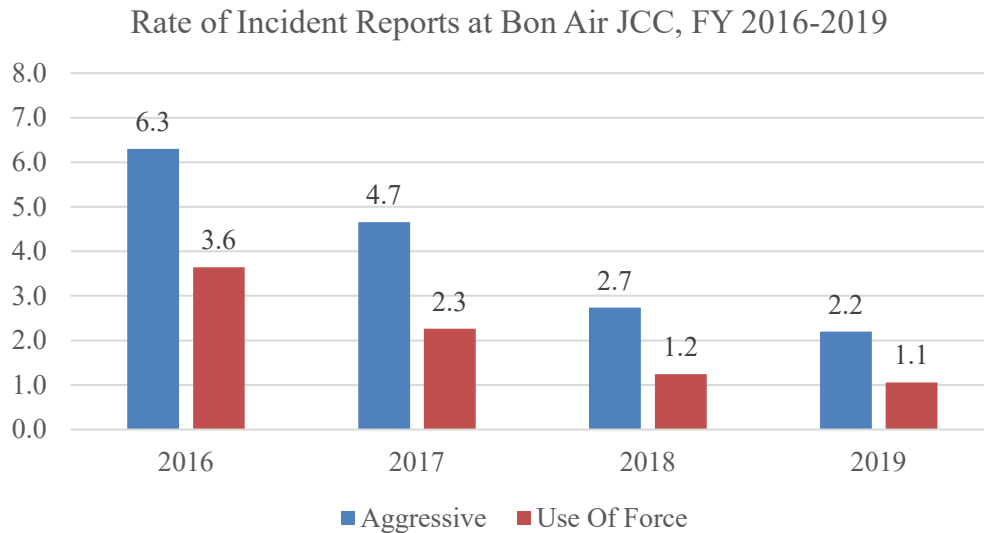
**Experiential Learning:** Residential Services has partnered with Challenge Discovery to provide youth with experiential group learning opportunities based on a shared therapeutic approach to help youth build skills necessary for reentry. In FY 2019, Challenge Discovery worked with staff and youth at Bon Air JCC, focusing on personal connections, managing emotions, and redefining failure through collaborative group activities. During each program, youth and staff have the opportunity to reflect on emotions, behaviors, and group norms to spur conversations, facilitating the youth in their journey to overcome personal struggles. As of June 2019, 238 staff and residents have participated in the program.

**Other Activities:** DJJ strives to create a normalized environment for youth in the correctional environment. Some of the activities and incentives during FY 2019 included: two school dances for residents and staff, a senior class trip to Boomerang Air Sports, and growing a garden.

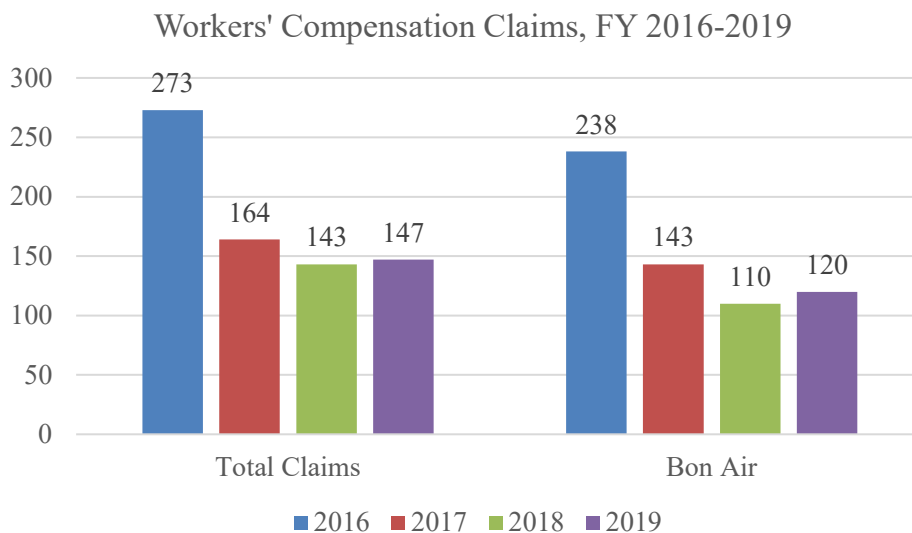
In order to *sustain* the implementation of CTM, DJJ partnered with researchers from Virginia Commonwealth University to study the program and inform practice improvements. Survey and focus group data of both youth and staff provided insight into perceived benefits of CTM, including high feelings of safety and increased family engagement and structured activities. This study also provided information on areas where DJJ can continue to improve to further the effectiveness of transformation efforts, including providing more options for accountability for youth and staff (Cleary & Brubaker, 2019). In addition to this external study, DJJ tracks and monitors unit-based CTM data, with staff receiving feedback and reports on a monthly basis.

The transformation is meant to improve safety of both youth and staff through the *reform* of programming and training, particularly the CTM. Incident reports and workers' compensation claims provide objective measures for evaluating those efforts.

In FY 2019, rates of aggressive incidents (includes resident on resident assaults, resident on staff assaults, resident fights, and use of force by staff) at Bon Air JCC decreased 19.6% since FY 2018 and 65.1% since FY 2016. In particular, use of force incidents decreased 14.9% since FY 2018 and 70.9% since FY 2016. (See graph below.)

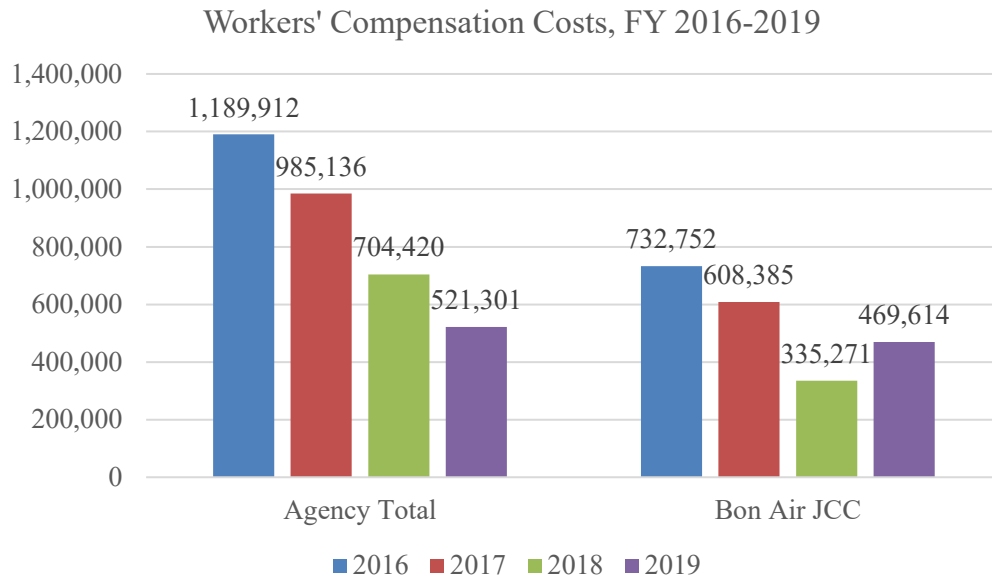


Overall, DJJ also significantly reduced the number of workers' compensation claims since FY 2016. The total number of claims filed decreased from 273 in FY 2016 to 147 in FY 2019, a decrease of 46.2%. Claims from Bon Air have decreased from 238 in FY 2016 to 120 in FY 2019, a decrease of 49.6%. (See graph below.)



*Note.* Workers' compensation claims for Bon Air for FYs 2016, 2017, and 2018 include Beaumont JCC, which closed in 2017.

Similarly, the costs associated with workers' compensation claims decreased 56.2%, from \$1,189,912 in FY 2016 to \$521,301 in FY 2019, with a majority of costs for FY 2019 being associated with Bon Air JCC (\$469,614).<sup>4</sup> (See graph below.) DJJ continues to improve employment training and retention practices in the hopes of further reducing workers' compensation claims and costs.



### Alternative Placements

Establishing non-JCC treatment placements for committed youth helps to *reduce* the use of high-security confinement settings by *replacing* them with appropriate alternatives. Beginning in 2014, DJJ partnered with locally and commission-operated JDCs to establish CPPs, residential programs operated for committed youth within JDCs, which are closer to home for many youth than Bon Air. Housing a youth at a CPP or other alternative program prevents unnecessary disruption in their education, services, and community supports, and makes more efficient use of the resources available. CPPs focus on positive youth development and increasing competency in areas of education; vocational preparation; life, social, and cognitive skills; employability; and anger management. At the end of FY 2018, nine JDCs offered CPPs with a total of 89 dedicated beds. In addition, DJJ residents can transition back to their community prior to release by staying at a detention reentry program in their local JDC for 30 to 120 days prior to release. These programs allow youth to connect to their family and community, apply for and begin a job, and work with a counselor on their transition plan. DJJ reimburses the JDCs for these services. Finally, private alternative placements contracted through the RSCs provide another residential option for committed youth. Between FY 2014 and FY 2018, the direct care ADP decreased from 599 to 335, and the percentage of those youth in a non-JCC alternative placement increased from 1.2% to 35.4%.

<sup>4</sup> Compensation claims may be paid over consecutive years after the claim is originally made.

## Accomplishment Updates

Through continued efforts to *reduce* the number of youth in JCCs by *replacing* the JCCs with appropriate alternatives, availability and utilization of alternative placements has increased. The expansion since the last report included adding one CPP site and additional beds, increasing direct care assessments conducted in JDCs, establishing non-JCC placements for all direct care females, and expanding contracted alternative residential placements. As mentioned previously, there are currently 35 non-JCC options for direct care youth, including 10 CPPs<sup>5</sup>, eight detention reentry programs<sup>6</sup>, nine residential treatment facilities, and eight group homes. As of July 1, 2019, the operating capacity at CPPs was 107 dedicated beds, including the addition of the Northern Virginia CPP site for females. As of August 2019, all committed females are housed at Northern Virginia CPP, Merrimac CPP, or another alternative placement. Northern Virginia Juvenile Detention Center agreed to have no right of refusal and will house any direct care female regardless of committing offense, LOS, or treatment need. In order to continue focusing on transformation, DJJ will continue to establish additional alternative placements across the state in high need localities. The table below displays the capacities of the direct care placement options.

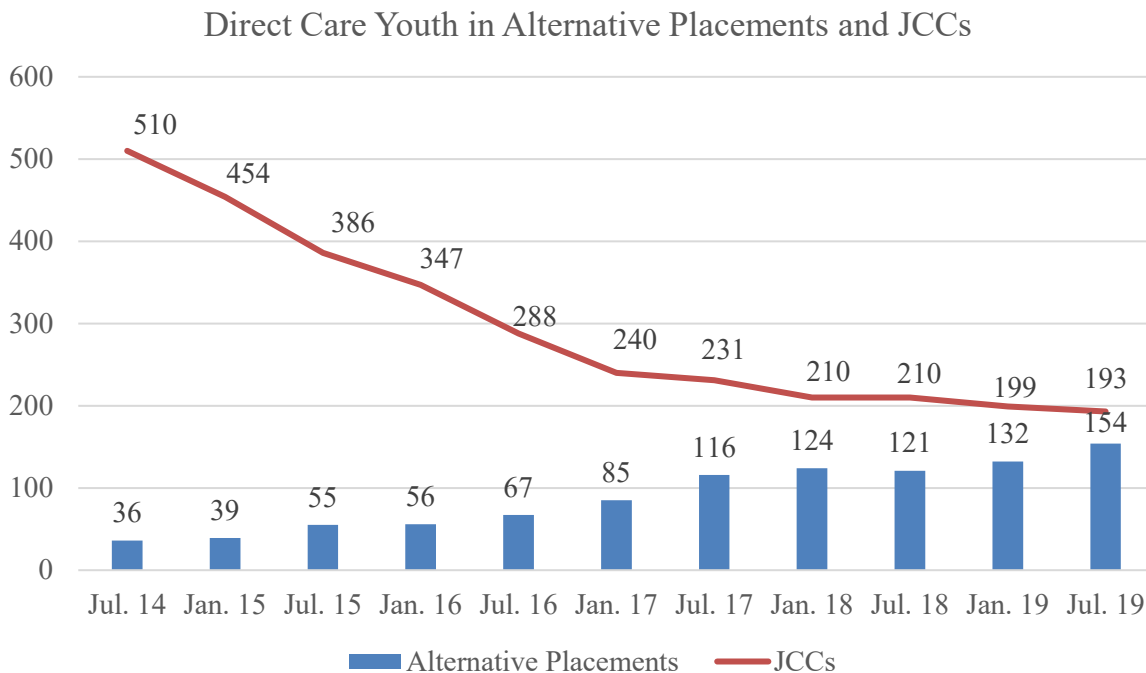
<b>Direct Care Placement Options and Capacities</b>	
<b>Placements</b>	<b>Capacity as of 7/1/19</b>
Bon Air JCC	272
CPPs	107+
<i>Blue Ridge</i>	8
<i>Chesapeake</i>	10
<i>Chesterfield</i>	8
<i>Lynchburg</i>	8
<i>Merrimac – Females</i>	5
<i>Merrimac – Males</i>	8
<i>Northern Virginia</i>	8
<i>Prince William</i>	8
<i>Rappahannock</i>	16
<i>Shenandoah Valley</i>	8
<i>Virginia Beach</i>	20
Contracted Alt. Placements (17)	N/A
Detention Reentry (8)	N/A
Adm./Eval. in JDCs (18)	N/A
<b>Direct Care Total</b>	<b>379+</b>

*Note.* CPPs have the ability to provide additional “floating” beds based on demand. Some placement options do not have set capacities and are listed as N/A.

