

2020

Virginia Department of Juvenile Justice



TRANSFORMATION PLAN 2020 UPDATE

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

PREFACE

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

Nearly six 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.

Since launching the plan, DJJ has achieved progress and successes in all four goals of the Transformation Plan. Fiscal year (FY) 2020 provided several accomplishments discussed throughout this report, including the following highlights:

Reduce

- The juvenile justice system is experiencing all-time lows, and the impacts of COVID-19 accelerated these trends even further. Between FY 2011 and FY 2020, juvenile intake cases decreased 45.0%, new probation cases decreased 64.5%, detainments decreased 49.7%, and direct care admissions decreased 58.4%.
- DJJ is successfully diverting more youth from further system involvement. After DJJ's first intake summit and a revised procedure, diversion plans increased from 13.0% of intake complaints in FY 2014 to 19.3% in FY 2020. Successful diversion plans increased from 10.6% of intake complaints in FY 2014 to 15.9% in FY 2020.
- As DJJ strives to divert and serve more youth in the community, juvenile intake cases decreased even more in FY 2019 (9.5%) and FY 2020 (14.4%) than in each of the previous five years (2.1% to 5.6%). This decrease indicates that crime rates have not been negatively impacted.
- DJJ's efforts continue to show a reduction in rearrests for system-involved youth (first-time diversions, probation placements, and direct care releases), with 12-month rates decreasing from 25.1% in FY 2014 to 19.7% in FY 2019, translating to 986 fewer youth rearrested.
- Rearrest rates for first-time diversions continue to decrease even as more youth are diverted or handled informally. Rearrest rates for probation placements and direct care releases have remained relatively stable with slight fluctuations throughout transformation efforts, suggesting these higher risk youth continue to face significant challenges and require more intensive and therapeutic services.
- DJJ continues to offer a wide array of community-based services across the Commonwealth. DJJ's continuum of services has over 140 distinct direct service providers; 1,666 youth were referred to DJJ's regional service coordinators, who approved/authorized 3,398 services during FY 2020.

- An increasing percentage of committed youth are being placed in non-correctional center options. As of July 2019, alternative placements housed 41.1% of the direct care population. More than half of youth (53.0%) released from direct care in FY 2020 received treatment in these types of placements instead of a juvenile correctional center.

Reform

- Treatment and programming at Bon Air Juvenile Correctional Center continues to focus on skill building, improving behaviors, and increasing youth's likelihood of successful transitions to the community upon release. Staff trainings include such topics as specific treatment service delivery, improving the therapeutic and trauma-informed environment, and collaborating with non-JCC placement options.
- The therapeutic Community Treatment Model and other programming improved youth and staff safety. Between FY 2016 and FY 2020, rates of aggressive incidents at Bon Air Juvenile Correctional Center decreased 60.4%, workers' compensation claims decreased 53.5%, and costs associated with workers' compensation claims decreased 39.8%.
- DJJ is focused on trauma-informed care and reducing punitive measures that have negative effects on youth. DJJ introduced the Reducing Isolation in Youth Facilities initiative to develop a tangible plan to reduce punitive isolation and develop alternatives to isolation.
- In an effort to increase equity and inclusion for students with special needs, DJJ's Division of Education began using digital curriculum delivery, providing access to more course offerings across a wider range of disciplines for students.
- DJJ is focused on providing students with skills to prepare them for careers after release. Welding and heavy machine operator simulation-training programs are being offered to students at Bon Air Juvenile Correctional Center. An apprenticeship program was established to allow youth to receive on-the-job training and earn credentials.
- DJJ continued free transportation services to promote visitation with committed youth; 980 individuals participated in the free transportation program in FY 2020.

Replace

- Alternatives to correctional centers for treatment placement option for committed youth continue to expand, now including 10 community placement program sites, nine detention reentry programs, 11 residential treatment centers, and 17 group homes, for a total of 47 non-correctional center treatment placement options for youth. Of the 321 youth released from direct care in FY 2020, 170 (53.0%) did not enter a JCC.
- DJJ continues the pursuit to build smaller, treatment-oriented facilities, ideally in the eastern and central areas in order to house youth closer to their home communities. Challenges remain with finding an ideal location in the desired eastern and central regions of Virginia.

Sustain

- DJJ began building a Family Support Network to sustain increased communication with families and provide networking opportunities for families.
- DJJ's Division of Education continues to focus on delivering high-quality educational services, with 97.9% of teachers being properly licensed and endorsed.
- DJJ's Training and Organizational Development Unit has converted training programs to an online platform to sustain training to all DJJ employees during the pandemic.

COVID-19 Impact

- Many of DJJ's operational and transformation plans had to be modified due to the COVID-19 pandemic, including in-person school, family visitation, group treatment services, and staff trainings.
- A total of 34 youth and 25 staff tested positive for COVID-19 at Bon Air Juvenile Correctional Center. The majority of youth cases were extremely mild and many may have gone undetected if not for vigilant testing efforts.

DJJ is moving forward with efforts that align with the Transformation Plan. In particular, DJJ focuses an increasing amount of effort on sustaining the changes implemented and continues to invest in resources such as training opportunities and leadership development. DJJ also continues to focus on delivering high quality and effective services for youth and families that are equitable and responsive to their individual needs and circumstances.

ACRONYMS

ADP: Average Daily Population
BADGE: Balanced Approach Data Gathering Environment
BSU: Behavioral Services Unit
CAP Unit: Central Admissions and Placement Unit
CDC: Centers for Disease Control and Prevention
COVID-19: Coronavirus Disease 2019 (2019 novel coronavirus)
CPP: Community Placement Program
CQI: Continuous Quality Improvement
CSU: Court Service Unit
CTE: Career and Technical Education
CTM: Community Treatment Model
DAI: Detention Assessment Instrument
DJJ: Virginia Department of Juvenile Justice
DSP: Direct Service Provider
EPICS: Effective Practices in Community Supervision
FFPSA: Family First Preventions Services Act
FFT: Functional Family Therapy
FY: Fiscal Year
HR: Human Resources
IEP: Individual Education Plan
IT: Information Technology
JCC: Juvenile Correctional Center
JTI: Justice Transformation Institute
LOS: Length of Stay
LOS Guidelines: Length of Stay Guidelines for Indeterminately Committed Juveniles
MAT: Medication-Assisted Treatment
MOA: Memorandum of Agreement
MRT: Moral Reconciliation Therapy
MST: Multi-Systemic Therapy
MYSI: Missouri Youth Services Institute
PBIS: Positive Behavioral Interventions and Supports
PIO: Public Information Officer

PPE: Personal Protective Equipment
PREA: Prison Rape Elimination Act
QA: Quality Assurance
QMIT: Quality Monitoring and Implementation
RIYF: Reducing Isolation in Youth Facilities
RSC: Regional Service Coordinator
RTI: Response to Intervention
SDM: Standardized Disposition Matrix
SGA: Student Government Association
SOL: Standards of Learning
SPEP™: Standardized Program Evaluation Protocol
SY: School Year
TOD: Training & Organizational Development
UVA: University of Virginia
VADOC: Virginia Department of Corrections
VDOE: Virginia Department of Education
VJCCCA: Virginia Juvenile Community Crime Control Act
VSDP: Virginia Sickness & Disability Program
W!SE: Working in Support of Education
WFH: Work from Home
YASI: Youth Assessment and Screening Instrument

TRANSFORMATION PLAN 2020 UPDATE

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.

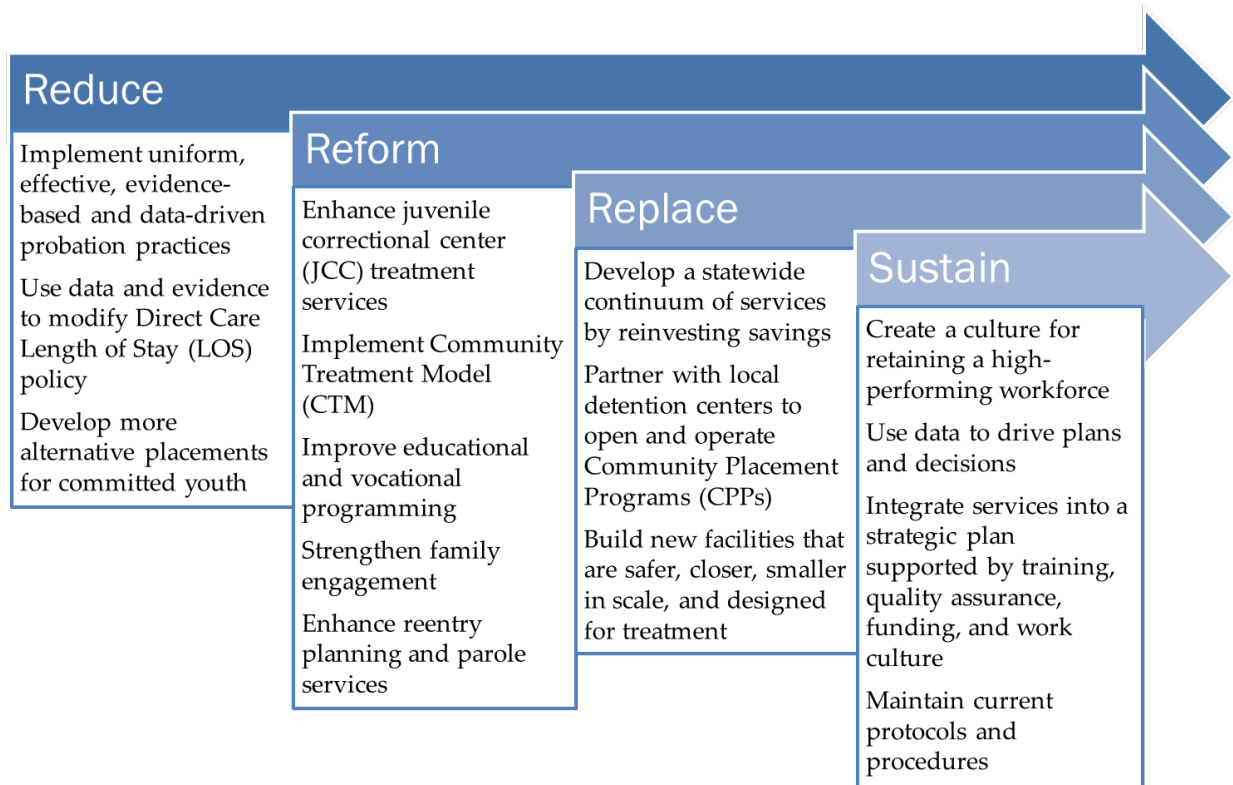
In order to provide opportunities for positive development of youth and staff, DJJ developed a strategic framework with four guiding principles:

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 40 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 has continued to move forward with commitment and continuity to the guiding principles and operational strategies. Through the ongoing efforts outlined in the Transformation Plan, DJJ strives to provide the right interventions to the right youth at the right time.

COVID-19 Pandemic

COVID-19 reached Virginia, with the first confirmed case on March 7, 2020. On March 12th, Governor Northam declared a State of Emergency with stay-at-home orders. School closures and suspended court operations soon followed on March 16th. The COVID-19 pandemic impacted the juvenile justice systems both directly and indirectly. Specific processes within the system were modified (e.g., reduced court operations) and behaviors among the general public changed (e.g., State of Emergency stay-at-home orders, job losses, school closures), which impacted both actual and tracked criminal and delinquent behaviors. For example, when schools closed in mid-March, school-based intake complaints (e.g., truancy) dropped suddenly. In addition, the protests and demonstrations for social justice following the death of George Floyd and several other unarmed

Black people at the hands of law enforcement may have affected police practices as well as individuals' likelihood to report crimes, potentially impacting trends.

These community stressors of the pandemic, economic hardships, and ongoing protests have resulted in dramatic shifts in trends at every stage of the juvenile justice system. Intake cases, detention populations, and direct care populations decreased sharply at the end of March 2020, and the lower levels were sustained throughout the FY and beyond. The outcomes for youth at various stages in the system may also be affected by these factors in the future, but it is not currently possible to identify the extent of the impacts and separate them from the direct work of DJJ.

Throughout this report, the impact of the public health emergency is addressed as appropriate, both in the explanation of accomplishments that were altered and in the affected data. When necessary to portray an accurate account of DJJ's work, data compares the months of July through February of each FY rather than the full year, with the timeframes labeled accordingly.

The juvenile justice system in Virginia was already experiencing all-time lows for intake cases, detainments, probation placements, and direct care youth, and the COVID-19 impacts accelerated these trends even further. Between FY 2011 and FY 2020, juvenile intake cases decreased 45.0%, detainments decreased 49.7%, probation placements decreased 64.5%, and direct care admissions decreased 58.4%. (See page 42 for details on trends during the COVID-19 pandemic.)

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

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.¹

Summary of Previously Reported Progress

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. The intake procedure was revised in 2019 to further provide intake officers with guidance on when and how to divert cases that can best be handled outside the court system. As previously reported, the percentage of intake complaints with a diversion plan increased from 13.0% in FY 2014 to 19.1% in FY 2019; likewise, the percentage of intake complaints that successfully completed a diversion plan grew from 10.6% to 15.8%.