<sup>5</sup> Merrimac Juvenile Detention Center is counted as one of the 10 CPP sites; however, it operates separate programs for males and females.

<sup>6</sup> An addition detention reentry program is pending at James River Juvenile Detention Center.

The number of youth in alternative placements continues to rise as DJJ expands JDC-based placement options and other alternatives. The average number of youth in non-JCC alternative placements increased from 36 in July 2014 to 154 in July 2019, representing 44.4% of the total direct care population. Youth in a JCC **reduced** by 62.2% in the same timeframe. Of the 325 youth released from direct care in FY 2019, 182 (56.0%) did not enter a JCC. (See graph below.)



*Note.* Alternative placements include CPPs, detention reentry, and other placements in the continuum of services.

Several direct care initiatives also focused on the **reform** principle of the Transformation Plan by ensuring the programs and services provided to committed youth in the alternative placements are evidence-based and effective. In FY 2019, DJJ worked on revisions to the statement of needs and MOAs with the CPPs to ensure programs and services align with DJJ’s transformation and incorporate evidence-based practices. Across CPPs, there has been an increase in family engagement activities to include visitation with multiple family members and natural supports. CPPs also sponsor family days, events/crafts around holidays, family reunification efforts through skill development/counseling, and graduation ceremonies. Most of the CPPs are now serving serious offenders with longer LOSs. As a result, CPPs are expanding post-secondary opportunities for youth. Examples of post-secondary opportunities across the CPPs include hydroponics, masonry, barbering, animal care, dog training, off-campus educational events, online college classes, and partnerships with local community colleges. At Virginia Beach CPP, where a significant number of long-term serious offenders reside, college courses are being taught in the facility by faculty from Tidewater Community College.

DJJ also provides several training opportunities to **sustain** the CPPs efforts to provide enhanced programming, including YASI risk assessment and case planning, Aggression Replacement Training, CTM, and Girls’ Circle. Additionally, all CPPs have embraced quality assurance,



## EDUCATION

The Division of Education operates the Yvonne B. Miller High School and post-secondary programs, providing education for middle school, high school, and post-secondary students. Education administrators, teachers, and staff are licensed by the Virginia Department of Education, with additional support staff licensed by the Virginia Board of Medicine.

Since the implementation of the Transformation Plan, the Division of Education has *reformed* its delivery of educational services and its behavioral approach, which improved student outcomes. The Division of Education worked to train staff in Responsibility Centered Discipline in 2016, followed by the Virginia Tiered Systems of Support model in the 2017-2018 school year (SY) to address both academic and behavior needs of youth for improved student outcomes. By the end of 2018, the Division of Education implemented Tier 1 of Positive Behavioral Interventions and Supports (PBIS), which provides universal supports for students and consistent behavioral management strategies. This program includes a staffed reflection room to provide proactive breaks for students, as well as support for referrals out of class due to disruptive behavior. The fidelity of Tier 1 implementation and use of proactive breaks had a noticeable impact on the number of student removals from the classroom as well as the amount of time out of class, both of which decreased since 2017.

Between SYs 2016 and 2017, the Division of Education trained staff and piloted use of the Measures of Academic Progress assessment to collect data to support a personalized, effective educational approach. The assessment is used to determine initial placement, track student progress, and measure teacher effectiveness. In 2017, the Division of Education used this data to shift to a Personalized Learning Model in which a student's educational path, curriculum, and instruction are tailored to their unique entry point and learning pace. This instruction can be delivered and tracked via digital curriculum. Furthermore, the master schedule was revised to match best practices for content and elective delivery, with residents staying together and moving as a unit for content courses, and as much as possible for electives based on diploma needs. As a result of the implementation of personalized learning and PBIS, even with declining enrollment, there was an increase in graduation/high school completion results and increased Standards of Learning (SOL) scores.

Since 2015, the Division of Education has expanded its options for post-secondary students. This expansion included a new community college course enrollment option at J. Sargeant Reynolds Community College, offering six classes in the areas of business and entrepreneurship. Twelve industry certification courses, paid apprenticeships, and numerous enrichment courses are offered. The Division of Education also coordinated post-secondary programming options at all nine CPPs by establishing and strengthening partnerships with community businesses and schools to provide programming based on opportunities across the locality. Support provided to CPPs has included tuition to local community colleges, increased course offerings, and necessary equipment.

Yvonne B. Miller High School offers several assessments for students in order to increase their skills in the workplace:

- **W!SE<sup>7</sup> Financial Literacy Certification Test:** Provides high school students with access to financial education and the opportunity to become certified financially literate.
- **Workplace Readiness Skills:** The 21 essential workplace readiness skills were identified by the Commonwealth of Virginia and prepares students for entry into the workforce.
- **ServSafe<sup>®</sup> Food Manager Exam:** A food and beverage safety training and certificate program administered by the National Restaurant Association that prepares students to work in the food industry.
- **ManageFirst<sup>®</sup> Customer Service Exam:** Teaches practical competencies needed to face real-world challenges in the industry, including interpersonal communication, ethics, accounting skills, and more.

### Accomplishment Updates

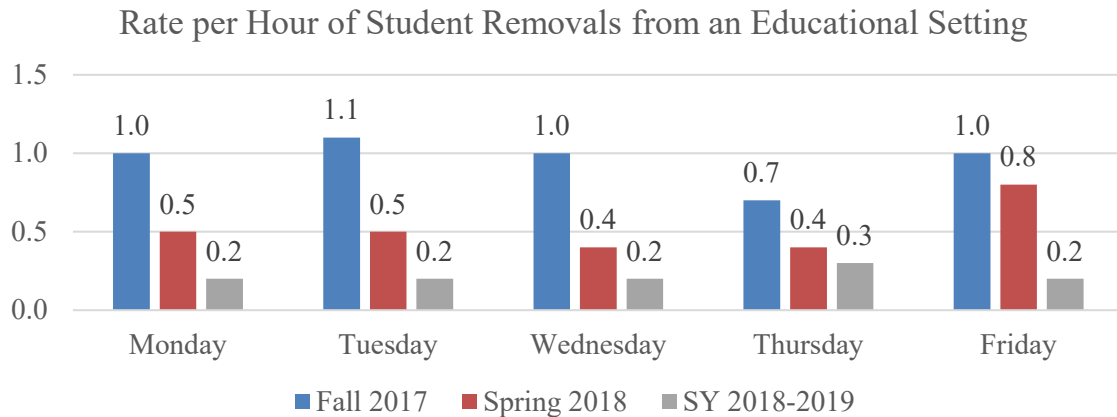
Continuing the *reform* of educational programming, the Division of Education began using digital curriculum delivery, providing access to more course offerings across a wider range of disciplines for students. New programs on self-advocacy, disability awareness, and self-determination were piloted to create a more inclusive and effective environment for students with special needs. Parent participation during meetings for students with disabilities doubled (14% to 29%). Existing partnerships were strengthened to expand post-secondary industry certification classes and increase student enrollment by 78%. Due to expanded opportunities, post-secondary students obtained 288 industry credentials/certifications. Four registered apprenticeship programs for post-secondary students were established, which will result in nationally recognized credentials. Additionally, the Yvonne B. Miller High School and post-secondary staff collectively had an average score of 73% on the PBIS Tier 1 classroom fidelity tool.

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<sup>7</sup> Working in Support of Education



In an effort to fully engage and support youth in education, the Yvonne B. Miller High School provides a safe space for youth to take proactive breaks from class. During SY 2018-2019 reflection room staff provided 437 proactive breaks from class to students, which was more than twice the 190 referrals out of class due to disruptive behavior. The total number of referrals out of class decreased by 68%, and the total duration of time out of class decreased by 79% compared to the previous school year. (See graph below.)



*Note.* Fall 2017 depicts rates of student removals from the classroom, prior to PBIS implementation. During this time, at least one student per hour was being referred out of class. Following PBIS implementation, a decrease in referrals out of class occurred across all days of the week for the remainder of SY 2017-2018. An average decrease of 78% in referrals per hour across days of the week was observed from the fall of 2017 to the end of SY 2018-2019. The population census on the first day of school was 202, and on the last day of school was 192.

Through the partnership with the Community College Workforce Alliance, the Division of Education was able to expand industry certification classes and increase student enrollment by 78%. DJJ is also able to creatively present new learning opportunities to post-secondary students that will better equip students to be fully prepared in acquiring and maintaining employment. This year, DJJ expanded course offerings to a total of 12 industry certification courses. The table below displays the number of credentials or certifications earned by semester and overall for SY 2018-2019.

<b>Student Credentials/Certifications Earned</b>			
<b>Credential/Certifications</b>	<b>Fall Semester</b>	<b>Spring Semester</b>	<b>SY 2018-2019</b>
Barbering	11	5	16
Graphic Design/Sign Writer	8	9	17
Upholstery	5	9	14
Industrial Sewing Machine Operator	8	14	22
Culinary Arts (ServSafe®)	7	0	7
Culinary Arts (Manage First®)	7	0	7
Fitness (CPR/First Aid)	61	0	61
OSHA w/ Flagger	5	62	67
Microsoft Office	0	6	6
Comptia A+	0	8	8
NCCER Core	0	10	10
Certified Logistics Associate	0	53	53
<b>Total</b>	<i>112</i>	<i>176</i>	<i>288</i>

The Division of Education offers students an opportunity to increase their earning potential and gain job security by taking college classes and working toward obtaining a degree. Through a partnership with J. Sargeant Reynolds Community College, DJJ offers a total of six classes in the areas of business and entrepreneurship. Although DJJ had an increase in the number of students interested in industry certifications, student enrollment for college courses held at 47. The table below displays enrollment by semester and overall for SY 2018-2019.

<b>Enrollment in J. Sargeant Reynolds Community College Courses</b>			
<b>College Courses</b>	<b>Fall Semester</b>	<b>Spring Semester</b>	<b>SY 2018-2019</b>
Principles of Supervision	0	11	11
Introduction to Business	16	4	20
Introduction to Marketing	4	2	6
Sales & Marketing	6	0	6
Entrepreneurship	0	4	4
<b>Total</b>	<i>26</i>	<i>21</i>	<i>47</i>

*Note.* Students are enrolled in Human Resource Management during SY 2019-2020.

The Division of Education offers students the opportunity to enroll in enrichment classes. These classes are designed to extend beyond the classroom experiences, providing a deeper connection between the classroom and life skills. This year, DJJ added fun and creative programs that intrigued student interests in the areas of video and music production. Due to the expansion of enrichment classes, DJJ was able to increase student enrollment by 24%. The table below displays student participation by semester and overall for SY 2018-2019.

<b>Student Participation in Post-Secondary Enrichment Courses</b>			
<b>Courses</b>	<b>Fall Semester</b>	<b>Spring Semester</b>	<b>SY 2018-2019</b>
Music Production	26	32	58
Music (Vocal)	12	7	19
Music (Instruments)	12	7	19
Video Production	45	29	74
Photography	39	41	80
Set Design Art	17	11	28
3D Art	0	23	23
Fashion Evolution Art	21	0	21
Skills USA	19	15	34
Essential Skills for Men	0	22	22
<b>Total</b>	<i>191</i>	<i>187</i>	<i>378</i>

In addition to educational services at Bon Air JCC, the Division of Education supports the CPPs by providing resources and opportunities to the post-secondary students for the purpose of continuing education after receiving a high school diploma or GED® certificate. Through partnerships with community businesses and schools, as well as collaboration with CPP staff, DJJ is able to assess the needs of students, research jobs and college programs in each locality, and explore the appropriate program options for post-secondary students. A funding process has been created to support and address the needs of every student in a timely manner. A system of checks

and balances has been established to ensure that resources are equitable across CPPs. The table below describes the individualized partnerships with each CPP.

<b>Post-Secondary Program Partnerships with CPPs</b>	
Blue Ridge	Tuition for Piedmont Valley Community College; Laptops; OSHA; Mental Health Class; Drivers Education
Chesterfield	Tuition for John Tyler Community College; Laptops
Merrimac	Life Skills Curriculum; Cosmetology Kits; Food Handlers Certification; OSHA; Laptops; Tuition for Thomas Nelson Community College
Prince William	Tuition for Northern Virginia Community College; Laptops
Shenandoah	Hydroponics; Food Skills; Laptops
Virginia Beach	Hospitality/Tourism Program; Vocational Training Videos; Laptops; Driver Simulator; Online Fitness Trainer; Barbering Program; Business and Entrepreneurship Program; Job Training Skills Program
Lynchburg	Welding Simulator; Virtual Job Shadow; Laptops; Tuition for University of Phoenix; Wellness and Nutrition; Drivers Education
Rappahannock	ServSafe®; Tuition for Germanna Community College; Tuition for Northern Virginia Community College; Tablets; Laptops; CPR/First Aid; Electric Wiring; Food Handler; OSHA
Chesapeake	Tuition for Tidewater Community College

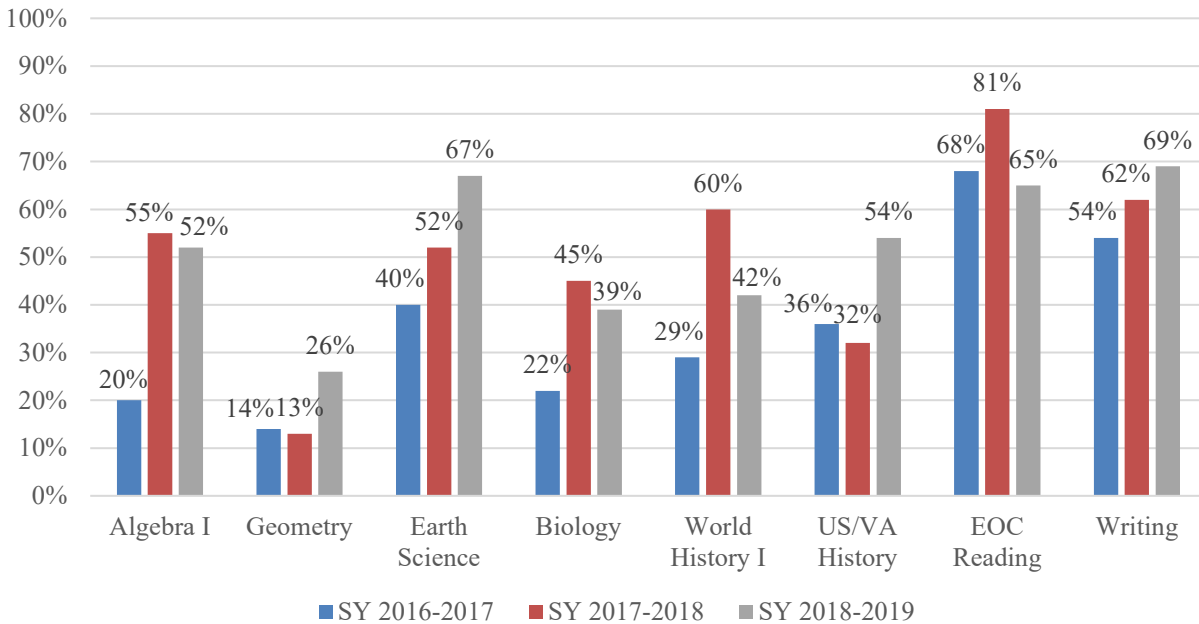
*Note.* A tenth CPP in Northern Virginia opened in July 2019 to serve females. Online college courses are available through Northern Virginia Community College as of Fall 2019.

In the past year, the Division of Education worked toward *sustain* initiatives by focusing on staff leadership, hiring, training, and support practices. A model of distributed leadership was utilized for the 2018-2019 SY. This resulted in classroom staff and support specialists receiving performance feedback from their evaluators that was specific, timely, consistent, and useful. By providing a high level of support to educators, they are able to provide quality instruction and support to the youth they serve.

The Division of Education has worked to purposefully hire staff and teachers to develop a culture that supports staff, students, and teachers. In FY 2019, several professional development trainings were offered and individualized to enhance staff strengths specific to their roles. The percentage of courses taught by licensed and properly endorsed instructional personnel steadily increased since SY 2016-2017 from 75.5% to 93.4% in SY 2018-2019.

As transformation work continues, the Division of Education monitors outcomes such as SOL pass rates, workplace assessment pass rates, high school graduation rates, and career and technical education (CTE) completion rates. The graph below displays the SOL pass rates by subject and SY; the table below displays pass rates for CTE credentials.

SOL Pass Rates by Subject and SY



Overall Pass Rates for CTE Credentials			
Course	Assessment	2017-2018 Pass Rate	2018-2019 Pass Rate
Economics and Personal Finance Principles of Business and Marketing Introduction to Marketing	WISE	72%	59%
Advertising Design I Advertising Design II	Workplace Readiness Skills	64%	50%
Introduction to Culinary Arts Culinary Arts I, part I Culinary Arts I, part II	ServSafe® Food Manager Exam	44%	N/A
Culinary Arts I, part II	ManageFirst® Customer Service Exam	100%	N/A

Note. ServSafe® Food Manager Exam and ManageFirst® Customer Service Exam were not administered in the 2018-2019 SY. CTE enrollment and pass rates decreased in part due to teacher staffing levels during the 2018-2019 SY; plans are currently underway to organize CTE courses with post-secondary courses in order to improve efficiencies and expand offering to students at all levels of education.

With regard to high school completion rates, for SY 2018-2019, 87.2% of eligible high school seniors graduated. This is slightly lower than graduation rates for SY 2016-2017, when 90.4% of eligible seniors graduated, as well as SY 2017-2018 when 91.7% of eligible seniors graduated. The table below displays the number of youth completing high school credentials during the last three SYs.

<b>Division of Education High School Completions</b>			
<b>Credential</b>	<b>SY 2016-2017</b>	<b>SY 2017-2018</b>	<b>SY 2018-2019</b>
Advanced Studies Diploma	1	0	1
Standard Diploma	22	41	35
Modified Standard Diploma	2	N/A	N/A
Applied Studies Diploma	3	8	3
Penn Foster High School Diploma	14	16	15
GED <sup>®</sup> Certificate	18	12	17
<b>Total</b>	<i>60</i>	<i>77</i>	<i>71</i>

## FAMILY ENGAGEMENT

In 2015, DJJ partnered with the Annie E. Casey Foundation, Justice for Families, and the Vera Institute of Justice to analyze DJJ's family engagement needs. The analysis found that, prior to transformation, many of DJJ's practices were not aligned with existing research that shows family engagement as critical for the ongoing success of youth during their commitment and transition back into the community. For example, 73% of DJJ's committed youth lived more than one hour from their placement. In addition, visitations were routinely denied as a disciplinary sanction, and visitation was only available to legal family members, separating youth from other caring adults and mentors who could assist in the youth's transition back to the community.

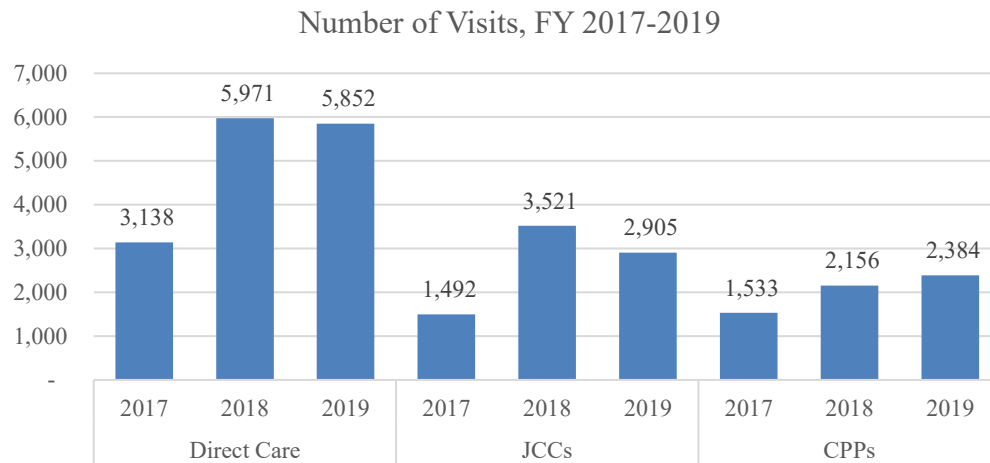
In addition to the Transformation Plan's emphasis on keeping youth close to home and providing programming and residential options within their own communities, DJJ responded to these problems with several new *reform* initiatives to enhance family engagement. In 2016, DJJ partnered with Assisting Families of Inmates to establish a free transportation initiative with pickup sites throughout the Commonwealth. This program expanded to additional sites in 2018 and has resulted in a significant increase of family members visiting committed youth. DJJ also expanded its video visitation program. In 2016, DJJ's procedures on family visitation were revised to (1) allow natural supports to visit, encouraging mentors and other non-family community representatives to stay engaged with a committed youth, and (2) prohibit the loss of visitation as a disciplinary sanction. In 2017, DJJ held its first "Family Day" in at least five years at Bon Air JCC. Over 300 family members were able to spend time with youth outside, participating in activities together. Bon Air Family Days were planned quarterly through 2018.

In order to *sustain* these family engagement efforts, DJJ hired a Family Engagement Coordinator in July 2017. In April 2018, DJJ hired a part-time employee to fill the role of Family Advocate. The Family Advocate's role is to be a voice and support for families of youth in DJJ's care. The Family Advocate draws from experience with the system to help others navigate the system and provide DJJ with family perspectives in policy and procedure updates. In 2017, the Family Engagement Subcommittee began crafting a strategic plan to build a Family Support Network.

### Accomplishment Updates

In FY 2019, 1,691 individuals took advantage of the transportation program to visit youth at Bon Air JCC, increasing from 1,217 riders in FY 2017 and 1,193 riders in FY 2018. Pickup sites have included Charlottesville, Chesterfield, Danville, Franconia/Springfield, Hampton, Henrico, Lunenburg, Lynchburg, Manassas, Newport News, Norfolk, Nottoway, Petersburg, Portsmouth, Prince George, Richmond, Roanoke, Springfield, Virginia Beach, Winchester, and Woodbridge, and are adjusted based on need.

Additionally, several units at Bon Air JCC piloted a new style of in-unit family visitation, which allows families to engage in the CTM process and encourages a community atmosphere. These in-unit family visitations provide an alternative method of family involvement intended to provide a different yet meaningful and productive experience. In FY 2019, the facility-wide Family Days were reduced from four to two in favor of these smaller visits. The number of visits for direct care youth overall remained steady in FY 2019, increasing in CPPs and decreasing in the JCC. DJJ continues to work to determine which types of events and strategies optimize family engagement. The graph below displays the number of visits by FY, and the table below displays the number and rate of visits and visitors for FY 2019.



*Note.* Counts for JCCs and CPPs do not add to the overall because visits in other placement options are not displayed separately but are included in the total.

Visits in Direct Care, FY 2019					
Facility	ADP	Visits	Visitors	Rate of Visits	Rate of Visitors
Bon Air JCC	201	2,905	5,498	14.5	27.4
Adm./Eval. In JDCs	35	503	753	14.4	21.5
CPP	86	2,384	3,994	27.7	46.4
Contracted Placement	13	2	5	0.2	0.4
Detention Reentry	2	40	69	20.0	34.5
<b>Total</b>	<b>338</b>	<b>5,852</b>	<b>10,338</b>	<b>17.3</b>	<b>30.6</b>

*Note.* Recorded visits for youth not in direct care are not included. One visit may involve multiple visitors. Rates were calculated by dividing the visits/visitors by the ADP. The ADP will not sum to the total due to rounding.