Additionally, CSUs received training and ongoing coaching to effectively use standardized tools to assist with decision-making:

- Detention Assessment Instrument (DAI): A screening tool to assist in detaining decisions. All CSUs received training, and a revised procedure provided more guidance designed to minimize the use of overrides into detention.
- Youth Assessment and Screening Instrument (YASI): A risk and needs assessment tool used in case planning. All CSUs received training, and a cadre of DJJ leaders serve as YASI trainers.
- Effective Practices in Community Supervision (EPICS): An evidence-based structured approach to probation supervision that focuses on skill building. All CSUs received training, and members of the Practice Improvement & Services Unit convened region-based learning teams as a forum for modeling coaching strategies and providing implementation support, with a focus on model fidelity and inter-scorer reliability.
- Intake Trainings: A series of intake-related trainings that provided intake officers and supervisors information about legal processing, current trends, and other program offerings in order to support diversion and provide more skills to staff.
- Standardized Disposition Matrix (SDM): A structured decision-making tool for providing recommendations to courts. After the development of the SDM, the process was piloted in five sites, and the DJJ Community Training Unit trained more than 500 individual staff

¹ Two additional CSUs (Arlington and Fairfax) are locally operated.

across 32 CSUs in preparation for full implementation of the SDM procedure by January 1, 2020.

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's Training Unit has enhanced intake training for new staff to include an in-depth review of the agency's revised intake procedure, which was adopted on July 1, 2019. A second Intake Summit was planned for fall 2020, but was postponed due to the COVID-19 pandemic. This conference would have expanded upon the first by including more intake staff and focusing on topics of equity and diversion. The summit planning committee will develop a virtual learning presentation to provide intake staff. Agency work to improve and bring consistency to intake procedures and practices across the state continues through the statewide Intake Workgroup that meets monthly with representation from every region. Furthermore, data points on diversion plans and successful diversion plans were stable from FY 2019 to FY 2020; 19.3% of intake complaints had a diversion plan, and 15.9% of intake complaints successfully completed a diversion plan in FY 2020 compared to 19.1% and 15.8% in FY 2019, respectively. Even as DJJ strives to divert and serve more youth in the community, juvenile intake cases decreased more in FY 2019 (9.5%) and FY 2020 (14.4%) than in each of the previous five years (2.1% to 5.6%), indicating that crime rates have not been negatively impacted.

Work on SDM, a tool for probation officers to provide disposition recommendations to courts, also continues. During the first and second quarters of FY 2020, each CSU phased in implementation of the SDM procedure. The full implementation of the SDM occurred on January 1, 2020. *See the Monitoring and Evaluations section later in this report for a description of the SDM data plans.*

CSUs work to provide services from a trauma-informed perspective. Probation officers assess youth for trauma when a judge orders a social history investigation report. They use the Adverse Childhood Experiences (ACE) tool. The ACE screens for potentially traumatic events that have occurred and aspects within a child's environment that can undermine their sense of safety, stability, and bonding. Examples include experiencing violence in the home or having an incarcerated parent. DJJ staff were trained to administer the tool in FY 2015 and use the results to inform how to adapt their strategies with the youth as well as to determine the need to refer for a trauma assessment or other contracted services or additional assessments.

DJJ also focused on **sustaining** the quality of programming in the past year. Five additional adjunct trainers completed instructor certification in FY 2020 and are now qualified to teach the initial EPICS three-day training course. Building on FY 2019 efforts, regional practice improvement coaches continue to provide formal coaching with CSU site leads and internal coaches and introduced new practice sessions in order to continue building proficiency and establish scoring reliability.

In response to the COVID-19 pandemic, the Practice Improvement & Services Unit began providing web-based sessions, "Maintaining Connection and Purpose during a Time of Social Distancing," to provide timely guidance to staff on strategies for remotely engaging youth and

families. This platform has provided the opportunity to adapt interventions for technology-aided delivery, providing coaching to more than 500 staff throughout the Commonwealth. The webinar inspired the design of a weekly series focusing on skill development. Nearly 1,500 participants participated in eight interactive web-based sessions in June 2020, with additional sessions planned.

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. 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 more robust continuum of services and alternative placements that offers programs and treatments needed to divert youth from further involvement with DJJ, provide appropriate dispositional options for youth under supervision, develop alternative direct care placement options, and enable successful reentry of committed youth upon return to the community.

Summary of Previously Reported Progress

In an effort to offer a full continuum of service options across the state, DJJ contracts 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. The department's goals in adopting the RSC Service Delivery Model are as follows: (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 is 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.

The RSCs use a centralized system for billing and referrals and contract 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. These contracts have significantly expanded the services available to youth. For example, DJJ offers several evidence-based models as referral options for youth through the RSC Service Delivery Model, including Functional Family Therapy (FFT), Multi-Systemic Therapy (MST), Trauma-Focused Cognitive Behavioral Therapy, and High Fidelity Wraparound. Some of these services are available via multi-agency efforts with the Department of Behavioral Health and Development Services and the Office of Children's Services. In addition, RSCs have also expanded language and transportation capabilities to mitigate barriers to service delivery.

The RSCs' sub-contracted programs continue 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 and programs at locally based juvenile detention centers, the continuum of direct care placement options also includes residential treatment centers and group homes contracted through the RSC model. In 2018, DJJ added a residential parole option for young men aged 18 and older, The Summit House, a contracted transitional living center.

Accomplishment Updates

In a continued effort to *reduce* secure confinement and improve access to programming across the Commonwealth, the continuum of direct care placements has expanded to the current options of Bon Air JCC, 10 community placement program sites, nine detention reentry programs, 11 residential treatment centers, and 17 group homes,² for a total of 47 non-correctional center treatment placement options for youth.

Furthermore, the RSCs have contracts with more than 140 distinct DSPs, which allowed for 1,666 youth to be referred to the RSCs and 3,398 services to be approved and authorized during FY 2020. FFT and MST teams are expected to continue to grow in FY 2021 as several additional provider agencies have recently been trained the models as part of the Department of Social Services' implementation of the Family First Preventions Services Act (FFPSA). Finally, the RSCs continue to enhance existing contracted services and expand language and transportation capabilities to mitigate barriers to service delivery.

The following table reflects services billed during FY 2020 and therefore may include services referred, authorized, and/or delivered prior to FY 2020. Some services involve multiple components (e.g., electronic monitoring requires a set-up fee that is billed separately from the recurring cost); each billed component is counted. (Counts may not be comparable to previous reports due to improved methodology.)

² Residential treatment centers and group homes were previously reported based on the parent company; one company may operate multiple facility locations. Each facility location is counted in the current report.

RSC Billed Services	FY 2020
Anger Management	29
Conferencing / Mediation	11
Electronic Monitoring	342
Employment / Workforce Services	101
Family Therapy	69
Feedback Session	105
FFT	504
Group Home	16
Intensive Care Coordination	24
Language Services	19
Mental Health Intake or Evaluation	94
MST	324
Other Group Therapy	23
Other Individual Therapy	118
Psychological Evaluation	213
Residential Independent Living	68
Residential Treatment Center	45
Skill Coaching - Individual	433
Substance Abuse Evaluation	110
Substance Abuse Treatment	122
Transitional Living Program	19
Transportation Service / Travel	92
Youth w/ Sexualized Behaviors Assessment / Evaluation	171
Youth w/ Sexualized Behaviors Treatment	397
Other	72
<i>Total</i>	<i>3,521</i>

* MST and FFT are types of Family Therapy but are listed separately above.

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 focus 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, the Division of Residential Services and the Division of Community Programs continue to partner with the RSCs in an effort to provide enhanced and collaborative training to provider agencies, including training on relapse prevention safety planning for youth with sexualized behaviors, the Prison Rape Elimination Act (PREA), and the agency's YASI risk assessment tool and companion case planning practices.

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 community placement program (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 youth 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. *Note: this section focuses on the CAP Unit, 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 the Reception and Diagnostic Center. 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.

Summary of Previously Reported Progress

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 use of non-JCC alternative placements for both assessment and treatment expanded. Therefore, the CAP Unit's referral and case management responsibilities increased in scope and complexity from when the unit was created in 2015. In FY 2014, all youth were admitted for their assessment at the Reception and Diagnostic Center, and the treatment placement options were limited to JCCs or the first four CPPs. After the Reception and Diagnostic Center 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 detention center. In FY 2019, 87% (291 of 335) of direct care admissions and assessments were conducted across 18 detention centers rather than the JCC. Depending on youth needs and placement availability, youth may then be placed in a CPP, transferred to another alternative placement, or transferred to Bon Air JCC.

In order to **sustain** the work of the CAP Unit, a cross-divisional CAP Transformation workgroup 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.

Accomplishment Updates

The efforts to complete assessments in a locally based juvenile detention center continue, with 80% (188 of 235) of direct care youth being admitted to detention centers in FY 2020. Additionally, a 19th detention center has been added to the available assessment sites for direct care youth.

After a hiatus due to COVID-19, the CAP Transformation workgroup has reconvened to develop detailed implementation plans to further improve the process overseen by the CAP Unit. To address immediate change in the interim, a CAP Efficiency Workgroup was also formed to identify areas that could be streamlined, thereby expediting the process of a juvenile's placement in treatment facilities. Preliminary data suggest a noticeable decrease in the amount of time between youth commitment and placement in a treatment facility. The Deputy Director of Residential Services will continue to monitor the effectiveness and implementation of the updated process. These actions will help *sustain* the improved processes of the CAP Unit and the agency as a whole.

Bon Air Juvenile Correctional Center

Bon Air JCC is the only remaining secure JCC operated by DJJ. With a capacity of 272, it serves as a treatment placement option for direct care youth, particularly those with longer determinate LOSs, blended sentences with adult time pending, or other risks or needs that are most appropriately served in the JCC setting. Youth at Bon Air JCC receive regular clinical treatment and mental health services through the Behavioral Services Unit (BSU). The primary services provided by BSU staff include treatment for mental health issues, aggression, substance abuse, and sex offenders, as well as psychological evaluations and pre-release risk assessments. These services are delivered individually and in group settings, as appropriate.

Summary of Previously Reported Progress

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 338 in FY 2019. 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 137 in FY 2019, and the JCC ADP decreased from 519 to 201.

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 (prior to COVID-19). By 2017, all housing units at Bon Air JCC had converted to CTM. To align treatment services with CTM, a BSU therapist is assigned to each housing unit. 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 23.4% from FY 2014 to FY 2019, and use of force incidents, specifically, decreased 36.8%. An external study of the program also indicated high feelings of safety among youth and staff. It also included reports of increased family engagement and increased structured activities. In addition to this external study, DJJ tracks and monitors unit-based CTM data, with staff receiving feedback and reports on a monthly basis. Improvements in CTM have continued through additional training and support, including new family visitation practices. (See page 31 for more details on family engagement efforts.)

Bon Air JCC also established a Student Government Association (SGA). Founded in 2017, the initial SGA consisted of staff-appointed youth 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. The SGA conducted its first democratic election in 2018, 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 youth 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.

Other programming at Bon Air JCC has also expanded in an effort to *reform* juvenile justice practices to improve outcomes and prepare youth for success:

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

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 began the program in May 2019 with 13 youth enrolled. The initial program is 12-weeks, but the mentors continue services for youth upon reentry and offer assistance to their children and families.

Experiential Learning: Residential Services partners 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. 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.

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, focusing on skill-building, improving behaviors, and increasing the likelihood of successful transitions to the community upon release. The following programs were initiated or expanded in FY 2020:

MAT: Since July 2019, six youth have been identified as appropriate for the MAT program. One youth has successfully completed treatment and is currently on parole, and the others are

in various stages of the program. To ensure low risk youth with high MAT needs are not automatically assigned to Bon Air JCC, these resources have been expanded to CPPs. The MAT provider has agreed to offer comprehensive substance abuse therapy, psychiatric care, and medication-assisted therapy to include Vivitrol injections. After completion of the first full treatment cycle, the services may be expanded to other interested CPPs through telemedicine.

Fatherhood Program: In FY 2020, eight youth graduated from the program, and Bon Air JCC hosted a graduation ceremony to celebrate the youth's accomplishment. Since then, one additional cohort of youth has begun the same journey, and additional cohorts are planned.

Experiential Learning: Due to the impacts of COVID-19, Challenge Discovery activities were temporarily postponed for FY 2020. Experiential learning has a positive impact on the youth and staff involved, and Bon Air JCC plans to continue the partnership with Challenge Discovery as soon as it becomes safe to do so. When the program resumes, Challenge Discovery will train Bon Air JCC staff in the methods of experiential learning so these learning experiences can be conducted on a more regular basis within the facility. Additionally, the recreation staff will work toward becoming trained in therapeutic recreation techniques to expand the agency's therapeutic efforts to all aspects of the youth's daily lives at Bon Air JCC.

Reducing Isolation in Youth Facilities (RIYF): DJJ received grant-funded technical assistance to develop a work plan to further reduce the use of isolation as a punitive measure. Bon Air JCC was already making strides in the reduction of punitive isolation, but a newly established workgroup helped focus the initiative to promote continued success. DJJ has limited the types of incidents and the duration along with requesting regulatory changes to eliminate punitive isolation. There was a 92% reduction in the use of punitive isolation from FY 2015 to FY 2019. In an effort to continue to educate staff, the RIYF committee worked to develop and present messaging in various media formats to staff at Bon Air JCC, including emails, posters, and digital messaging boards during FY 2020. Staff were educated regarding the importance of building rapport with youth, the negative impacts of punitive isolation, and the data indicating that safety can be maintained while engaging in isolation reduction efforts. Training was also provided to staff across DJJ. Additional efforts have been focused on developing alternative strategies for staff to use with youth.