The Family Engagement Coordinator continues to coordinate Family Engagement workgroup meetings to provide an opportunity for families to offer feedback and recommendations to DJJ staff. Meetings are held monthly at Bon Air JCC, in coordination with the existing visitation schedule. As mentioned earlier and in response to the desire for families to have an advocate with system experience, DJJ partnered with a parent formerly involved with the Virginia juvenile justice system to create a Parent Advocate role to provide families with support, resources, and a voice with related experience. The Family Engagement Coordinator and the Family Advocate are continuing to work with families to build the Family Support Network.

## REENTRY

A major element of DJJ's transformation has focused on *reforming* the reentry of committed youth back to their communities. With shorter LOSs, it is important to coordinate the reentry process for youth more efficiently and effectively. After receiving an initial Second Chance Act Reentry Planning Grant from the federal government in 2014, DJJ analyzed existing practices and developed a plan to *reform* its reentry program. In 2015, Virginia was one of only three states to receive a federal implementation award of over \$700,000 to put its integrated reentry system into practice.

Using the principle that “reentry begins on the first day of commitment,” a team of DJJ staff worked together to overhaul the Reentry Manual in 2016, which now includes joint procedures for staff in assessment, treatment, transition, and reentry of committed youth. In 2016, DJJ held its first annual Reentry Summit with staff from all related divisions. Some of DJJ's most innovative reentry practices are achieved through agency partnerships that streamline the transition process for youth:

- **Virginia Department of Social Services** worked with DJJ to develop specialized plans for youth who come to DJJ from foster care. In 2017, the MOA between departments was revised to include the *Fostering Futures* program, which provides financial, housing, and educational assistance to young adults (ages 14-25) aging out of official foster care.
- The **Department of Medical Assistance Services** supported DJJ in helping youth apply for Medicaid health insurance prior to their release, including acting as a liaison for local departments of social services and eligible youth on their applications.
- **Virginia Local Workforce Development** created Shared Network Access Point (SNAP) sites at certain CSUs and CPPs, where youth can participate in career exploration sessions, get job search assistance, and develop financial literacy skills.
- The **Department of Motor Vehicles** allows the learner's permit test to be administered to committed youth at Bon Air JCC. Non-driving photo IDs are available for youth and are processed through DMV2Go.
- In 2018, DJJ entered into an MOA with the **Virginia Department of Corrections (VADOC)** to provide instruction and guidance on how each department can best support the transition of youth with blended sentences and/or VADOC placements who will go directly from DJJ care to VADOC supervision.

### Accomplishment Updates

Continuing the *reform* of reentry practices, the Cover Virginia Incarcerated Unit was established in response to a 2017 report to the General Assembly recommending streamlining of the Medicaid application/enrollment process for incarcerated individuals. DJJ's reentry advocates submit applications for eligible youth to the Cover Virginia Incarcerated Unit prior to release. The process has resulted in applications being processed in a timelier manner to prevent a gap in coverage at release.

Successful reentry depends on a youth's ability to remain in the community safe and productive. DJJ is working with its community partners to help reduce violence in communities and to provide resources for families and youth involved in DJJ's system. During the summer of 2019, the city of Richmond's police department and the Attorney General's office is collaborating with Bon Air to



provide the LIFE program curriculum to youth who are committed on firearm related charges and are returning to Richmond or Chesterfield upon reentry. The goal of this initiative is firearm reduction in the community through building healthy, trusting relationships. The kick-off to this eight-week pilot program was a basketball competition between the police department and Bon Air JCC residents. Ten residents were enrolled in the program. The culminating event involved a closing program where the participants shared lessons learned to an audience of fifty or more guests. As with the opening session, they closed with a basketball game with the officers. Governor Ralph Northam and Richmond Mayor Levar Stoney participated in the closing events.

## SUPPORT SERVICES

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Once Transformation was underway, DJJ recognized the need to prioritize *sustaining* the new initiatives and progress. DJJ is committed to maintaining safe, healthy, inclusive workplaces; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning procedures, policies, and resources to support the team in meeting the goals of transformation. In addition, DJJ recognizes the importance of tracking data comprehensively and accurately in order to effectively assess the implementation and outcomes of these transformed practices.

### STAFF, TRAINING, AND COMMUNICATIONS

Supporting staff through training, communication, and effective HR practices helps to *sustain* DJJ's Transformation work. Since 2016, the Division of Human Resources (HR) has undergone its own transformation, with a focus on two primary areas. First, HR developed a new salary administration plan and realigned the compensation of nearly 300 employees, which had an immediate impact on improving the retention of probation officers. Alongside these adjustments, leaders in both HR and Residential Services worked together to create a formal retention plan for positions with high turnover. Second, HR automated and streamlined certain elements of the recruitment process, resulting in reduced time required to fill each position and an overall lower vacancy rate.

In addition, the DJJ Training Unit moved from a generalized training plan to specializing all trainee coursework into three main focus areas: Organizational Development (leadership); Community Programs, which developed an entirely new comprehensive *Basic Skills for Caseworkers* program focused on CSU staff; and Residential Services, is developing a new curriculum for JCC workers and added a new Safety Officer trainer position effective in 2017. In addition to these internal changes, DJJ launched the Justice Transformation Institute (JTI) in early 2016 with the help of Justice System Partners, a consulting entity originally introduced to DJJ via the Annie E. Casey Foundation. JTI training includes four months of coursework for DJJ supervisors on management and leadership, cultural competence, and data-driven decision-making. By the end of 2018, a total of 117 DJJ leaders had completed this coursework.

Finally, the Public Information Officer (PIO) holds a unique position as the agency's lead communications liaison. The PIO ensures that the public and the agency's own employees stay well informed about—and often inspired by—the extraordinary, life-saving work DJJ employees do every day. The PIO accomplishes this through the use of employee newsletters, maintaining and posting relevant news and images to DJJ's Facebook and website, encouraging positive media coverage of agency programs and successes, and responding to media requests. The PIO worked with various managers to develop several internal staff newsletters since 2016 to keep staff informed of DJJ's mission and accomplishments, including *EduTopics* focusing on the Division of Education, *Circle-Up* highlighting positive news from the Division of Residential Services, and *CSUnity* covering updates from the Division of Community Programs. These newsletters help unite employees across DJJ in the mission and vision of DJJ's work and provide an extra avenue to refresh staff on important practices.

## Accomplishment Updates

### Human Resources and Retention

During FY 2019, HR worked extensively to *sustain* transformation efforts beginning with filling two key vacancies on the HR team—the Director and the Employee Relations/Equal Employment Opportunity Manager. With these two critical positions in place, HR is improving its customer service efforts at both Bon Air JCC and in the CSUs to better understand and meet agency needs. HR is working to strengthen and improve collaboration with other DJJ divisions, including the Training Center, Risk, Policy & Planning, Accounting, and others to better serve employees and support the agency’s transformation efforts.

The HR team continues to streamline recruiting efforts for DJJ, with goals to reduce the “time to fill” for key vacancies. There have been significant changes to the way DJJ recruits, particularly for the Resident Specialist I position. The recruitment events are in the residential facility rather than at the training center to allow greater facility involvement in hiring decisions. HR is working to align recruiting practices with overall agency strategy.

DJJ has worked to improve its employee retention efforts by ensuring that agency compensation practices are fair and competitive. In FY 2019, HR embarked on a comprehensive overhaul of its compensation and classification practices. In the Division of Community Programs, three salary alignment studies were conducted with approximately 800 positions (including Probation Officers I and II, Probation Officer Managers I and II, and Administrative and Office Specialists II and III), and a number of employees were deemed to be misaligned and received salary adjustments. Two studies were also conducted (over 100 positions) in the Division of Residential Programs, with more planned in FY 2020. Finally, compensation reviews also included a division-wide review of over 100 roles in the Division of Education, and included a comprehensive review of organizational structure, pay practices, classification, and salary alignment. This review resulted in the reclassification of roles, salary adjustments, and development of a master plan for pay in the Division of Education. These alignments were a critical move in efforts to retain staff and invest in more training and skill development.

In addition to salary alignments, the Division of Community Programs reviewed CSU staffing patterns to ensure that adequate supervisors were deployed across CSUs to provide the proper guidance. To further reinforce and invest in staff, the division continues to work on a career progression plan with a targeted implementation by FY 2021.

During 2019, the agency overhauled the curriculum for “Human Resources Essentials” training and is developing new modules to reflect updated Department of Human Resource Management policies, including its reformed hiring and compensation policies and the new “Civility in the Workplace” policy.

### Training

DJJ Training & Organizational Development continued to expand its services in 2019 while maintaining the regulatory and foundational training programs that support DJJ’s core mission. This unit continues to support the transformation through staff development, both in educational

and skill-based learning opportunities. A new curriculum was established, the HR Essential Skills for Supervisors, which focuses on practical information exchange and situational/scenario-based active engagement. Professional development of supervisors continued through the Frontline Leadership and Emerging Leaders programs. Another new feature this year is the certification of academy staff in mediation and the introduction of Mediation and Conflict Coaching for agency units. This service led to referrals from throughout the agency and consultations with over a dozen individual work units in FY 2019. This effort determined the need to identify additional staff to obtain certification in mediation to expand this service. Organizational Development is also a part of the JTI Steering Committee, preparing to incorporate aspects of JTI training into the agency's leadership development program.

Not only is DJJ leading the way in juvenile justice reform and staff development, but also in the introduction of new and greener technology at its facilities. The Virginia Public Safety Training Center, located in Hanover, added a 300-kilowatt ground mounted solar array capable of providing over a quarter of the facility's energy needs. Through this facility, DJJ strengthens not only its ability to train and develop its own workforce, but also the overall emergency response capabilities of the Commonwealth.

In Residential Services, eight Basic Skills academies were held for both direct care and non-security/support staff. In total, 100 new JCC staff benefitted from this training. Additionally, the academy provided 18 weeks of required "refresher" training serving the needs of 460 residential employees. DJJ Residential Training collaborated with the Quality Assurance (QA) Unit to assess and improve the trainee experience and academy service delivery.

The Community Programs training team launched a comprehensive training program to meet the needs of all caseworkers, including sessions for intake, probation, parole/residential counselors. The four sessions held throughout the year provided training to 88 DJJ caseworkers. The team facilitated 22 training sessions across the state for the rollout of SDM, reaching 589 DJJ and local CSU employees. To bolster the sustainability of its services, they established a CSU training advisory group, with statewide representation, to guide future development initiatives.

In the fall of 2019 and spring of 2020, the last two sessions of the JTI will occur. JTI will have provided eight iterations of the course over a three-year period. Justice System Partners and JTI developers will train selected DJJ staff to deliver the JTI curriculum going forward. The JTI curriculum will be embedded into DJJ's organizational development training course offerings, and the course will be offered on an ongoing basis.

## **Communications**

The PIO worked on several projects in FY 2019, including creating 14 newsletters across DJJ, including *What's Working/On Board* – A newsletter prepared on behalf of the DJJ director that highlights one exceptional project and/or employee (seven issues); *DJJ Forum* – the newsletter where "DJJ employees gather to celebrate their successes and victories," a compendium of news "briefs" from field offices around the Commonwealth highlighting teambuilding efforts, honors received by individual employees, etc. (three issues); *CSUnity* – a newsletter geared specifically toward CSUs (one issue); *EduTopics* – a newsletter prepared for employees of DJJ's education

unit (one issue); *Residential Circle-Up* – prepared for employees of DJJ’s Residential Division (one issue); and *The Lead Story* – DJJ’s newest newsletter, requested by the DJJ Leadership Network, sent to employees who have completed DJJ’s Emerging Leaders training and/or Justice Transformation Institute training and features articles about effective leadership (one issue). In addition to newsletters, the PIO designed and created a recruitment video for Resident Specialists and updated and redesigned recruitment flyers for various DJJ positions.

## MONITORING AND EVALUATION

Monitoring and evaluating the initiatives of the Transformation Plan is an important component of **sustaining** progress and informing improvements. Since transformation began, DJJ created several new positions for data tracking. In 2016, DJJ hired two grant-funded wage employees to create manuals for the existing data system, BADGE<sup>8</sup>, and identify needs for system revisions. In 2017, a Business Systems Analyst position was created to oversee the technological needs of the department and improve BADGE functionality for users. In 2017 and 2018, the Application Development Team made significant revisions to the BADGE internal information system to improve DJJ’s information technology capabilities, including developing a mobile platform; adding additional fields and status options for absconders, trauma scores, SDM, and detainments; and upgrading the secure data transfer process with the Supreme Court of Virginia. In addition to these technological changes improving data collection, DJJ has invested in quality research and data analysis.