CTM: Throughout FY 2020, Bon Air JCC focused training efforts on achieving fidelity of CTM. A new version of the CTM manual was disseminated to staff in fall 2019. A team of Residential Services subject matter experts led three all-day training sessions in August and September 2019 to ensure staff understanding of the CTM manual components, and Bon Air JCC has implemented an additional week of CTM training for newly hired Resident Specialists I. A one-day CTM training session, led by residential staff, was also added to the annual in-service training requirement.

To accompany the updated CTM manual and ensure youth were aware of all changes that directly affected them, a new resident handbook was published in both English and Spanish in fall 2019 to coincide with the CTM manual revisions. Both versions of the handbook were sent to parents, as well as posted on the DJJ website for reference.

To further bolster the therapeutic treatment efforts of CTM at Bon Air JCC, several additional programs and resources have been implemented for staff and youth. For example, youth in several units were able to grow a garden. Youth not only learn effective methods for growing fruits and vegetables, they also learn how to take their crops and turn them into balanced and nutritious meals. Further improvements to family engagement have also continued to be a focus. (See page 31 for more details on these efforts.)

As a part of CTM, youth learn new skills through Mutual Help Groups. The purpose of a Mutual Help Group is to provide a safe space for youth to discuss a variety of interpersonal and social issues that affect day-to-day living (e.g., conflict resolution, emotion management, positive peer culture, communication skills, healthy relationships) through group facilitation, sharing, and support. By staff encouraging youth to share feelings and ideas, Mutual Help Groups can also improve trust and bonding within the unit. During Mutual Help Groups, youth and staff come together to discuss issues that help the group develop new skills and make better decisions in the future.

Additionally, leadership at Bon Air JCC is continuously working to coach and provide staff with the best resources to improve youth's lives. Two toolkits were completed in FY 2020 with a compilation of lesson plans to implement during Mutual Help Groups. The lesson plans target skills that youth may need for successful reentry into the community; some of these areas include problem solving skills, recognizing and building healthy relationships, anger management skills, and others. Mental health professionals at Bon Air JCC developed the toolkits, which take into account varying knowledge and ability levels. A training module is currently under construction, and all staff should be effectively trained in the use of the Toolkits in FY 2021.

Another coaching method for staff at Bon Air JCC is the Resident Specialist I mentoring program. A staff member who has been progressively promoted from a Resident Specialist I to a Community Manager developed this mentoring program. The intention of the mentoring program is to foster growth and understanding for new hires to ensure they are comfortable and competent in their job duties. Mentoring also creates a sense of support and connection among peers in the workplace. Each Resident Specialist I is assigned a senior direct care staff as a mentor. Ideally, shift assignments for the mentor and mentee coincide to allow maximum, effective communication and implementation of the program. New hires receive the benefit of support in their current roles, and are also encouraged to grow within the agency and work toward additional opportunities after achieving mastery as a Resident Specialist I.

In an effort to *sustain* and improve current best practices within CTM, Residential Leadership is establishing two positions for Residential Practice Improvement Coaches to be filled in FY 2021. The Residential Practice Improvement Coaches will serve as subject matter experts and assist with planning, implementing, managing, and ensuring consistency of the statewide CTM. These positions will assist in the implementation and monitoring of work plans and conduct quality assurance activities; conduct monitoring visits within living units observing practices and processes; and provide coaching to ensure compliance with CTM guidelines and expectations. The Practice Improvement Coaches will represent Residential Services on

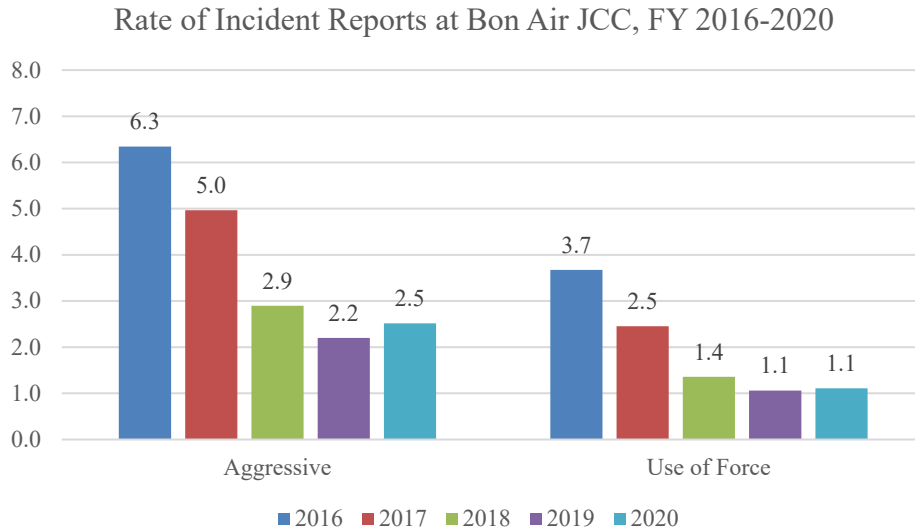
committees, task forces, and ad hoc inter- or intra-agency planning groups related to CTM and/or behavioral modification programming.

In addition, the Quality Monitoring and Implementation Team (QMIT) reviews monthly data regarding CTM. During FY 2020, QMIT implemented strategies to target units with consistent challenges. These units were invited to attend QMIT meetings and required to develop a quality improvement plan to address areas of concern. As a part of the quality improvement process, QMIT provides support to ensure the success of the improvement plan and determine what additional resources or adjustment may be necessary for the unit's overall success.

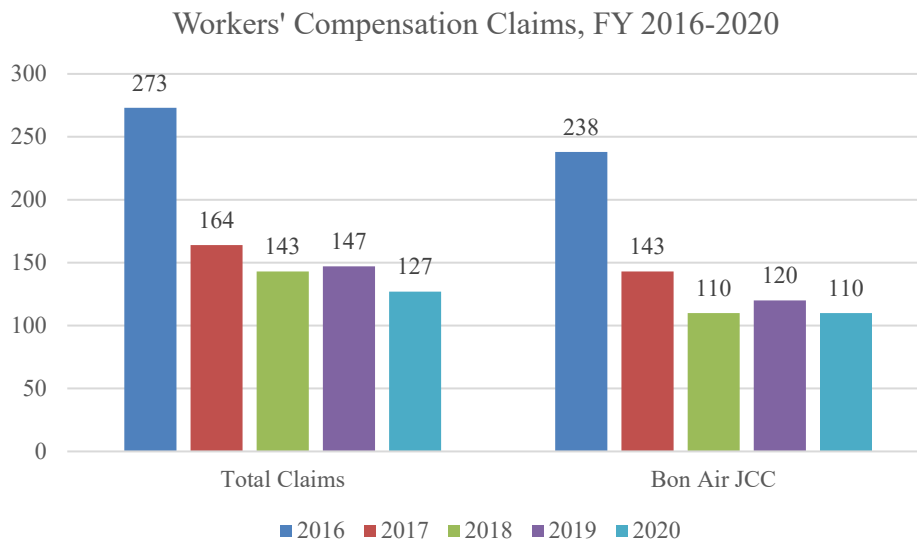
In addition to the specific programs listed above, BSU, medical, case management, and other residential staff continually update trainings and certifications in order to maintain and improve service delivery to benefit youth. These trainings include such topics as specific treatment service delivery, improving the therapeutic and trauma-informed environment, and collaborating with non-JCC placement options. For example, BSU enhances their own skills while also assisting in integrating therapeutic skills with other staff at Bon Air JCC by conducting and/or receiving training in safety and relapse prevention planning, trauma informed care, reducing isolation, and substance abuse and sex offender treatment. Additionally, medical staff receive regular training from a local emergency medical services department, they have participated in crucial conversation training, and they have facilitated trainings for juvenile detention center staff. Finally, in recent years, CTM and case management staff have been trained in aggression replacement training, trauma-informed writing and treatment planning, YASI, and direct care treatment placement options.

As these transformation efforts aim to improve safety of both youth and staff through the *reform* of programming and training, incident reports and workers' compensation claims provide objective measures for evaluating those efforts.

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 60.4% between FY 2016 and FY 2020, with an initial decrease from FY 2016 to FY 2019 and relatively stable rates in recent years. Use of force incidents followed a similar pattern, indicating that the initial decrease during the beginning years of transformation has been *sustained*. (See graph below.)

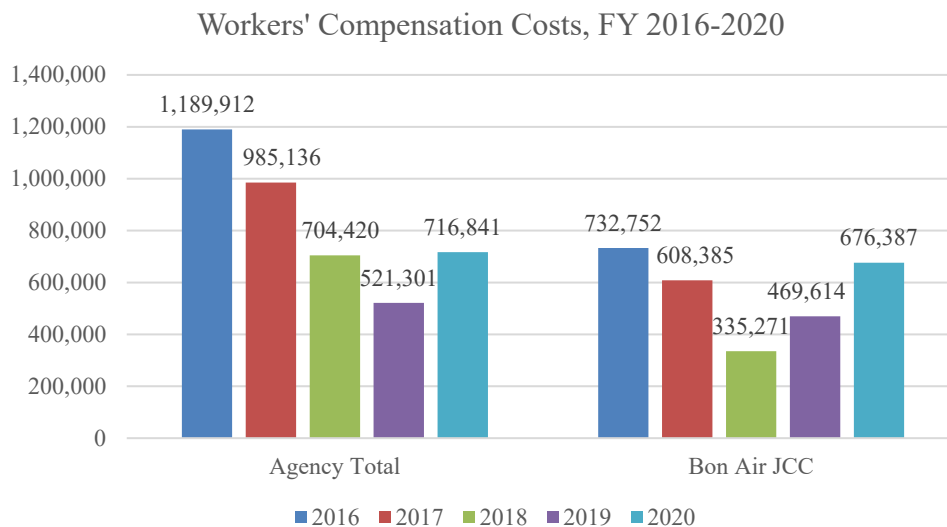


Overall, DJJ also significantly reduced the number of workers' compensation claims since FY 2016. The total number of claims filed decreased from 273 in FY 2016 to 127 in FY 2020, a decrease of 53.5%. Claims from Bon Air JCC have decreased from 238 in FY 2016 to 110 in FY 2020, a decrease of 53.8%. (See graph below.)



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

Similarly, the costs associated with workers' compensation claims decreased 39.8%, from \$1,189,912 in FY 2016 to \$716,841 in FY 2020, with a majority of costs for FY 2020 being associated with Bon Air JCC (\$676,387).³ (See graph below.) DJJ continues to improve employment training and retention practices in the hopes of further reducing workers' compensation claims and costs.



COVID-19 Impact: The pandemic has had a significant impact on direct care. As a result of the increasing severity of the pandemic, Residential Services established a COVID-19 response team, which included leadership and administrative support. This team began response efforts on March 10, 2020, and took immediate action to assess the situation at Bon Air JCC and implement numerous protocols to protect youth and staff. These protocols include campus-wide cleaning and sanitizing, social distancing, use of personal protective equipment (PPE), and continuity of services for both youth and staff. Additionally, upon entrance each day, a COVID screening is required for every staff, including a temperature check. Any staff with an elevated temperature or any COVID symptoms is not allowed into the facility until they receive guidance from a medical provider. In these protocols, DJJ addresses the best methods and practices for protecting youth and staff while maintaining security standards and therapeutic treatment efforts. The medical team at Bon Air JCC also provided COVID-19 education to all youth; this education included best practices for hand hygiene, the importance of wearing a mask, and discussions on how the virus was affecting the world outside the facility. Residential leadership has maintained ongoing collaboration with the Virginia Department of Health to adjust protocols and practices at Bon Air JCC as necessary based on new information and guidance about the virus. Additionally, Residential Services serves as a resource for the Virginia Juvenile Detention Association as they address the pandemic.

In conjunction with the protocols, several other areas of operation were severely impacted. All direct care transfers within the agency were suspended beginning March 23, 2020. Alternative placements did not begin transfers again until May 14, 2020, and Bon Air JCC resumed transfers

³ Compensation claims may be paid over consecutive years after the claim is originally made.

on August 17, 2020. Residential Services assessed the entire indeterminate population to determine if any were eligible for expedited release. Between March and June 2020, 121 youth were released and the population at Bon Air JCC reached an all-time low. Although the number of releases was 16.3% higher than the same timeframe in FY 2019, the majority were still released within their projected LOS range based on their risk level and committing offenses. This smaller population allowed staff to increase opportunities for social distancing among youth and provide an even greater level of individualized care throughout such unprecedented times.

To protect youth from additional outside exposure to the virus, Bon Air JCC suspended all in-person visitation indefinitely, beginning March 13, 2020. In response to this difficult change, staff made every effort to increase other methods of communication between youth and their families and natural supports. Bon Air JCC collaborated with Global Tel-Link and negotiated free calls for each youth. Initially, residents received two free calls per week and were later provided ten free calls per week. Additionally, video visitations were increased over time as equipment became available. Bon Air JCC is continuing to work toward expanding consistent video visitation opportunities campus-wide until such time as it is safe to resume in-person visitation.

Despite these efforts and precautions, the virus affected both youth and staff. The first positive cases within DJJ occurred on April 2, 2020, and the first youth case at Bon Air JCC occurred on April 5, 2020, at which time the facility began a two-week period of campus-wide quarantine and employed aggressive testing measures. Throughout the next several months, the facility experienced a total of 34 youth cases and 25 staff cases. The majority of youth cases were extremely mild and many may have gone undetected if not for Bon Air JCC's vigilant testing efforts. During the quarantine, some therapeutic and clinical services were impacted, but mental health clinicians continued to conduct mental health checks and provide treatment for youth using non-traditional methods. The campus-wide quarantine was fully lifted on April 23, 2020, following a complete sanitization of all occupied living units. Services resumed while maintaining COVID-19 health and safety practices and protocols. For example, group treatment and unit CTM activities resumed with smaller groups, and outdoor non-contact recreation resumed with social distancing. Treatment team, other unit-based meetings, and SGA activities also began taking place again once the quarantine was lifted.

Throughout the pandemic, leadership staff has made a concerted effort to keep families, staff, and the community informed about the COVID-19 impact at Bon Air JCC. Contact was made via letters to families, employee email updates, and through the DJJ website. Additionally, the agency hosted a Town Hall meeting for parents to provide updates and answer questions. The Town Hall was conducted on May 14, 2020, with approximately 30 parents and natural supports in attendance. Bon Air JCC will continue to provide updates to and request input from families.

Alternative Placements

In addition to Bon Air JCC, youth in direct care may be placed in a variety of alternative placement options, including CPPs, detention reentry, residential treatment centers, and group homes. CPPs are residential programs operated for committed youth within juvenile detention centers, which are often closer to home for many youth than Bon Air JCC. CPPs focus on positive youth development and increasing competency in areas of education; vocational preparation; life, social, and cognitive skills; employability; and anger management.

Detention reentry programs allow youth to transition back to their community 30 to 120 days prior to release. The objectives of the program are to prepare youth for progressively increased responsibility and freedom, bridge services between direct care placement and the community, facilitate increased family engagement, and establish relationships with targeted community support systems. DJJ reimburses the detention centers for these services.

Finally, private alternative placements contracted through the RSCs provide another residential option for committed youth. These residential options include secured and staff-secured residential treatment centers and staff-secured group homes. 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.

Summary of Previously Reported Progress

Establishing non-JCC treatment placements for committed youth helps to *reduce* the use of high-security confinement settings by *replacing* them with appropriate alternatives that may be smaller, and more treatment-oriented or more appropriately geographically located throughout the state. Beginning in 2014, DJJ partnered with locally- and commission-operated juvenile detention centers to establish CPPs. 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. Between FY 2014 and FY 2019, the direct care ADP decreased from 599 to 338, and the percentage of those youth in non-JCC alternative placements increased from 1.2% to 41.3%.

In addition, several direct care initiatives focus on 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 memoranda of agreement (MOAs) with the CPPs to ensure programs and services align with DJJ's transformation and incorporate evidence-based practices. CPPs also expanded postsecondary opportunities in order to better serve youth with longer LOSs and increased family engagement activities. (See page 31 for more details on family engagement.)

Several training opportunities helped 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, participating in monitoring visits and building continuous quality improvement (CQI) plans to enhance and sustain their programs.

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. For example, James River Detention Center was added as a ninth detention reentry site during the past

year. Currently, there are 47 non-JCC options for direct care youth, including 10 CPP sites,⁴ nine detention reentry programs, 11 residential treatment centers, and 17 group homes.⁵ As of July 1, 2020, the operating capacity at CPPs was 105 dedicated beds. 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.

Direct Care Placement Options and Capacities	
Placements	Capacity as of 7/1/20
Bon Air JCC	272
CPPs	105+
<i>Blue Ridge</i>	8
<i>Chesapeake</i>	8
<i>Chesterfield</i>	8
<i>Lynchburg</i>	8
<i>Merrimac – Females</i>	5
<i>Merrimac – Males</i>	8
<i>Northern Virginia - Females</i>	8
<i>Prince William</i>	8
<i>Rappahannock</i>	16
<i>Shenandoah Valley</i>	8
<i>Virginia Beach</i>	20
Contracted Alt. Placements (28)	N/A
Detention Reentry (9)	N/A
Adm./Eval. in Detention Centers (19)	N/A
Direct Care Total	377+

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.

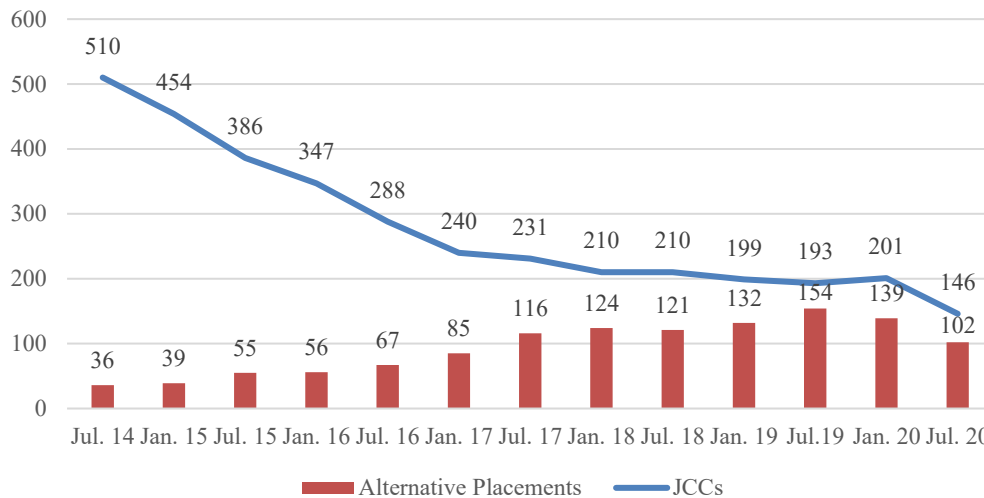
The number of youth in alternative placements continues to rise as DJJ expands detention-based placement options and other alternatives. The average number of youth in non-JCC alternative placements increased from 36 (6.6% of total population) in July 2014 to 139 in January 2020, representing 40.9% of the total direct care population. Youth in a JCC *reduced* by 60.6% in the same timeframe.⁶ (COVID-19 influenced a more dramatic decrease in the direct care population, particularly the JCC population, by July 2020.) Of the 321 youth released from direct care in FY 2020, 170 (53.0%) did not enter a JCC. (See graph below.)

⁴ Merrimac Juvenile Detention Center is counted as one of the 10 CPP sites; however, it operates separate programs for males and females.

⁵ Residential treatment centers and group homes were previously reported based on the parent company; one company may operate multiple facility locations. Each facility location is counted in the current report.

⁶ While Bon Air JCC typically only houses male youth, DJJ experienced challenges with the placement of a committed female during this reporting period following an unsuitable residential placement. Ultimately, DJJ had to open a temporary unit for her at Bon Air JCC for stabilization purposes.

Direct Care Youth in Alternative Placements and JCCs



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

Several direct care initiatives also focus 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 2020, DJJ worked on developing and implementing CQI plans with the CPPs to ensure programs and services align with DJJ’s transformation and incorporate evidence-based practices. In collaboration with the CPPs, performance measures for these programs were also developed.

DJJ also continues to provide several training opportunities to *sustain* the CPPs efforts to provide enhanced programming, including YASI risk assessment and case planning, Aggression Replacement Training, positive youth development, training and ongoing coaching by Missouri Youth Services Institute (MYSI). CPPs also develop and facilitate additional training as part of their programming such as Girls’ and Boys’ Circle, trauma-informed care, and Moral Reconciliation Therapy (MRT). Additionally, all CPPs continue to participate in quality assurance monitoring visits and building CQI plans to enhance and sustain their programs. DJJ also partnered with Vanderbilt University to launch a validated, evidence-based quality assurance tool, the Standardized Program Evaluation Protocol or SPEP™. The goal of this tool is to drive sustainable performance improvement for programs that serve the juvenile justice population to impact recidivism. (See page 44 for more information about the SPEP™ initiative.)

COVID-19 Impact: Similar to Bon Air JCC, cleaning protocols were enhanced in the CPPs, and in-person visitation was ceased due to COVID-19. Phone and video visitation was established or increased at most CPPs. Some services were adapted to virtual delivery, depending on the programmatic structure of services within the CPP (e.g., whether the provider was external to the detention center).

New Facilities

DJJ’s Transformation Plan includes a vision of *replacing* the JCCs with smaller, treatment-oriented facilities, closer to the communities where youth live. Challenges remain with finding an

ideal location in the desired eastern and central regions of Virginia. As a result, the administration introduced new language to the 2020 General Assembly, resulting in approved language that allows the Commonwealth to locate the DJJ facility on state-owned property that is both cost effective to develop and best suited to achieve DJJ's operational needs. DJJ is working collaboratively with the Department of General Services to explore options given the amended language.

EDUCATION

The Division of Education operates the Yvonne B. Miller High School and postsecondary programs, providing education for middle school, high school, and postsecondary 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.

Summary of Previously Reported Progress

Since the implementation of the Transformation Plan, the Division of Education has *reformed* its delivery of educational services and its behavioral approach, which has 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 youth 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 postsecondary students. This expansion included a new community college course enrollment option at J. Sargeant Reynolds Community College, offering classes in the areas of business and entrepreneurship. Industry certification courses, paid apprenticeships, and numerous enrichment courses are offered. The Division of Education also coordinated postsecondary programming options at all ten 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.

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

- **W!SE (Working in Support of Education) Financial Literacy Certification Test:** Provides high school students with access to financial education and the opportunity to obtain financial literacy certification.
- **Workplace Readiness Skills:** Prepares students for entry into the workforce using the 21 essential workplace readiness skills identified by the Commonwealth of Virginia.
- **ServSafe® Food Manager Exam:** Prepares students to work in the food industry through a food and beverage safety training and certificate program administered by the National Restaurant Association.

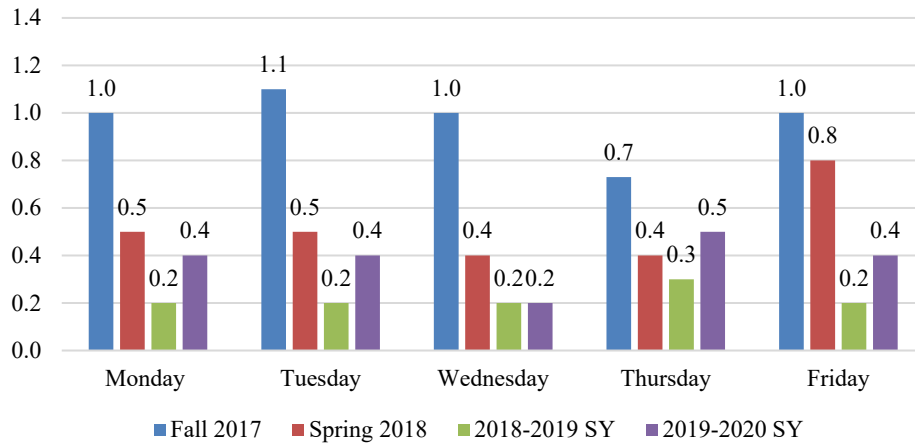
In addition to educational services at Bon Air JCC, the Division of Education supports the CPPs by providing resources and opportunities to the postsecondary students for the purpose of continuing education after receiving a high school diploma or GED® certificate. Through partnerships with community 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 postsecondary students.

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 are used to create a more inclusive and effective environment for students with special needs. Parent participation during meetings for students with disabilities increased from 29% in FY 2019 to 50% in FY 2020.

The Yvonne B. Miller High School staff and students updated the PBIS classroom behavioral expectations for the 2019-2020 SY (the Cougar Classroom). Additionally, the Yvonne B. Miller High School and postsecondary staff increased their average score from 73% to 79% on the PBIS Tier 1 classroom fidelity tool. 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 the abbreviated 2019-2020 SY, reflection room staff provided 378 proactive breaks from class to students. A slight increase occurred for referrals out of class during the abbreviated 2019-2020 SY, but did not return to initial and pre-implementation rates (see graph below). The Division of Education is also in early implementation stages of Tier 1 of Response to Intervention (RTI), a multi-tier approach to the early identification and support of students with learning or behavior needs. The RTI process begins with high-quality instruction and universal screening of all students in the general education classroom.

Rate per Hour of Student Removals from an Educational Setting



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 through the end of the 2018-2019 SY. A slight increase occurred for removals from class during the abbreviated 2019-2020 SY, but did not return to initial and pre-implementation rates. The population census on the first day of school was 195, and on the last day of on-site classes it was 202.

Through the partnership with the Community College Workforce Alliance, the Division of Education is able to creatively present new learning opportunities to postsecondary students that will better equip students to be fully prepared in acquiring and maintaining employment. The Division of Education offers 13 industry certification courses.

During the 2019-2020 SY, the Division of Education offered two new simulation-training programs, Welding and Heavy Machine Operator (bulldozer, backhoe, and forklift). Both programs provide job training and/or lead to industry certifications. J. Sargeant Reynolds Community College is the issuing agent for the forklift certification.

The Division of Education established a new partnership with the Virginia Department of Labor to provide a structured work environment where students gained specific work skills through on-the-job training while earning pay. Through apprenticeship programs, students will receive a nationally recognized credential, which consists of a completion certificate and Journey Worker card. DJJ implemented four registered apprenticeship programs at Bon Air JCC: Barbering, Graphic Design & Sign Writer, Upholster and Industrial Sewing Machine Operator.

The table below displays the number of credentials or certifications earned for SY 2019-2020.