The Research Unit worked to evaluate transformation initiatives on an ongoing basis, including an analysis of Virginia’s rollout of CTM through a partnership with Virginia Commonwealth University; an evaluation of DJJ’s expansion of a full continuum of services through a partnership with Child Trends, data collection for which continues until 2022; continued monitoring of adherence and trends relating to the LOS Guidelines modifications; and a partnership with the Virginia Longitudinal Data System, a statewide interagency data collection system. These studies help DJJ refine its practices according to evidence-based outcomes.

Lastly, in 2016, DJJ established the Quality Assurance (QA) Unit to monitor the integrity and success of contracted interventions utilized by DJJ across the state, providing oversight and comprehensive reviews, assessments, and reports to ensure adherence to best practices, fidelity to evidence-based models, and compliance to contract requirements. With the overarching mission to sustain DJJ’s transformation, the QA Unit has embraced a 360° approach with an initial focus on establishing baseline data around processes and practices. In 2018, the QA Unit conducted regional focus sessions with the CPPs to discuss quality assurance, how to build a culture of quality services, and begin to develop the CQI plans and performance measures. The QA program specialists conduct performance-related, strengths-based monitoring of contracted providers and assist in developing individualized continuous quality improvement plans to ensure the programs align with best practice, the Risk-Needs-Responsivity model, and DJJ’s strategic framework. The program specialists analyze data to track performance measures, identify program strengths and weaknesses, and ensure services are tailored to meet the needs of youth being served. The QA Unit provides support and advocacy to promote ongoing system changes across DJJ.

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<sup>8</sup> Balanced Approach Data Gathering Environment

## Accomplishment Updates

DJJ is committed to better decision-making strategies and is updating data tracking methods to align with these goals and *sustain* transformation accomplishments. Several updates were made in BADGE to improve data accuracy and tracking as well as provide an easier experience for staff to update and use youth records, including the following:

- SDM fields added based on feedback from the pilot phase
- Caseload statuses added or modified to align with the SDM levels
- Contact compliance reports updated to reflect changing business practice
- CPP service codes added to allow better comparisons between JCC and CPP youth
- Contact options modified to ensure appropriate individuals were involved in reentry planning meetings
- Ethnicity (Hispanic/Latino) changed to a mandatory field to align with best practices and improve tracking of racial and ethnic disparities
- The "Fostering Futures" petition (Petition for Approval of Voluntary Continuing Services and Support Agreement) added for youth who turn 18 while in foster care and (i) wish to continue with foster care services or (ii) who opted out of services and wish to opt back in
- A pre-adjudication version of the YASI tool added for use in the SDM process
- YASI Caseworks module modified enhance functionality and improve scoring fidelity

During FY 2019, the Division of Residential Services Quality Monitoring and Implementation Team met with various stakeholders to revise the CTM manual and identify staff training needs. A new data collection module for CTM is in progress based upon the revisions to the manual and the needs of staff and management.

In addition to improved internal data tracking, DJJ is working to better leverage data through its partnership with the Virginia Longitudinal Data System, which connects data across 11 participating agencies/organizations and then provide de-identified datasets to researchers. The interagency information-sharing program will enable DJJ to better understand justice-involved youth, including study topics such as cross-system involvement, educational outcomes (including post-secondary education), and employment. As of August 2019, DJJ contributed over 19 years' worth of data involving nearly 743,000 youth and submitted its first research proposal to study the characteristics of youth involved with both DJJ and the Department of Social Services. Information learned from the Virginia Longitudinal Data System will assist in informing efforts that will best meet the needs of youth involved with multiple agencies.

In addition, DJJ partnered with Child Trends, a Washington, D.C.-based consulting firm, to evaluate via federal grants the implementation of the RSC Service Delivery Model as well as DJJ's reentry efforts. DJJ is currently working closely with Child Trends to inform the study's aims and monitor progress. As the studies continue, Child Trends will provide findings and recommendations to DJJ in order to *sustain* and improve programming, procedures, and practices.

Finally, the QA Unit monitors programming across DJJ to ensure quality in practices throughout the system. In FY 2019, the QA Unit continued to refine the individual CQI plans for each CPP and integrated quality assurance into the contract oversight/monitoring process through a new statement of needs and MOA. A monitoring process was developed to provide an integrative approach regarding contract compliance and quality assurance. Additionally, DJJ partnered with

Vanderbilt University through a MOA to bring a quality assurance tool, the Standardized Program Evaluation Protocol (SPEP™), to Virginia. In the next year, SPEP™ implementation will be underway.

Performance measures were developed and implemented for the RSCs, and DJJ and the RSCs are collaboratively building a formal and comprehensive quality assurance plan with a variety of CQI activities to be implemented during the next year. One notable quality assurance activity is the development of logic models for each offered service to ensure that service provision targets risk factors that are directly related to youths' delinquent behavior and therefore most likely to change behavior, reduce recidivism, and improve outcomes.

The QA Unit is also working to *sustain* staff by conducting an internal, ethnographic evaluation of hiring, training, and onboarding processes for Resident Specialist I positions at Bon Air JCC to identify possible strategies to help improve the vacancy rate for these positions.

## **PARTNERSHIP WITH ANNIE E. CASEY FOUNDATION**

The Annie E. Casey Foundation has been a crucial partner in DJJ's transformation efforts since 2014. The Annie E. Casey Foundation's ongoing support has provided DJJ with added capacity, expertise, and resources to both maintain day-to-day operations and reform and implement new practices. From 2014 to 2018, the Annie E. Casey Foundation provided more than \$3.7 million in direct technical assistance and funds, and helped DJJ secure many of the grants that made transformation possible. The Annie E. Casey Foundation's assessment of the direct care system was crucial to the *reforms* in DJJ's residential services. The Annie E. Casey Foundation's staff and resources have also been instrumental in designing and implementing many of the most important elements of the transformation: CTM, reentry, JTI, the RSC service delivery model, SDM, LOS Guidelines, the SGA, and the family engagement initiatives. In addition, the Annie E. Casey Foundation provided increased visibility for DJJ's transformation efforts through national platforms such as the Juvenile Detention Alternatives Initiative National Conference and the National Governor's Association. The Annie E. Casey Foundation's partnership and ongoing support have allowed DJJ to become a true national model in juvenile justice.

The Annie E. Casey Foundation has focused on providing support to *sustain* many of the transformation efforts. Consultants have provided resources and feedback to assist staff across divisions to align performance measures, data collection, and quality assurance methods to track transformation outcomes. With the assistance from the Annie E. Casey Foundation, quality assurance is being imbedded to ensure fidelity to process and programming across divisions.

## ADDITIONAL REPORTING REQUIREMENTS

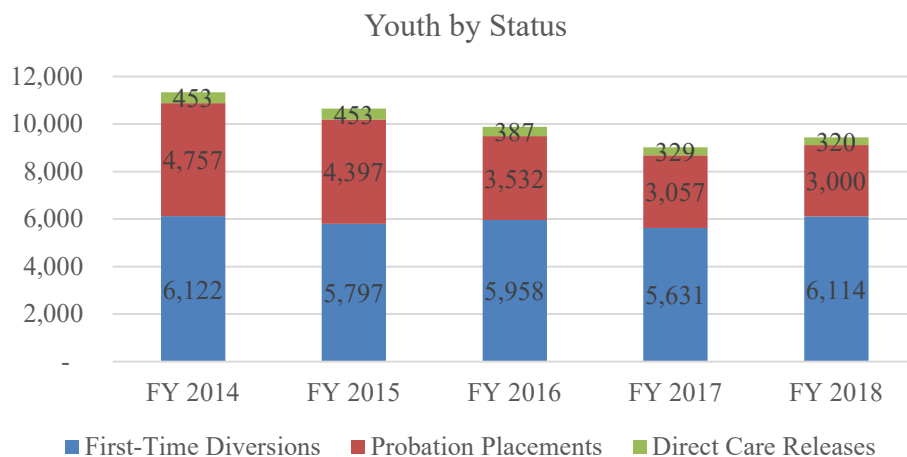
In addition to the *reduce, reform, replace*, and *sustain* progress described above, Chapter 854 of the 2019 Virginia Acts of Assembly requires several data updates to be included in this report:

- juvenile offender recidivism rates
- fiscal and operational impact on local and regional detention centers
- changes in commitment orders by the courts
- use of the savings redirected as a result of transformation, including the amount expended for contracted programs and treatment services and number of juveniles receiving each specific service
- average length of stay for juveniles in each placement option

### RECIDIVISM RATES

Recidivism rates refer to the rearrest, reconviction, or reincarceration for a new delinquent act or criminal offense. DJJ’s recidivism analysis is based on data from several collaborating organizations, including Virginia State Police, Virginia Criminal Sentencing Commission, VADOC, and the State Compensation Board, in order to track youth’s contacts with the adult criminal justice system. Due to the time lag of court processing, rearrest rates provide the most up-to-date information on recidivism and are presented in this report.<sup>9</sup>

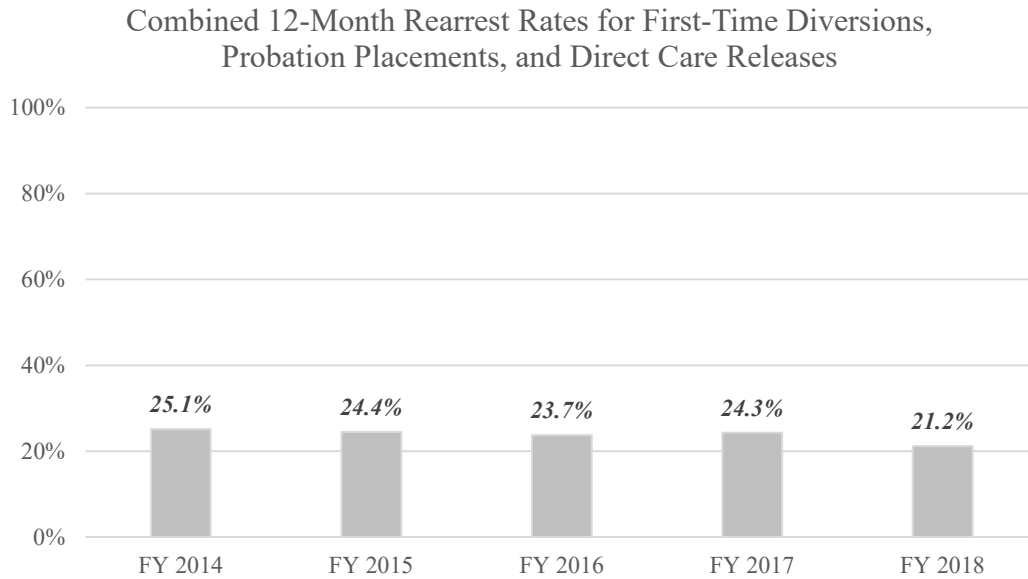
Rearrest rates are presented for three major populations served by DJJ: youth with first-time diversion plans, youth placed on probation, and youth released from direct care. First-time diversions constitute the largest group of youth, followed by probation placements. Direct care youth make up a small and decreasing fraction of the total youth served by DJJ. The graph below displays the number of youth in these three groups that are tracked for 12-month rearrest rates.



<sup>9</sup> Rearrest is defined as a petitioned juvenile intake complaint for a new delinquent act or an adult arrest for a new criminal offense, regardless of the court’s determination of delinquency or guilt, within a designated time frame. Violations of probation or parole, contempt of court, non-criminal domestic relation and child welfare complaints, non-criminal traffic violations are excluded as reoffenses. For youth on probation, the tracking period for rearrests begins at the time of placement on supervision. For committed youth, the tracking period begins at the time of release from direct care.

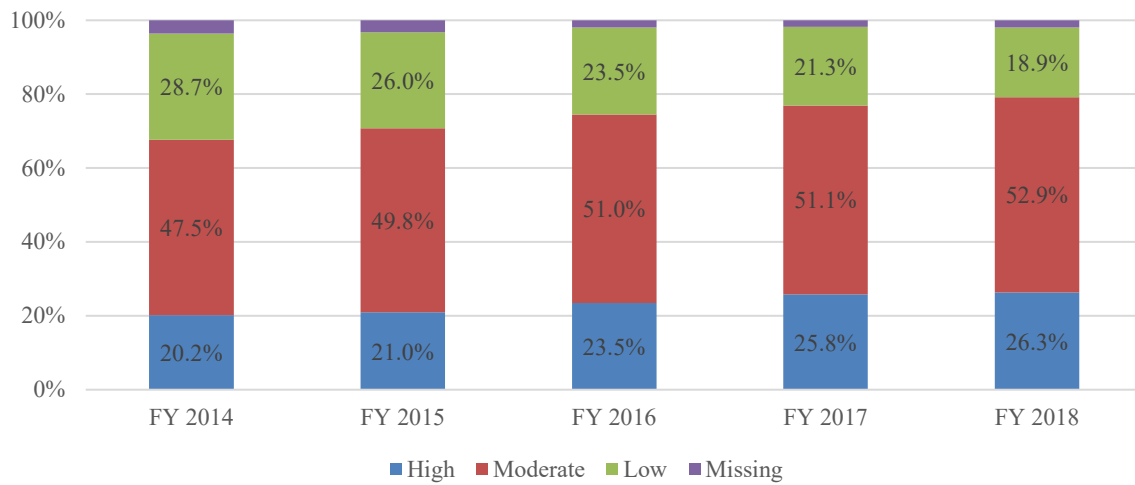


Overall, rearrest rates across the system indicate promising results of transformation thus far. When the three groups' rearrest rates are combined for a system-wide perspective, 12-month rearrest rates decreased from 25.1% in FY 2014 to 21.2% in FY 2018. This decrease translates to 850 fewer youth rearrested out the FY 2014 groups compared to FY 2018 groups (2,849 to 1,999). (See graph below.) The rearrest rates by specific populations are described in the following pages, including a breakdown by risk levels.

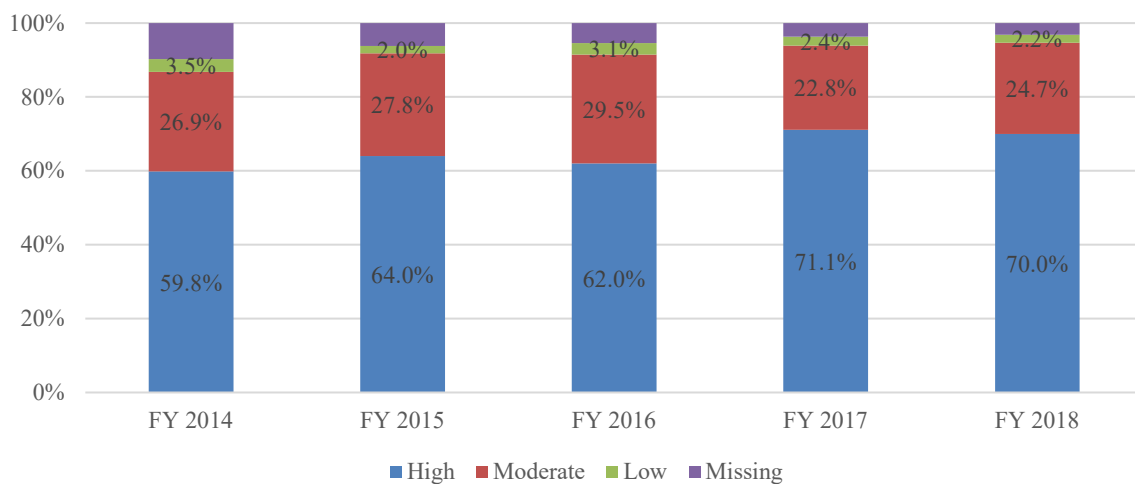


Since last year’s report, recidivism rates by risk level have been examined in order to identify more specific areas to target. Through Transformation, more youth who come in contact with the CSUs are diverted or handled informally, and mostly moderate and high risk youth receive formal handling; therefore, youth placed on probation and youth released from direct care back to their communities are now of significantly higher risk for reoffending than in previous years. The percentage of high risk youth placed on probation increased from 20.2% in FY 2014 to 26.3% in FY 2018, and moderate risk youth increased from 47.5% to 52.9%. Similarly, the percentage of high risk youth released from direct care increased from 59.8% in FY 2014 to 70.0% in FY 2018. (See graphs below. Risk levels are not assessed for most youth on diversion plans.)

Risk Levels for Probation Placements

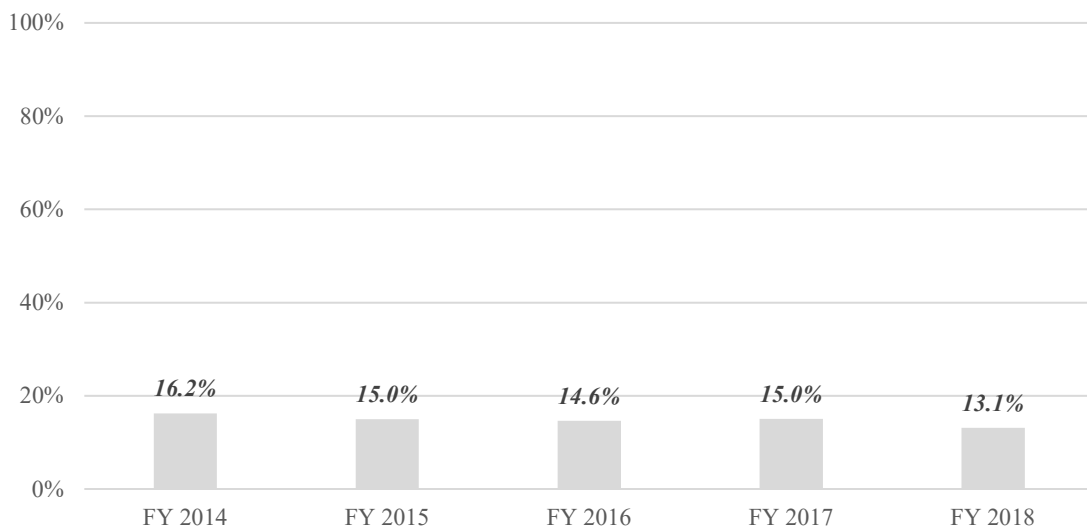


Risk Levels for Direct Care Releases

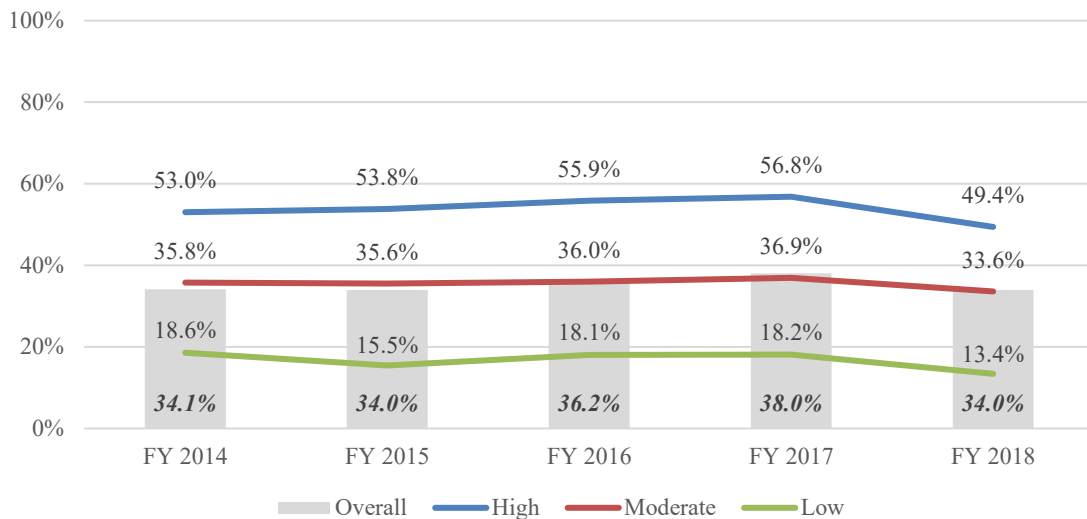


Rearrest rates for first-time diversions and probation placements indicated a slight decrease in FY 2018. The 12-month rearrest rates for first-time diversion plans decreased from 15.0% in FY 2017 to 13.1% in FY 2018.<sup>10</sup> This decrease in rearrest rates translates to 190 fewer youth rearrested out of the FY 2014 diversions compared to FY 2018 diversions (991 to 801). The 12-month rearrest rates for probation placements also decreased from FY 2017 to FY 2018, both overall and for each risk level; the overall rate decreased from 38.0% for FY 2017 placements to 34.0% for FY 2018 placements. This decrease in rearrest rates translates to 604 fewer youth rearrested out of the FY 2018 placements compared to FY 2014 placements (1,623 to 1,019). These two decreases, combined to 794 fewer youth rearrested, suggest that the transformation efforts focused on utilizing the least-restrictive options and enhancing community-based programming may be impacting outcomes in a positive direction. (See graphs below.)

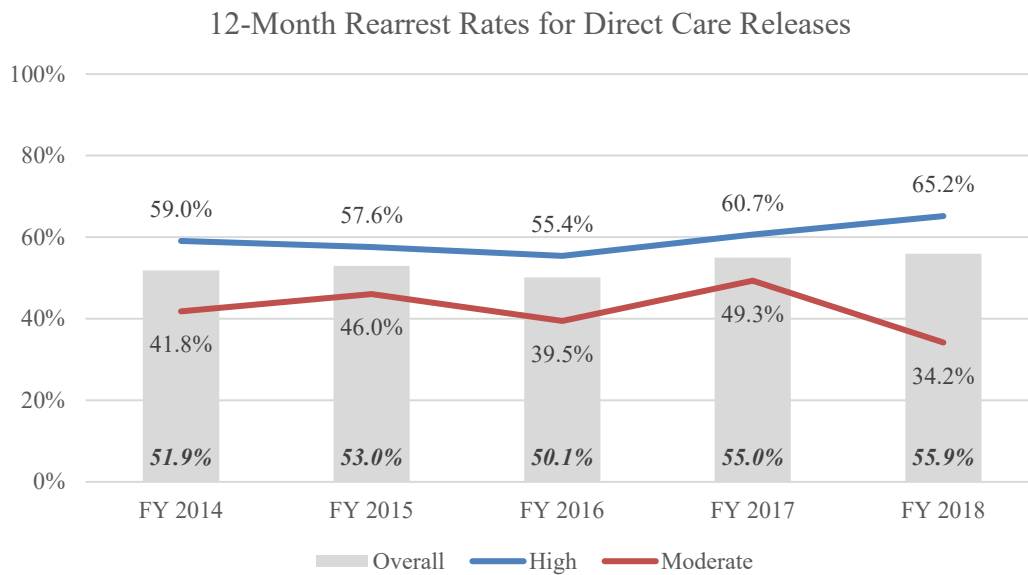
12-Month Rearrest Rates for First-Time Diversion Plans



12-Month Rearrest Rates for Probation Placements



For direct care releases between FY 2017 and FY 2018, the overall rearrest rate increased slightly from 55.0% to 55.9%. The 12-month rearrest rates decreased for moderate risk youth (from 49.3% to 34.2%) but increased for high risk youth (60.7% to 65.2%). Despite these rate increases, 56 fewer youth were rearrested out of the FY 2014 releases compared to FY 2018 releases (235 to 179) due in part to the direct care population decline. Interpretations of these rates can be difficult for two reasons: 1) as the size of this population decreases, recidivism rates fluctuate more easily, making trends more difficult to identify, and 2) due to the lag time required to track youth for one year after release, youth released in FY 2018 may have spent some time in direct care prior to the full implementation of the transformation initiatives (e.g., CTM, PBIS). Despite these limitations, these rates indicate that high-risk direct care youth face significant challenges upon release and require intensive, therapeutic services to be successful. DJJ will continue focusing on the rehabilitation of these youth in order to improve both their individual outcomes and overall public safety. Smaller, more therapeutic facilities enhance the effectiveness of services while maintaining public safety for these high-risk youth who represent a small portion of the total population of youth served by DJJ. (See graph below.)



*Note.* Only 7 to 16 youth with low risk were released each year; these youth’s rearrest rates are not displayed due to the low counts.