Student Credentials/Certifications Earned	
Credential/Certifications	SY 2019-2020
Barbering	10
Graphic Design/Sign Writer	7
Upholstery	15
Industrial Sewing Machine Operator	22
Culinary Arts (ServSafe®)	20
Fitness (CPR/First Aid)	16
OSHA w/ Flagger	41
Microsoft Office	8
Comptia A+	12
NCCER Core	8
Certified Logistics Associate	14
Manufacturing Tech I	11
Medical Terminology	4
Heavy Machine Operator	47
Welding	31
Total	266

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, the Division of Education offers a total of six classes in the areas of business and entrepreneurship. Student enrollment for J. Sargeant Reynolds classes increased 82.9% for the 2019-2020 SY.

During the 2019-2020 SY, the Division of Education partnered with the University of Virginia (UVA) to implement a newly revamped Russian Literature class called “Connecting Lives through Literature.” In this course, Bon Air JCC students were partnered with UVA students to explore and have in-depth discussion on great works of literature. Students who successfully completed this course were awarded college credit. The tables below display enrollment numbers in postsecondary courses for SY 2019-2020.

Enrollment in J. Sargeant Reynolds Community College Courses	
College Courses	SY 2019-2020
Principles of Supervision	13
Introduction to Business	44
Introduction to Marketing	9
Sales & Marketing	2
Entrepreneurship	8
Human Resource Management	10
Total	86

Enrollment in University of Virginia Course	
College Courses	SY 2019-2020
Connecting Lives through Literature	16
Total	16

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. DJJ added fun and creative programs that intrigued student interests in the areas of video and music production. The table below displays student participation for SY 2019-2020.

Student Participation in Postsecondary Enrichment Courses	
Courses	SY 2019-2020
Music Production	34
Music (Instruments)	17
Video Production	34
Photography	34
Art Foundations	13
Sculpture	5
Cadet Corps	16
Blue Print Reading	31
Total	174

The Division of Education continues to support the CPPs by providing resources and opportunities to the postsecondary students for the purpose of continuing education after receiving a high school diploma or GED[®] certificate. DJJ has established and implemented a clearly defined process to ensure equitable distribution of educational resources. The table below describes the individualized partnerships with each CPP.

Postsecondary Program Partnerships with CPPs	
Blue Ridge	Tuition for Piedmont Valley Community College; Laptops; OSHA; Mental Health Class; Drivers Education
Chesapeake	Tuition for Tidewater Community College
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
Northern Virginia	Courses for Northern Virginia 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

In the past year, the Division of Education worked toward *sustain* initiatives by focusing on staff leadership, hiring, training, and support practices. The Division of Education has worked to purposefully hire staff and teachers to develop a culture that supports staff, students, and teachers. The percentage of courses taught by licensed and properly endorsed instructional personnel increased from 93.4% in SY 2018-2019 to 97.9% in the 2019-2020 SY.

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. At Yvonne B. Miller High School, students utilize personalized learning allowing students to complete courses at various intervals. Because students complete courses at different times of the year, more students were eligible to test in spring 2020 than in fall 2019. Unfortunately, due to the COVID-19 pandemic and the closures of schools by Executive Order 53, students who were eligible to test in spring 2020 were not tested. Seniors who met requirements under the emergency closure guidelines received a waiver for SOL testing and CTE credential testing. The Board of Education’s *Emergency Guidelines: Locally-Awarded Verified Credits*, adopted on April 2, 2020, also allowed non-graduating students to earn verified credits for eligible courses through a revised locally awarded verified credit process. The table below displays pass rates for CTE credentials.⁷

Overall Pass Rates for CTE Credentials			
Course	Assessment	2018-2019 Pass Rate	Fall 2019 Pass Rate
Economics and Personal Finance Principles of Business and Marketing Introduction to Marketing	WISE	59%	68%
Advertising Design I Advertising Design II	Workplace Readiness Skills	50%	56%

With regard to high school completion rates, for SY 2019-2020, 100% of eligible high school seniors graduated. This is higher than graduation rates for SY 2018-2019, when 87.2% 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.

Division of Education High School Completions			
Credential	SY 2017-2018	SY 2018-2019	SY 2019-2020
Advanced Studies Diploma	0	1	0
Standard Diploma	41	35	21
Applied Studies Diploma	8	3	2
Penn Foster High School Diploma	16	15	6
GED® Certificate	12	17	6
Total	77	71	35

COVID-19 Impact: On March 13th, the Governor made an announcement to close schools for two weeks across the State of Virginia due to a nationwide pandemic. Prior to the expiration of that initial closure, the Governor closed schools for the remainder of the 2019-2020 school year. As a result, the DJJ educational team began planning for a new learning experience. Teachers started putting together a variety of common learning activities for students to engage in so that the continuity of education would continue on the units. The activities focused primarily on

⁷ Due to the school closures and waivers, SOL testing information is not available for SY 2019-2020.

opportunities to enhance skill gaps and provide enrichment experiences. Like many public school divisions, these initial activities were not graded.

Within a few weeks, teachers had prepared content-based lessons and materials in a variety of formats and platforms and students began to continue and complete coursework. PBIS points were earned by students for completion of work assigned to them, and were able to order and receive incentive items. School counselors reviewed transcripts for every student to determine the remaining coursework needed for each student to graduate or advance to the next grade level. Additional library books were ordered and mobile libraries were created for each unit, allowing students access to a variety of reading materials.

Communication between education leaders, instructional technology resource teachers, and the Department's information technology (IT) professionals occurred frequently to determine the best way to get the computer-based online curriculum up and running in the units.

The IT unit initially expanded the existing education platforms to enable teachers to chat with students, as well as remotely monitor what was occurring on their computers. In addition, new laptops and charging carts were deployed to all housing units at Bon Air JCC to enable students to continue their education. Since this did not provide a fully functioning e-learning and communication platform, the IT Unit also researched and tested solutions which could work in a secure environment, as standard video conferencing platforms would not suffice. Given the nature of the environment and the constraints surrounding security, DJJ had to be particularly cautious of the platforms used to communicate electronically.

By August DJJ had tested, purchased, and started training education on a full e-learning platform called Canvas. Canvas is a platform that provides both secure video conferencing as well as fully customizable courses, so it was an immediate and long-term benefit for educational instruction. The IT Unit continues to refine training on Canvas and assist teachers. Furthermore, guidelines were developed to support residential staff in arranging a learning environment on the unit when classes resumed virtually. The Cougar Classroom was also converted to the Virtual Cougar Classroom to encourage behavioral expectations for students while working on the unit.

Posters were designed to tell and show students how to wear masks and socially distance featuring famous actors, athletes, and musicians and were printed and posted around Bon Air JCC. PBIS incentive items were given to residential staff to support students during facility-wide cleaning. Students were able to enjoy snacks and a movie while their units underwent extended cleaning times. Daily phone calls were made by Reflection Room staff to each unit on campus. Available students were able to speak to staff and receive encouragement, ask questions, and hear a familiar voice. Unit staff could also check-in and receive support and encouragement.

The Virginia Department of Education (VDOE) continued to provide school divisions with updates and a number of waivers were passed, including suspending SOLs and other state assessments. Special education teachers reviewed each Individual Education Plan (IEP) and held amendment meetings to address the continuum of services in a remote/virtual environment. The building principal communicated frequently with residential leaders to ensure that there was structured time and a place on the unit for students to do this work without distractions.

The school closure and challenges of restarting education in the units had a tremendous impact on the students and educational staff. Six seniors were able to graduate, with the strong support of their teachers and educational staff members. In the era of COVID-19, an outdoor, socially distanced graduation ceremony was held for those students. Two family members for each graduate were invited to attend. Each graduate received a memory box with the program and Class of 2020 cloth facemask. In addition, ten more seniors completed requirements for graduation during the summer 2020 session.

In June 2020, the Governor announced a phased reopening of K-12 schools. The phases gradually permitted in-person instruction to resume while prioritizing the health and safety of students and staff. This approach addressed the needs of students who were most impacted by school building closures, and for whom in-person instruction was most beneficial. During the summer, the Division of Education followed the parameters of the phase guidance and provided this opportunity for students with disabilities who were identified through the IEP process, English Language (EL) students, and a small, targeted group of students who were working specifically on graduation requirements.

By early July 2020, VDOE had released “Recover, Redesign, Restart, 2020,” a guiding document for Virginia school divisions developed in response to the COVID-19 pandemic and in preparation for schools reopening. All schools were required to develop a school re-entry plan with a focus on new instruction to include strategies addressing learning lost due to the March 2020 school closures. This document also includes a plan for fully remote instruction if a school closure is mandated due to ongoing public health conditions.

The Division of Education/Yvonne B Miller High School instructional plan “*Return 2 Learn*” was designed to support educational services in both a traditional classroom model and virtual/remote learning. The requirements of providing new content instruction and focusing on learning gaps that developed as a result of the school closure were paramount in the plan. Building the infrastructure for virtual/remote learning required collaborative thinking, planning and execution by the Division of Education, IT, and Residential Services. Through this collaboration, interactive teaching and learning was accomplished via a videoconferencing system that allowed real time access during classes. Professional development for teachers was a critical component to complement the infrastructure of virtual/remote learning. Now, the Yvonne B Miller High School is able to switch quickly and deftly between in-person instruction and virtual/remote learning as needed.

FAMILY ENGAGEMENT

DJJ views family engagement as an important component for youth's success. Involvement in youth probation case planning, visits during commitment, and family inclusion in treatment and reentry services are some of the stages important for families to be engaged with their youth and DJJ.

Summary of Previously Reported Progress

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 has resulted in a significant increase of family members visiting committed youth. In 2016, DJJ's procedures on family visitation at Bon Air JCC 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.

Across CPPs, there has also been an increase in family engagement activities to include visitation with multiple family members and natural supports. CPPs have also sponsored family days, events/crafts around holidays, family reunification efforts through skill development/counseling, and graduation ceremonies.

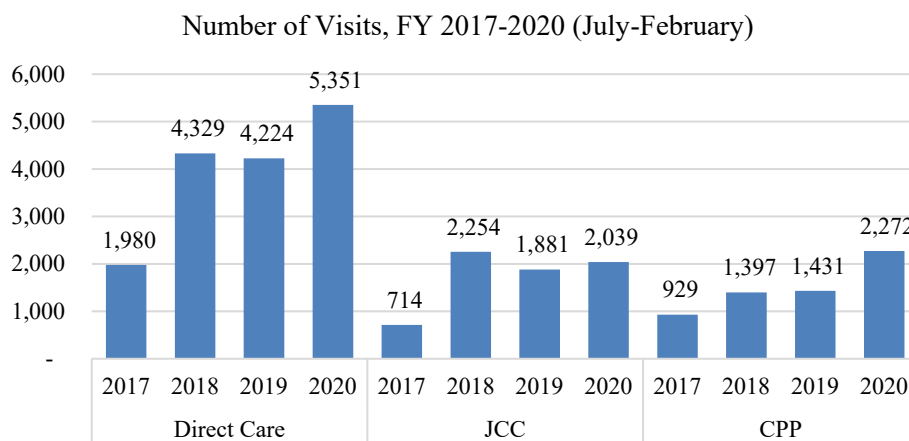
In order to *sustain* these family engagement efforts, DJJ hired a Family Engagement Coordinator and a Family Advocate. The Family Advocate's role is to be a voice and support for families of youth in DJJ's care. The Family Advocate draws from experience with the system to help others navigate the system and provide DJJ with family perspectives in policy and procedure updates. DJJ also built a Family Support Network.

Accomplishment Updates

In FY 2020, 980 individuals took advantage of the transportation program to visit youth committed to DJJ. Transportation was provided to Bon Air JCC and other alternative placements. 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.

Further fostering family connections and engagement, Bon Air JCC was able to host two family day events prior to the pandemic. One event was hosted on September 15, 2019, as a partnership between the Division of Residential Services and Division of Education to kick off the 2019 school year with 351 visitors in attendance. Parents were able to learn about educational programs provided to their youth, sign up for the PowerSchool Parent Portal, and enjoy lunch. Another event was hosted on December 15, 2019, with a theme of “A Holiday Storybook Celebration” and hosted 402 visitors.

During the first eight months of FY 2020, the number of total visits for direct care youth overall increased from FY 2019. (In March 2020, all in-person visitation was suspended at Bon Air JCC and most juvenile detention centers due to COVID-19; therefore, March to June of each FY were excluded for comparison purposes.) DJJ continues to work to determine which types of events and strategies optimize family engagement. The graph below displays the number of visits, and the table below displays the number and rate of visits and visitors (rates are not comparable to previous reports due to the shortened timeframe presented).



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 2020 (July-February)					
Facility	ADP	Visits	Visitors	Rate of Visits	Rate of Visitors
Bon Air JCC	200	2,039	4,294	10.2	21.5
Adm./Eval. in Detention Centers	31	388	624	12.6	20.3
CPP	96	2,272	3,668	23.7	38.3
Contracted Placement	16	0	0	N/A	N/A
Detention Reentry	4	47	73	11.4	17.7
Total	347	5,351	9,844	15.4	28.4

Note. One visit may involve multiple visitors. Visits by phone were included. Rates were calculated by dividing the visits/visitors by the ADP. The ADP may not sum to the total due to rounding.

In an effort to be more inclusive with families, a Family Engagement Committee was established, which convenes monthly, and is composed of parents of committed youth as well as members of

the reentry and residential staff; youth representatives often attend meetings. Through this group, a Family Orientation packet was created and the draft is in the final stages. The packet contains information to guide families through each step of their child's commitment and includes components of CTM in which their children will participate while at Bon Air JCC. Progress on the packet is stalled due to COVID-19 but is estimated to be published for families by the end of FY 2021.