Given these analyses, DJJ’s work to increase diversions and enhance probation practices is showing initial positive results. More work is still needed to further improve outcomes across the system and specifically target high-risk youth in direct care. DJJ continues to analyze possible characteristics or explanations for changes in rearrest rates and identify strategies to maximize youth’s likelihood for successful outcomes.

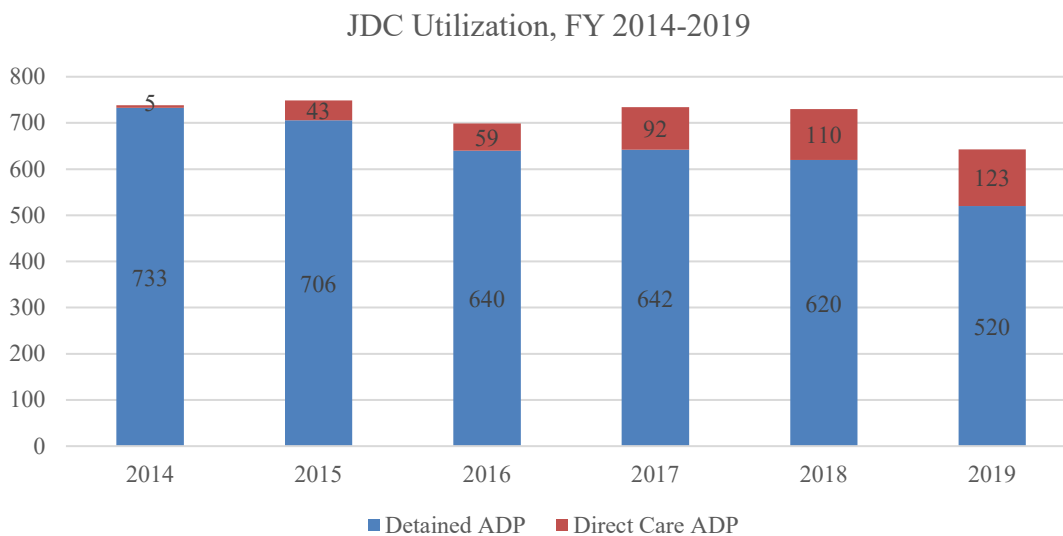
<sup>10</sup> The term “rearrest” is used to indicate a subsequent petitioned juvenile intake or adult arrest; however, the diversion does not constitute an initial arrest. Risk levels for diversion plans are not available.

## IMPACT ON JUVENILE DETENTION CENTERS

Historically, the majority of youth in JDCs were awaiting their adjudication or dispositional hearing or had received a detention disposition; youth with a commitment disposition were then moved from the JDCs into JCCs. Today, Virginia’s JDCs serve a more expanded role by providing placement options and services to committed youth. DJJ now conducts the majority of initial evaluations for committed youth in the JDCs rather than bringing the youth to the JCC. In FY 2019, 291 of 335 (86.9%) of direct care admissions and assessments were conducted across 18 locally based JDCs rather than the JCC. Additionally, 10 JDCs offer CPPs, where committed youth can be closer to home, staying connected to programs in their own community. Finally, eight JDCs offer detention reentry programs<sup>11</sup>, which allow youth in direct care to transition back to the community in the months before their release. In FY 2019, an average of 123 direct care youth were in a JDC-based placement. See the section titled *Alternative Placements* for additional information.

A youth’s residence in a JDC during their commitment has several benefits: it is typically in or near the community where the youth lives, keeping them close to family and likely in the youth’s original school division, keeping them connected to educational supports, as well as providing individualized evaluation and treatment to meet individual needs.

Overall, as juvenile intake cases have decreased (39.7% between FY 2010 and FY 2019), the number of detainments and the ADP of detained youth similarly declined (43.6% and 35.3% between FY 2010 and FY 2019, respectively<sup>12</sup>). These new direct care programs help make productive use of those beds. DJJ pays the JDCs a set rate for CPPs and reimburses a per-diem amount for committed youth in the other JDC-based programs. The graph below displays the declining ADP of detained youth (not including those in a JDC-based direct care placement) along with the increasing ADP of direct care youth in CPPs, detention reentry, or receiving direct care admission and evaluation services.



<sup>11</sup> An additional detention reentry program is pending at James River Juvenile Detention Center.

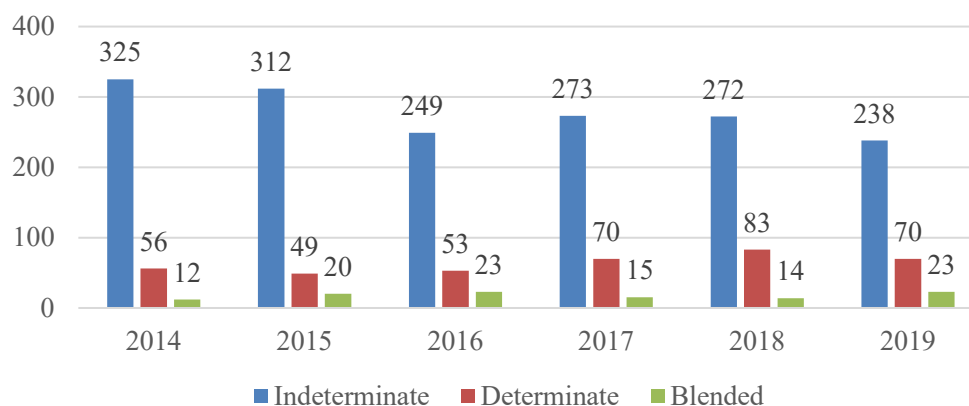
<sup>12</sup> Does not include direct care youth in a JDC-based alternative placement

## COMMITMENT ORDERS

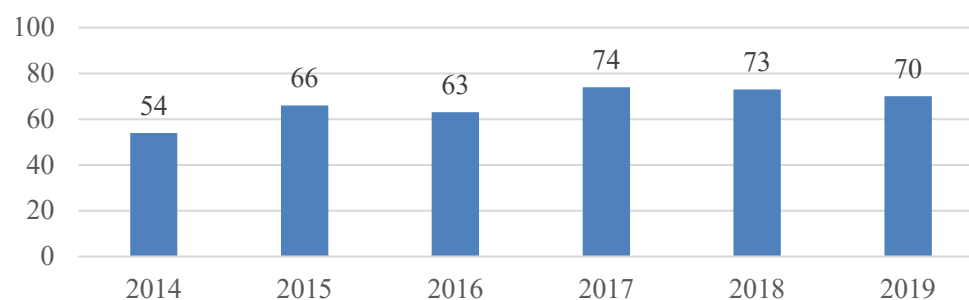
There are three types of commitments for youth: indeterminate commitments (time served is determined by DJJ staff during the admission and evaluation process and reviewed during treatment, determinate commitments (time served is set and reviewed by the court), and blended sentences (time is served with both DJJ and VADOC). A case involving a youth 14 years of age or older accused of a felony may be certified or transferred to circuit court where the youth will be tried as an adult; only cases in circuit court may receive a blended sentence, but the circuit court may also impose any other juvenile disposition and/or adult sentence.

Since DJJ began its transformation, the number of commitment orders has continued to decline, from 393 in FY 2014 to 331 in FY 2019. Of these, the vast majority of commitments are indeterminate (71.9% in FY 2019). The use of determinate commitment orders increased in FY 2017 and then leveled off. The proportion of blended sentences has remained relatively stable, representing only a small portion of the population (6.9% in FY 2019); however, the rate of determinate commitments or blended sentences has increased since FY 2015 with a potential leveling off in FY 2019. Following a somewhat similar pattern, the number of commitment orders from circuit court increased in FY 2017 and has since leveled off. (See graphs below for counts of commitment orders by commitment type and from circuit court.)<sup>13</sup>

Commitment Orders by Type, FY 2014-2019



Circuit Court Commitment Orders, FY 2014-2019

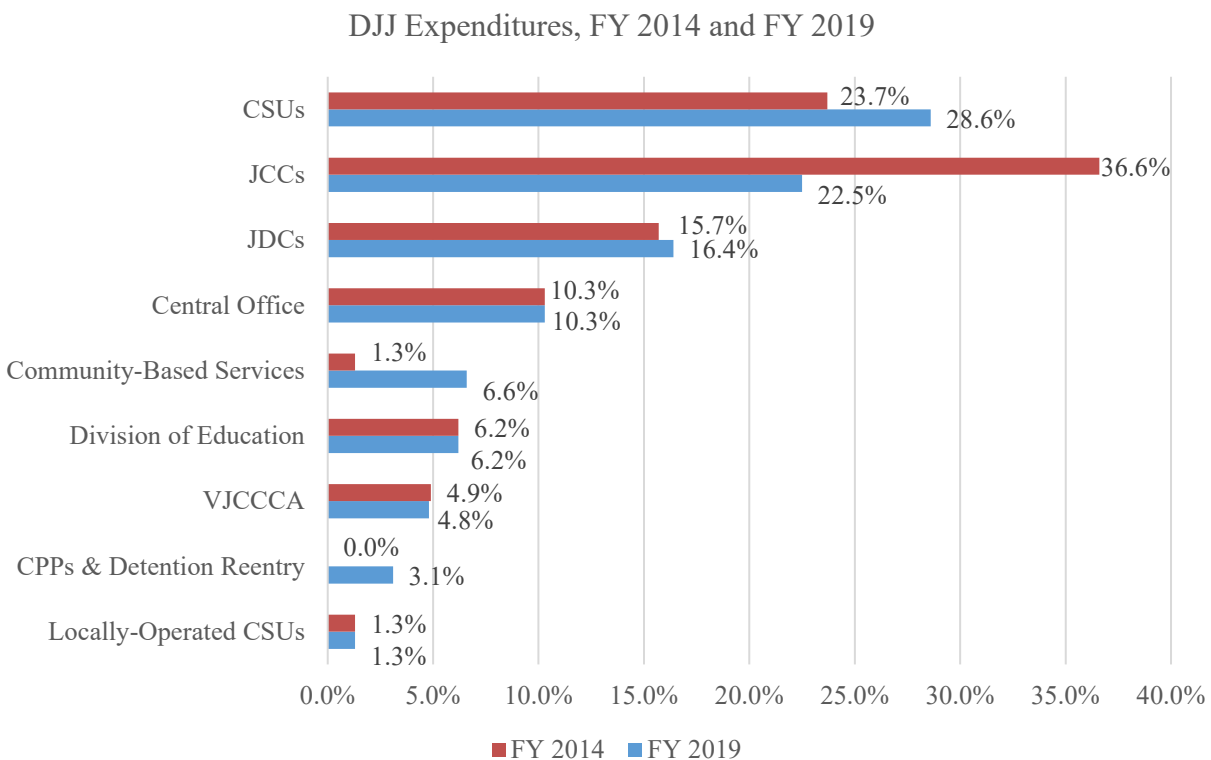


<sup>13</sup> It is important to note that one youth admitted to direct care may have multiple commitment orders; there also may be a lag time between the commitment order and admission dates, so these numbers may vary slightly.

## TRANSFORMATION PLAN SAVINGS

This transformation has been supported by the reallocation of funds within the DJJ budget. In FY 2015, DJJ closed RDC to youth placements, which generated roughly \$3.6 million in savings during the first year and \$4.5 million in subsequent years. In FY 2017, DJJ closed Beaumont JCC to youth. This closure generated approximately \$2.8 million in savings in the first year, and \$23.1 million in the following years. In addition to these savings, the General Assembly allocated \$2.9 million per year since FY 2015 to support the CPPs in local JDCs.