The Family Advocate and the Family Engagement Coordinator launched the first community-based Family Support Network meeting in Staunton, Virginia. The community-based meetings provide families an opportunity to network with other families within their community and provide a platform for families with transportation challenges. The Family Advocate greeted families and answered questions and concerns. Due to the impact of COVID-19, Family Engagement meetings will reconvene as virtual meetings in FY 2021.

REENTRY

Planning for a youth to transition from a secure direct setting back to their home communities after release is an essential element of the commitment process. In order to maximize youth's likelihood for success, DJJ follows the principle that "reentry begins on the first day of commitment."

Summary of Previously Reported Progress

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.

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.
- 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.

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. The city of Richmond's police department and the Attorney General's office continues to collaborate with Bon Air JCC to provide the LIFE program curriculum to youth who are committed on firearm related charges and are returning to the Richmond metropolitan area upon reentry. The goal is to continue to support the reduction of firearms in the community through building healthy, trusting relationships.

Accomplishment Updates

Despite transformation efforts and decreasing recidivism rates for many populations served by DJJ, recidivism rates for direct care youth have not decreased as desired (see page 46). In response, a Successful Transitions Workgroup was convened with members from divisions across the agency. Recommendations regarding the programming and services delivered for these youth were provided to the Director, and plans are underway to proceed to implementation. In particular, the workgroup focused on increasing step-down opportunities to practice skills, improving family services and connections, improving the individualization of case planning and reentry services, improving the fidelity and effectiveness of service delivery, and improving inter-divisional communication within the agency.

SUPPORT SERVICES

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 Human Resources (HR) practices helps to *sustain* DJJ's transformation work. Since 2016, the Division of Human Resources 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 hundreds of 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 coursework into three main focus areas: Organizational Development, which focuses on leadership; Community Programs, which utilizes an entirely new comprehensive *Basic Skills for Caseworkers* program focused on CSU staff; and Residential Services, which implemented 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) serves as the agency's lead communications liaison. The PIO ensures that the public and the agency's own employees stay well informed about the important work DJJ employees do every day. The PIO creates employee newsletters, maintains and posts relevant news and images to DJJ's Facebook and website, encourages positive media coverage of agency programs and successes, and responds 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 2020, HR continued its efforts to **sustain** transformation at DJJ, despite challenges presented by the COVID-19 pandemic.

Most notably, HR announced changes to its organizational structure in February, with a goal of providing a higher level of customer service. The new structure centralizes key HR functions (recruiting, benefits administration, employee relations, compensation and classification, and consulting services) and will ultimately provide more consistency in its service delivery, improved communication with other work units, better role clarity, process improvement, and a higher degree of accountability. The need to respond to the COVID-19 pandemic has slowed some of the progress in this area, but efforts continue.

HR has strengthened and improved its collaboration with other DJJ divisions, including the Training Center, Risk Management, Policy & Planning, and Accounting. Moreover, HR is improving customer service efforts at both Bon Air JCC and in the CSUs to better understand and meet agency needs. HR has increased coaching and training efforts, particularly with respect to the Commonwealth's "Civility in the Workplace" policy and on how to handle disciplinary and workplace grievance issues. The recruiting team is actively engaged with Bon Air JCC to ensure that its recruiting efforts are meeting staffing needs and are aligned with overall agency strategy. All of these efforts have allowed HR to better serve DJJ employees and to support the agency's transformation efforts.

HR has also filled some key vacancies in FY 2020, including the Classification and Compensation Manager. This role, which is the subject matter expert on compensation matters, is vital to ensuring that the agency is able to retain staff. HR continues to implement new compensation and classification practices, established in FY 2019, which reflect the changing compensation policies of the Commonwealth. The Classification and Compensation team continue to work with the Community Programs Division to implement the Career Ladder for Probation Officers. In addition, through the Virginia Department of Human Resource Management, the agency will be adopting a new compensation management tool in FY 2021, The Mercer Benchmark Database, to allow better establishment of salaries based on market data.

HR's biggest challenge in FY 2020 has been to quickly mobilize and respond to the urgent needs of DJJ staff during the COVID-19 pandemic. HR quickly became subject-matter experts in an area that is unknown and evolving, requiring the HR staff to be both resourceful and flexible. HR has had to help DJJ operate with a newly-mobile workforce, providing guidance on telework, Public Health Emergency Leave, essential personnel, emergency closings, use of sick leave, Virginia Sickness & Disability Program (VSDP), the newly created Families First Coronavirus Response Act, and other related policies. HR has also responded to the stress DJJ staff experience as a result of this public health crisis. Despite the challenges presented by the pandemic, day-to-day work has continued, with many staff across the agency working remotely while maintaining productivity and utilizing remote communication tools to facilitate meetings.

Information Technology (IT) Unit

The changing landscape and work environment due to the COVID-19 pandemic presented new challenges and shifting priorities for DJJ's IT unit. The main issues resulting from the pandemic were how to shift DJJ personnel to a fully work from home (WFH) environment, and how DJJ's unique education environment could be transitioned into a fully virtual platform. These issues required significant investments of time and resources by IT staff, who diligently worked weekends, holidays, and long hours in order to ensure DJJ's mission was not impacted.

Transitioning an entire workforce to WFH was not easy for any agency or company, and DJJ was no exception. There were hundreds of users who had never worked from home or had not worked from home for an extended period. This challenge initially required deployment of hundreds of new laptops, portable Wifi units, cell phones, virtual private networks (VPNs), and webcams. Since equipment supplies were limited, DJJ diverted devices already in stock for regularly scheduled equipment refreshes to DJJ users identified as most needing a laptop to continue their mission critical positions from home. Over 100 laptops were distributed within one month. Since this WFH transition was immediate, there was also a significant amount of one-on-one assistance between DJJ IT staff and personnel to address wide-ranging issues when starting and continuing remote operations.

Training

DJJ Training & Organizational Development (TOD) entered FY 2020 with the goal of building on the progress made in FY 2019, as well as introducing new programs and expanding learning opportunities for administrative professionals and other underserved segments of the workforce.

In Organizational Development and Technology, distance learning was expanded, and conflict resolution and mediation services continued to grow. TOD held five in-person sessions of its Leadership programs, including two *HR Essentials* offerings, along with the usual *Frontline* and *Emerging Leaders* classes. TOD provided a total of 22 conflict coaching sessions, both in-person and by phone, with individual work units from throughout the agency. TOD also facilitated three mediation sessions to assist HR in finding alternatives to traditional performance management of personnel issues.

In 2019, Justice System Partners and the DJJ Organizational Development Training Unit developed a Justice Transformation Institute (JTI) spin-off leadership curriculum that will be offered in the future by the DJJ Training Unit. The transition of the former JTI, a leadership development course, to an agency-led program progressed, with curriculum completed in February. In the fall of 2019, JTI Cohort VII was offered to 31 participants. In the spring of 2020, JTI Cohort VIII convened, but the course was interrupted due to the COVID-19 shut down. The elimination of discretionary spending due to the public health crisis in March suspended the Justice Systems Partners contract, and the remaining sessions of JTI were postponed. The last cohort of training and training of the trainers in the new curriculum will resume when funds are available and it is safe to resume live training operations. The JTI curriculum will be embedded into DJJ's organizational development training course offerings, and the course will be offered on an ongoing basis.

In the Community Programs section, the team continued to make improvements to the highly successful *Basic Skills for Caseworkers* program, offering four sessions in FY 2020 (prior to the pandemic) to approximately 100 individual CSU and Bon Air JCC staff. The team pursued additional professional certifications to better support the transformation and DJJ's ability to follow trends and be at the forefront of employing evidence-based practices and new ideas in juvenile justice. The CSU Training Advisory group remains active, with representation from all regions of the state, continuing to guide the development of future training efforts.

The Residential Services section continued its own transformation with the addition of more specialized positions, adding a specialist for casework and for advanced skills training for direct care staff. The team completed four sessions of *Basic Skills for Direct Care* in FY 2020 (pre-pandemic), training a total of 77 new Resident Specialists. TOD also provided annually required retraining for 262 direct care and other facility staff.

COVID-19 Impact: In March, with the onset of the COVID-19 pandemic, all in-person training was suspended by DJJ. The one exception was the continuation of *Basic Skills for Direct Care*, which was deemed vital to the continuity of safe operations for Bon Air JCC. TOD converted nearly every existing program to a web-based format and resumed agency-wide training by the end of April.

The Community Programs training section converted the entire Basic Skills Curriculum to an online format in order to continue providing this crucial training to staff.

In Organizational Development, the team has developed and provided a total of 59 webinars with 2,433 participants throughout the Commonwealth. Additionally, the *Emerging Leaders* and *Frontline Leaders* programs have fully converted to an online format, reaching a larger audience than previous sessions.

The Residential Services section has continued with two complete sessions of in-person basic skills sessions for 27 new Resident Specialists since the onset of the pandemic. It is anticipated that availability of an online version of the annual retraining requirements will be available in September 2020, as well as a web-based version of *Basic Skills for Direct Care*. With the addition of those final two programs, all of DJJ TOD's pre-pandemic curricula, as well as several new additions, will be available to all staff, and training for the agency will continue at the same high standard.

Of note, the Training & Organizational Development Unit developed and facilitated a series of leadership webinars between August and October, first focusing on combating the spread of COVID-19 and the implementation of state workplace regulations related to the pandemic, then moving on to skill building for the agency's strategic leaders. Additionally, the unit began hosting a highly attended webinar series called *DJJ Today* meant to keep the agency informed on the work of various units and groups while in-person collaboration is suspended.

Communications

The PIO continued to issue several distinct publications meant to keep both employees and stakeholders informed about DJJ's ongoing transformation and the programs being introduced to

further its progress. During FY 2020, the PIO issued 14 newsletters across DJJ, including *On Board* – A newsletter prepared on behalf of the DJJ director that highlights one exceptional project and/or employee; *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.; *CSUnity* – a newsletter geared specifically toward CSUs; *EduTopics* – a newsletter prepared for employees of DJJ’s education unit (one issue); *Residential Circle-Up* – prepared for employees of DJJ’s Residential Division); 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 JTI training and features articles about effective leadership.

During the COVID-19 pandemic, the PIO regularly communicated with media members and members of the public about the number of cases reported among direct care youth, what the agency has done and continues to do to ensure the health and safety of youth and staff, and respond to a steady stream of media requests about the situation. The PIO worked closely with the agency’s webmaster to create a special COVID-19 page to provide up-to-the-minute COVID information to the media and the public. During the pandemic, the PIO also has issued a regularly occurring series of newsletters that are posted on a newly-created “employees only” web page that portray employees continuing to work in the field during trying circumstances. These images also are posted on the agency’s Facebook page so that users can fully appreciate the work DJJ employees continue to do.

As needed, the PIO also assists with preparing and disseminating “Director’s Messages” posted on the agency’s home page.

MONITORING AND EVALUATION

Monitoring and evaluating the initiatives of the Transformation Plan is an important component of *sustaining* progress and informing improvements.

Information Technology (IT) Unit

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 (Balanced Approach Data Gathering Environment), 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.

Research Unit

The Research Unit worked to evaluate transformation initiatives on an ongoing basis in order to refine DJJ's practices according to evidence-based outcomes. These evaluations have included studies of CTM through a partnership with Virginia Commonwealth University, the RSC model and the continuum of services through a partnership with Child Trends, reentry initiatives through a partnership with Child Trends, and adherence and trends relating to the LOS Guidelines modifications. DJJ also joined the Virginia Longitudinal Data System, a statewide interagency data collection system, in order to expand opportunities for data analysis and research studies.

Quality Assurance (QA) Unit

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. 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.

Accomplishment Updates

IT Unit

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:

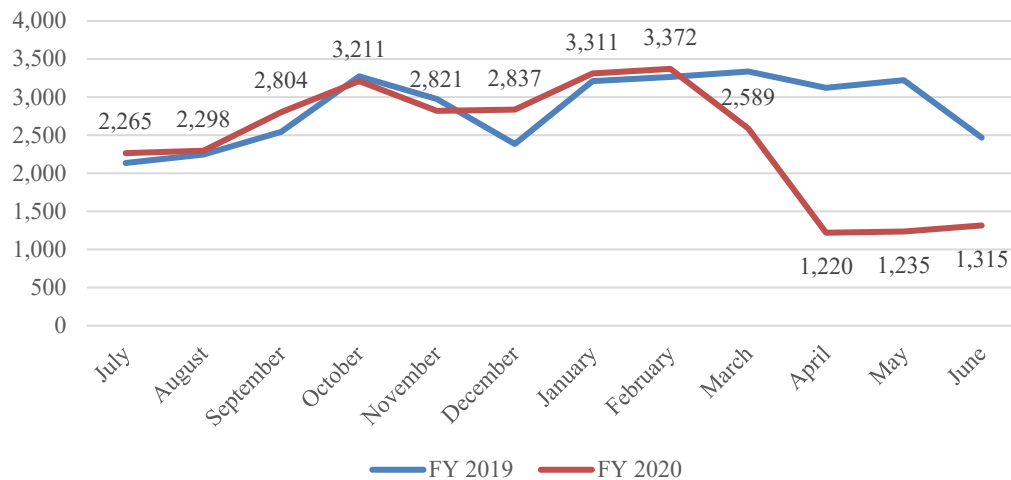
- SDM: revisions to improve processing, reporting, inter-agency communication, and complete data
- Workload Statuses: revisions to reflect SDM categories; modifications to screens and reports throughout system for congruence
- CTM: collected specifications from residential staff to and designed a new screen to collect information related to CTM (in progress)
- Vulnerability Assessment: developed and added new screens and reports to track vulnerability scores for youth admitted to direct care
- Incident Reports: added tracking for PREA-related incidents and modified the automated notifications to protect sensitive information

- Adjudications and Dispositions: revisions to data fields, instructions, and reports to improve data entry and accuracy
- Other modifications to improve data accuracy, efficiencies, usability, and consistency with procedures

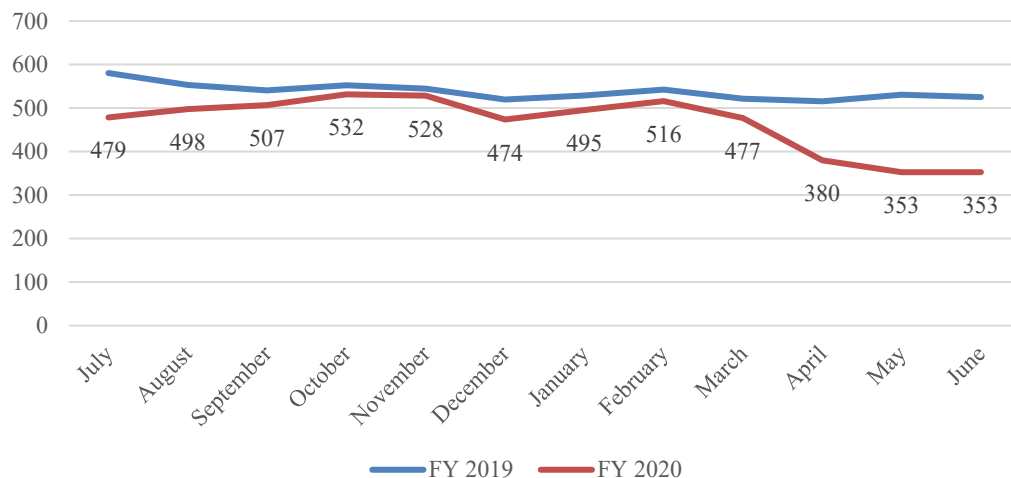
Research Unit

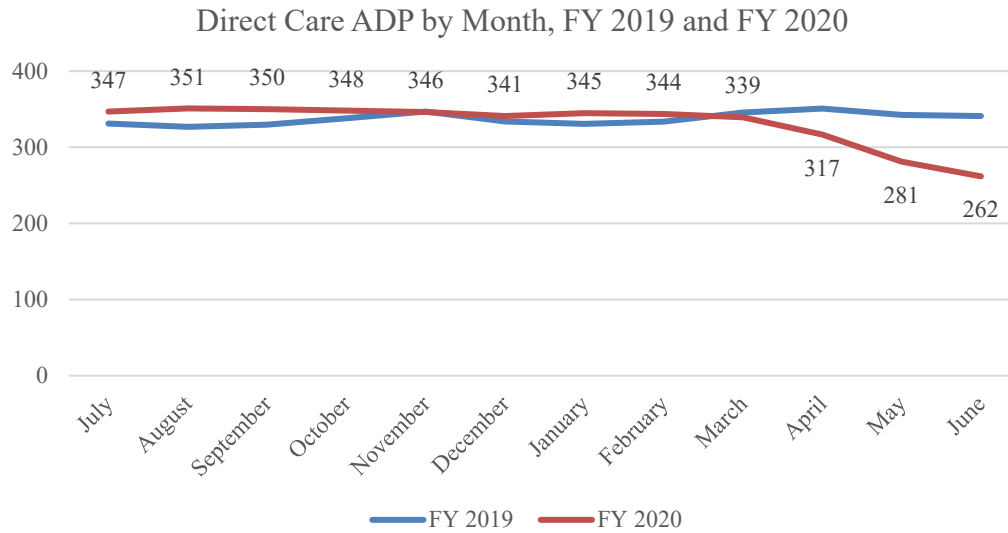
As mentioned previously, the COVID-19 pandemic impacted both community activities (e.g., State of Emergency stay-at-home orders) and juvenile justice system processes (e.g., court operations), resulting in dramatic shifts in trends at every stage. As intake cases, detainments, and direct care populations changed, the Research Unit reported on trends that impacted operations as well as potential transformation progress. Below are examples of the shifts observed, which will continue to be monitored as the pandemic continues. FY 2020 is compared to FY 2019 in order to illustrate the differences, beginning in March 2020 (values are labeled for FY 2020 only).

Juvenile Intake Cases by Month, FY 2019 and FY 2020



Detention ADP by Month, FY 2019 and FY 2020





The Research Unit developed three SDM data collection reports to be incorporated by IT into BADGE: *SDM Recommendation Report Completion Based on Eligible Intake Cases*, *SDM Recommendation vs. PO Recommendation*, and *SDM PO Recommendation vs. Court Disposition*. In January 2020, DJJ started collection of SDM disposition data to make comparisons between disposition recommendations and actual disposition decisions. Data collection was interrupted due to court closures and delays of adjudicatory hearings for non-detained youth during the months of March, April, May, June, and July due to the COVID-19 pandemic. Therefore, FY 2020 will have minimal SDM data to analyze. SDM data in the first quarter of FY 2021 will be impacted, as courts gradually reopen when it is safe to do so. In approximately three years, DJJ expects to have long-term evaluation of SDM data and the Research Unit will examine supervision level distributions, supervision outcomes, and disposition decisions at each point in the system. Most importantly, DJJ will identify, examine, and address disposition inequity by race, gender, risk level, CSU, locality, and region. Over time, the use of the tool should *reduce* reliance on secure confinement and build equity into decisions made by the court.

The Research Unit, QA Unit, and DJJ operational subject matter experts continue to work closely with Child Trends on their evaluations of the RSC Service Delivery Model as well as DJJ’s reentry efforts, informing the studies’ aims and monitoring progress. As the studies continue, Child Trends will provide findings and recommendations to DJJ in order to *sustain* and improve programming, procedures, and practices. Child Trends is in the process of revising their data collection to account for the COVID-19 impacts on the Department’s trends.

QA Unit

During FY 2020, the Division of Residential Services QMIT team met to identify staff training needs related to the new CTM Manual. A new data collection module for CTM is in progress based upon the revisions to the manual and the needs of staff and management. The Training Unit is working with QMIT members to develop a new training for the data collection module.

Finally, the QA Unit monitors programming across DJJ to ensure quality in practices throughout

the system. In FY 2020, the QA Unit continued to refine the individual CQI plans for each CPP and integrated quality assurance into the contract oversight/monitoring process. A monitoring process was developed to provide an integrative approach regarding contract compliance and quality assurance. Performance measures for the CPPs were mutually developed. Additionally, DJJ partnered with Vanderbilt University through a MOA to bring a quality assurance tool, the Standardized Program Evaluation Protocol (SPEP™), to Virginia. The goal of this tool is to drive sustainable performance improvement for services provided to the juvenile justice population to impact recidivism reduction. DJJ launched implementation in December 2019 with an initial training across the QA and Practice Improvement Units. Due to COVID-19, implementation will take longer than anticipated to fully operationalize the tool in Virginia. Nevertheless, in an effort to continue forward with implementation, a partnership has been developed with the state of Pennsylvania to shadow and observe staff and facilitate the SPEP™ process with a residential and community-based provider.

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 through FY 2020, the Annie E. Casey Foundation provided approximately \$4 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, implementing, and sustaining many of the most important elements of the transformation: CTM, reentry, JTI, the RSC service delivery model, SDM, LOS Guidelines, the SGA, quality assurance, 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 Governors 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 is currently 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.

The onset of COVID-19 limited the consultants' ability to provide on-site support and guidance. Through the pandemic, Annie E. Casey Foundation remained constant in their virtual support of DJJ's continued sustainability plans. Through regularly scheduled telephone calls and virtual meetings the Annie E. Casey Foundation consultants remained actively involved in the development of a strategic plan, providing guidance and support to the Quality Assurance Unit and remaining available for coaching and support for the Division of Residential Services.

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

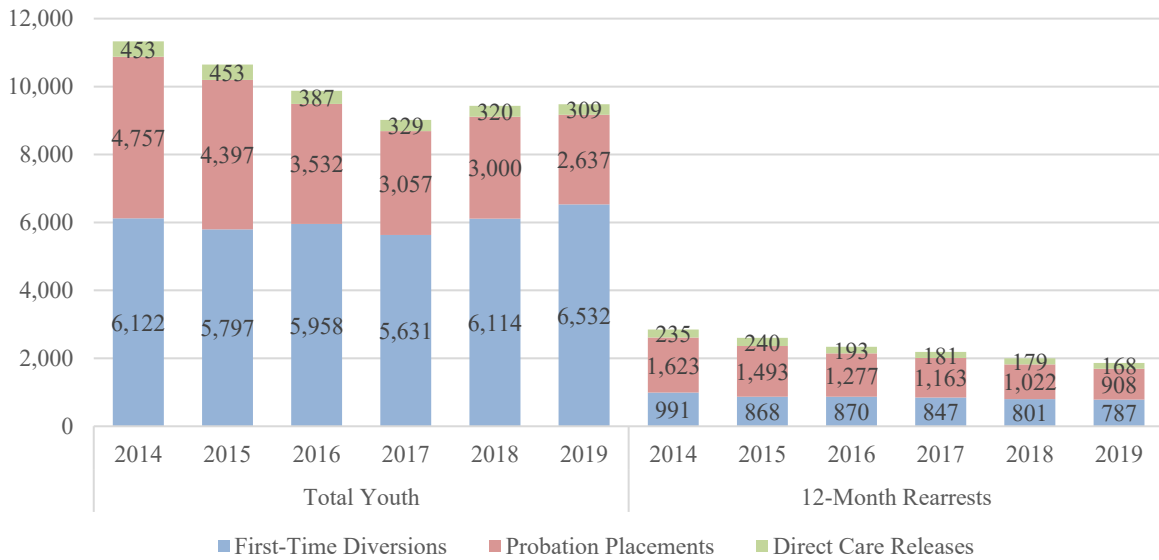
Recidivism rates refer to the rearrest, reconviction, or reincarceration for a new delinquent act or criminal offense. DJJ's recidivism analysis is based on data from several collaborating organizations, including Virginia State Police, Virginia Criminal Sentencing Commission, VADOC, and the State Compensation 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.⁸ However, with the impact of COVID-19 during four months of FY 2020 on the juvenile justice system, rearrest rates tracked during that timeframe (e.g., 12-month rates for FY 2019 groups) may not be comparable to previous years.

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. Importantly, as intake cases decrease and DJJ works to divert youth from the system, the number of youth in both the probation placement and direct care release groups has decreased over time (decreases of 2,120 and 144, respectively). Conversely, the number of youth in first-time diversion plans has increased by 410 youth (6,122 to 6,532). In total, combining the first-time diversion plans, probation placements, and direct care releases, youth in these statuses decreased by 1,854 between FY 2014 and FY 2019.

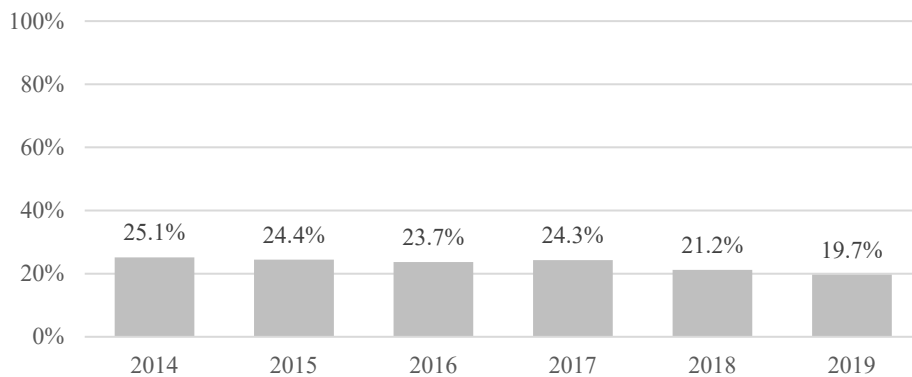
⁸ Rearrest, defined as a petitioned juvenile intake complaint for a new delinquent act or an adult arrest for a new criminal offense, regardless of the court's determination of delinquency or guilt, within a designated period. Violations of probation or parole, contempt of court, non-criminal domestic 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 19.7% in FY 2019. This decrease translates to 986 fewer youth rearrested out the FY 2014 groups compared to FY 2019 groups (2,849 to 1,863). (See graphs below.) The rearrest rates by specific populations are described in the following pages, including a breakdown by risk levels.