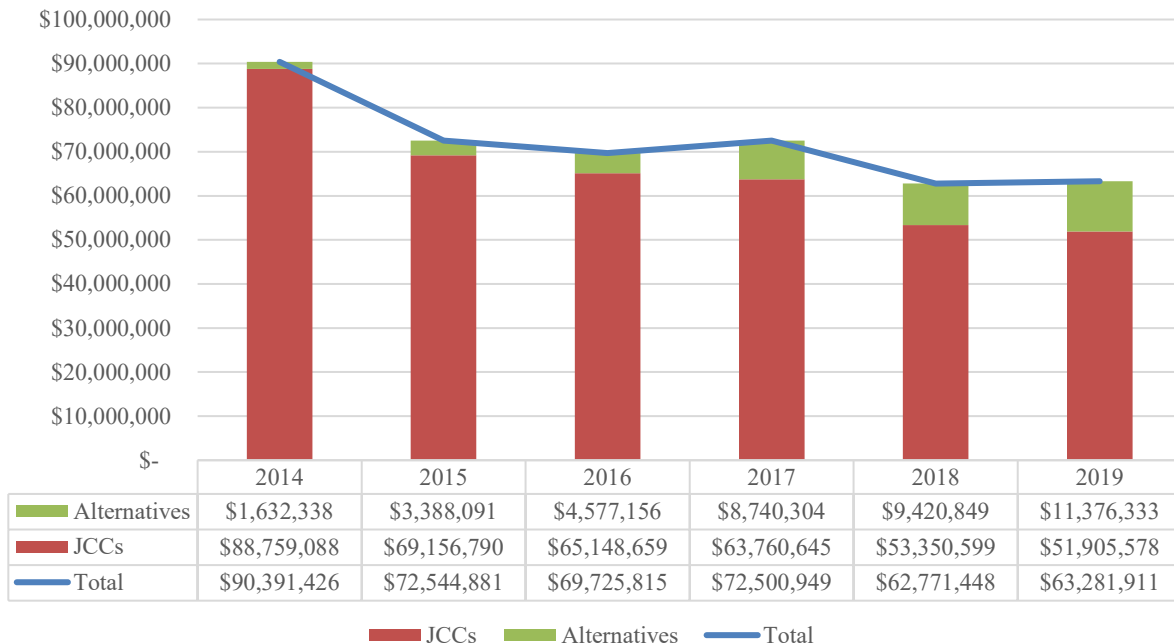
These savings are used every day in DJJ to invest in evidence-informed programs for committed youth such as alternative placements and detention reentry, treatment services for youth across the continuum to better meet the unique needs of youth and their families, and high quality staff training. Primarily, reducing JCC expenditures has allowed DJJ to spend significantly more on programming that keeps lower risk youth in the community, closer to home, where they and their families can work on rehabilitation. Between FY 2014 and FY 2019, the percentage of total DJJ expenditures used for JCCs decreased from 36.6% to 22.5%. During the same time frame, the percentage of expenditures for CSUs, community-based services, and CPPs and detention reentry increased from 25.0% to 38.3%. (See graph below.)



*Note.* CSU expenditures in FY 2014 included two halfway houses that closed to youth in December 2013. JCC expenditures in FY 2019 included the CAP Unit and direct care admission and evaluations in the JDCs. In both years, JCC expenditures included facilities that no longer house juveniles, including the operation of the Virginia Public Safety Training Center.

Additionally, total direct care expenditures decreased. The direct care ADP in JCCs decreased from 591 in FY 2014 to 201 in FY 2019 while the ADP in non-JCC alternative placements increased from 8 to 137. Additionally, Culpeper JCC, RDC, and Beaumont JCC closed to youth in FY 2014, FY 2015, and FY 2017, respectively. In line with these changes, the expenditures for JCCs decreased while the expenditures for alternative placements increased due to continuous efforts to reinvest funds toward alternative placements and the continuum of services. This distribution of expenditures resulted in an overall decrease in direct care expenditures. (See graph below for direct care expenditures.)

Direct Care Expenditures, FY 2014-2019

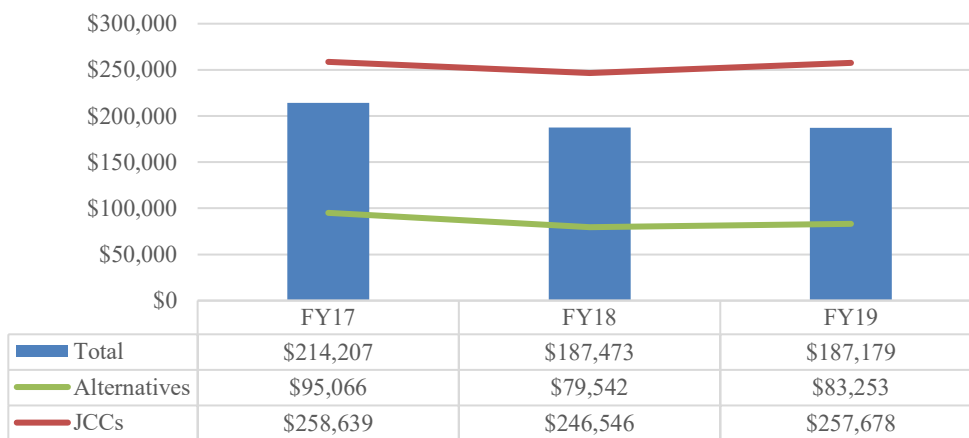


In order to improve services and outcomes for committed youth, the Transformation Plan aims to *reduce* the use of the state’s large and aging JCC and *replace* it with smaller, regional, rehabilitative and treatment-oriented facilities supported by a statewide continuum of local alternative placements and evidence-based services. Serving smaller populations in a therapeutic model is more expensive per youth than serving large populations with a correctional approach. Due to economies of scale, the administrative and other required costs (e.g., utilities) of operating a facility do not decrease when the population decreases. Furthermore, enhancing the quality of services to best meet the needs of these youth results in additional costs. For example, as the utilization of alternative placements increases for appropriate youth, the JCC serves an increasingly older population with longer length of stays; therefore, DJJ is investing in the expansion of options for post-secondary students to include college classes and industry certification courses to better equip youth for future job security. As DJJ works to ensure that the JCC population includes the youth with the highest public safety risk and highest need of services, an increase in JCC per capita costs over a smaller population is anticipated and is in line with the goals of transformation.



For these reasons, the overall direct care per capita costs reached a high in FY 2017 (\$214,207) when Beaumont JCC was in operation but with a greatly reduced population in preparation of its closure, and less expensive alternative placements were still expanding. The overall direct care per capita cost in FY 2019 was \$187,179, a slight decrease from FY 2018. This decrease in overall direct care per capita costs is largely due to the increased utilization of less expensive alternative placements (\$83,253 per capita in FY 2019)<sup>14</sup>. The per capita cost for a youth in a JCC (including Division of Education and Division of Residential Services expenditures) was \$257,678 in FY 2019, a slight increase from FY 2018. This cost reflects an investment in meeting the complex and individualized rehabilitative needs (both education and trauma-informed) of the high-risk youth DJJ serves in the JCC. The graph below displays the total direct care per capita since the closure of Beaumont JCC in FY 2017, including the per capita for youth in JCCs and per capita for youth in non-JCC alternative placements.<sup>15</sup>

Direct Care Per Capita, FY 2017-2019

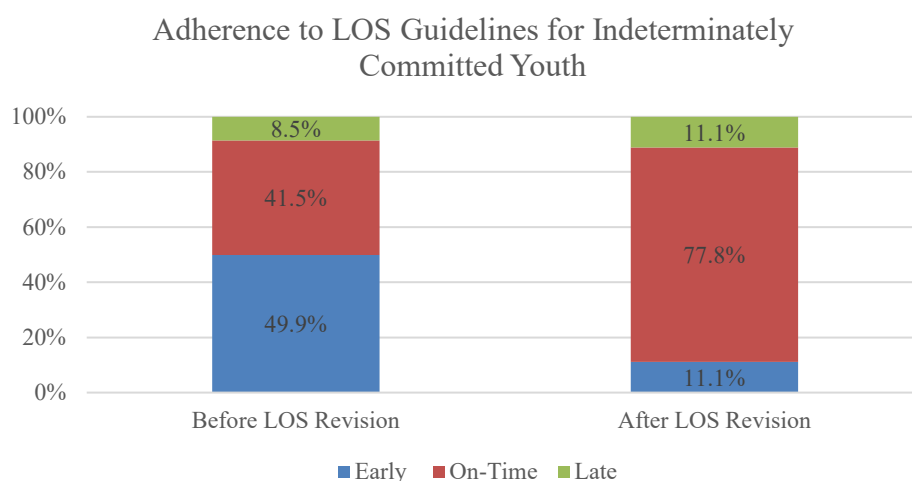


<sup>14</sup> Per capita costs for alternative placements includes admission and evaluation services in the JDCs, CPPs, detention reentry, and contracted alternative placements.

<sup>15</sup> Per capita costs for secure youth facilities can vary widely by system based on the methodology (e.g., which costs are included) as well as the services provided; therefore, comparisons between states should be interpreted with extreme caution. For example, Maryland Department of Juvenile Services reported per capita costs for two state-operated “hardware” secure youth facilities at over \$380,000 (capacities of 14 and 48). North Carolina Department of Public Safety reported per capita costs for secure youth facilities at \$128,521 (capacities ranged from 32 to 128). (Retrieved online from the agencies’ most recent annual reports; both included education costs.)

## LENGTH OF STAY

DJJ revised the LOS Guidelines on October 15, 2015, to provide accountability and align with national standards by using data-driven decision-making. Under the previous LOS Guidelines, 41.5% of indeterminately committed youth were released within their anticipated LOS range (i.e., “on-time”), 49.9% were released prior to the anticipated LOS range (i.e., “early”), and 8.5% were released after their anticipated LOS range (i.e., “late”). Since implementation of the new LOS Guidelines, DJJ has worked to hold youth for a period of time that is within their anticipated LOS range, using treatment progress and positive behavior in release decision-making, with 77.8% of youth being released on-time, 11.1% released early, and 11.1% released late. (See graph below.)<sup>16</sup> DJJ will continue monitoring trends and commitment orders for youth in order to assess LOS Guidelines.



As a result of the LOS Guideline modifications, the average LOS for all youth released from direct care was 13.0 months in FY 2019, down from 18.7 months in FY 2014. More specifically, the average LOS for youth released with indeterminate commitments decreased from 16.1 months in FY 2014 to 7.3 months in FY 2019. The average LOS for committed youth in Virginia is now more in line with national standards and researched best practices: the average LOS from six comparable states was 9.1 months, and research has found that juvenile incarceration fails to reduce recidivism and can, in certain instances, be counterproductive.<sup>17</sup>

<sup>16</sup> “Before LOS Revision” includes released youth with admission dates between July 1, 2012, and October 14, 2015. “After LOS Revision” includes released youth with admission dates between October 15, 2015, and June 30, 2019. Youth with mandatory or inpatient sex offender treatment needs are exceptions to the anticipated LOS ranges and generally stay longer due to the length of the treatment program; they were excluded from the analyses.

<sup>17</sup> The state comparison was conducted during the planning of the LOS Guideline revisions and included Indiana, Missouri, Massachusetts, Maryland, Colorado, and Oregon. See the *Guidelines for Determining the Length of Stay of Juveniles Indeterminately Committed to the Department of Juvenile Justice* for more details.

The majority of youth released from direct care in FY 2019 received admission and evaluation services at a JDC; these 218 youth spent an average of 1.4 months in this placement type. After their assessment, youth then spend time in a treatment placement for the remainder of their direct care stay. As youth may have multiple treatment placement types during their direct care stay, the following LOSs for the 325 released youth in FY 2019 by placement type are not mutually exclusive:

- The average LOS for the 143 youth who spent at least one day in a JCC was 17.1 months.
- The average LOS for the 237 youth who spent at least one day in a CPP was 5.5 months.
- The average LOS for the 22 youth who spent at least one day in a contracted alternative placement was 3.6 months.
- The average LOS for the 12 youth who spent at least one day in detention reentry was 2.0 months.<sup>18</sup>

<b>Direct Care Releases, FY 2019</b>		
<b>Placement</b>	<b>Youth</b>	<b>LOS (Months)</b>
Total Direct Care	325	13.0
JCC	143	17.1
CPPs	237	5.5
Contracted Alternative Placements	22	3.6
Detention Reentry	12	2.0

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<sup>18</sup> For LOS by placement type, a youth's total days in a placement type during a single commitment were combined, even if separated by a stay in a different placement type. A youth's total direct care LOS includes time spent in a JDC for direct care admission and evaluation services and may involve a sum of multiple treatment placements.

## CONCLUSION

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With the encouragement of Governor Northam and his predecessor, Governor McAuliffe, and with bipartisan support from the General Assembly, Virginia's Department of Juvenile Justice has undergone a full-scale transformation in recent years. With many of the biggest changes in place, much of the work going forward is to *sustain* these efforts and allow new practices to be refined and improved as they take root.

In order to fully implement and continue the transformation of juvenile justice in Virginia, DJJ requires the ongoing engagement with the General Assembly in order to preserve funding. DJJ is continually working to provide a better experience for not only the youth and their families but also the communities served through employee engagement and improved public safety.