Status Counts by Total Youth and 12-Month Rearrests, FY 2014-2019

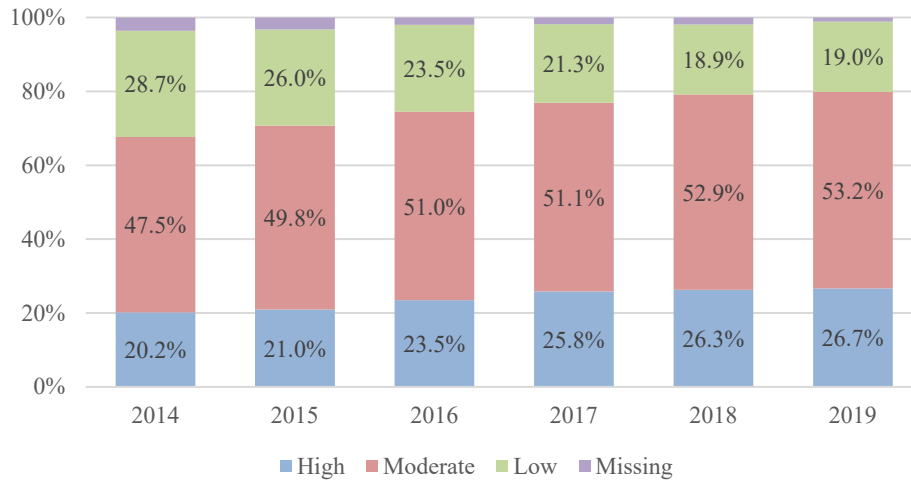


Combined 12-Month Rearrest Rates for First-Time Diversions, Probation Placements, and Direct Care Releases, FY 2014-2019

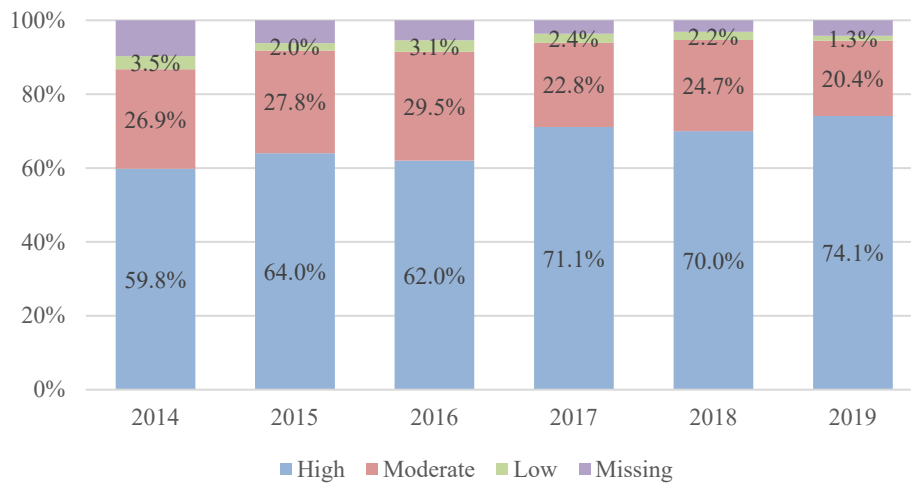


Recidivism rates are examined by risk level in order to identify more specific areas to target. It is important to note that through transformation, mostly moderate and high risk youth receive formal handling; therefore, youth placed on probation and youth released from direct care back to their communities 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 26.7% in FY 2019, and moderate risk youth increased from 47.5% to 53.2%. Similarly, the percentage of high-risk youth released from direct care increased from 59.8% in FY 2014 to 74.1% in FY 2019. (See graphs below. Risk levels are not assessed for most youth on diversion plans.)

Risk Levels for Probation Placements, FY 2014-2019

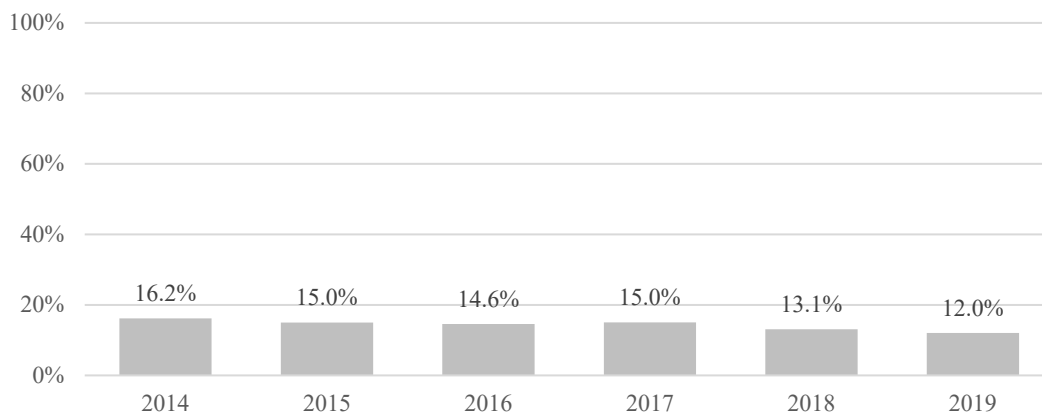


Risk Levels for Direct Care Releases, FY 2014-2019



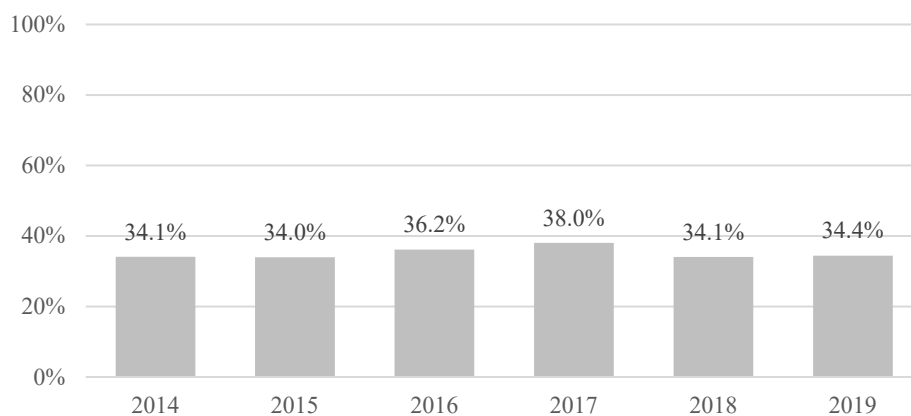
Rearrest rates for first-time diversions continued to decrease in FY 2019. The 12-month rearrest rates for first-time diversion plans decreased five of the six years reported, from 16.2% in FY 2014 to 12.0% in FY 2019.⁹ This decrease in rearrest rates occurred despite more youth being diverted than in earlier years, and it translates to 204 fewer youth rearrested out of the FY 2014 diversions compared to FY 2019 diversions (991 to 787). (See graph below.)

12-Month Rearrest Rates for First-Time Diversion Plans,
FY 2014-2019



The 12-month rearrest rates for probation placements has fluctuated over the past several years, reaching a high in FY 2017 at 38.0% and lower rates in FY 2018 and FY 2019 (34.1% and 34.4%, respectively). This decrease in rearrest rates translates to 715 fewer youth rearrested out of the FY 2019 placements compared to FY 2014 placements (1,623 to 908). (See graph below.)

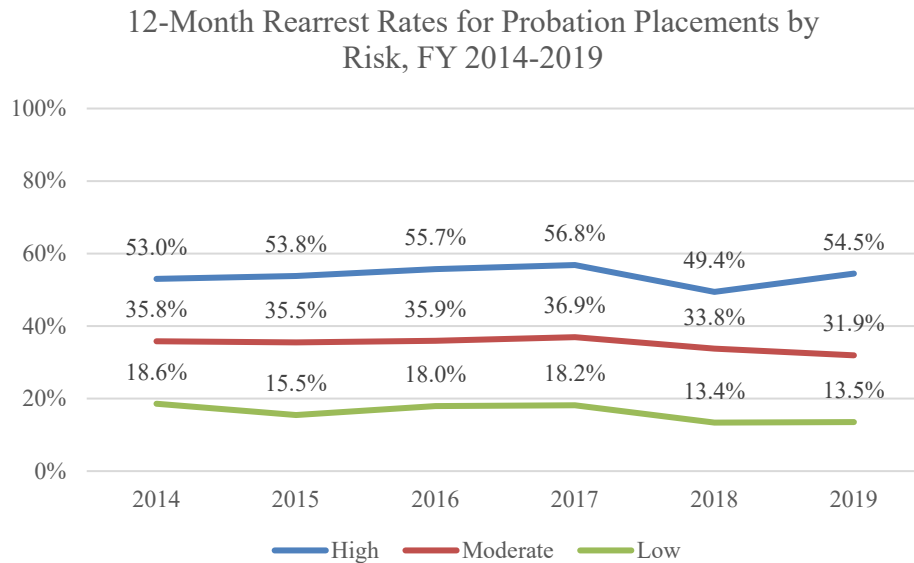
12-Month Rearrest Rates for Probation Placements,
FY 2014-2019



Because of the increase in risk level for probation placements over recent years, the group as a whole is more likely to be rearrested based on their characteristics in FY 2019 compared to FY 2014. Therefore, it is important to consider rearrest trends by risk level. Between FY 2018 and FY

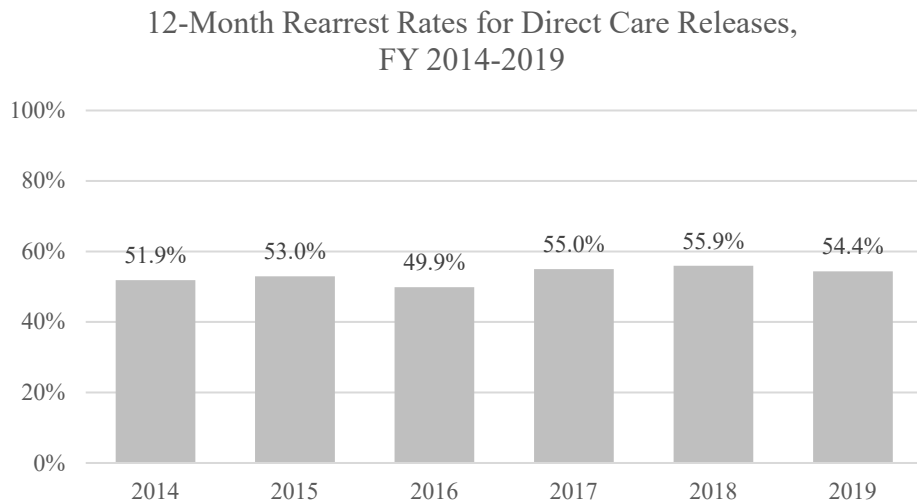
⁹ The term “rearrest” is used to indicate a subsequent petitioned juvenile intake or adult arrest; however, the diversion does not constitute an initial arrest. Risk levels for diversion plans are not available.

2019 probation placements, the 12-month rearrest rates were stable for low-risk youth, decreased for moderate-risk youth, and increased for high-risk youth. (See graph below.)



Considering the rearrests for both first-time diversion plans and probation placements, 919 fewer youth were rearrested out of the FY 2019 groups compared to FY 2014, suggesting that the transformation efforts focused on utilizing the least-restrictive options and enhancing community-based programming may be impacting outcomes in a positive direction.

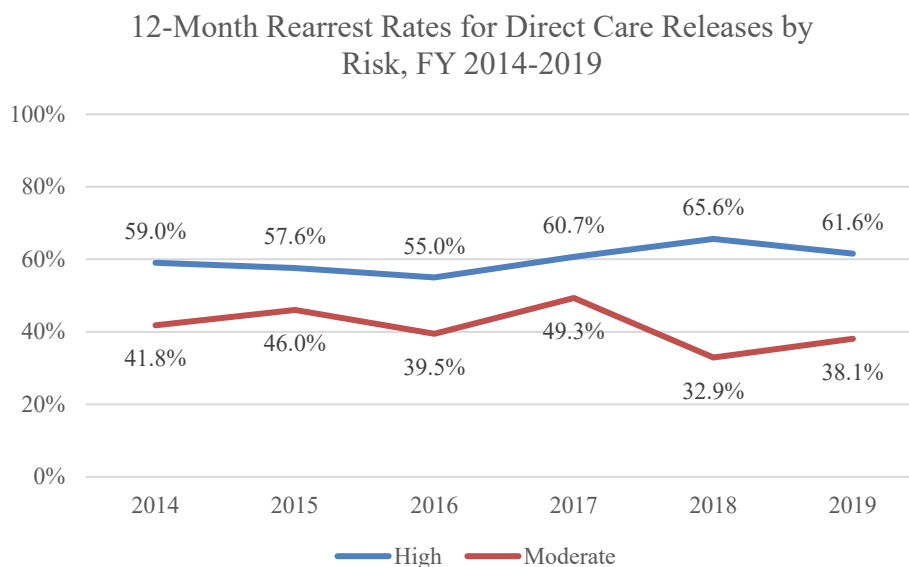
The 12-month rearrest rates for direct care releases also has fluctuated over the past several years, ranging from 49.9% to 55.9%. However, due to the decrease in the number of committed youth, the rearrest rates translate to 67 fewer youth rearrested out of the FY 2019 placements compared to FY 2014 placements (235 to 168). (See graph below.)



Similar to probation placements, the risk levels of direct care youth have increased over recent years, meaning the group, as a whole, is more likely to be rearrested based on their characteristics. Investigating rates by risk level is therefore important to understand trends. Between FY 2018 and FY 2019, the 12-month rearrest rates increased for moderate risk youth and decreased for high-risk youth. (See graph below.) Interpretations of these direct care 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. For example, only 63 youth were released from direct care with a moderate risk level in FY 2019.
- 2) Due to the lag time required to track youth for one year after release, youth released during DJJ’s transformation efforts may have spent some time in direct care prior to the full implementation of key initiatives (e.g., CTM, PBIS).

Despite these limitations, these rates indicate that 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 higher risk youth who represent a small portion of the total population of youth served by DJJ.



Note. Only 4 to 16 youth with low risk were released each year; these youth’s rearrest rates are not displayed due to the low counts.

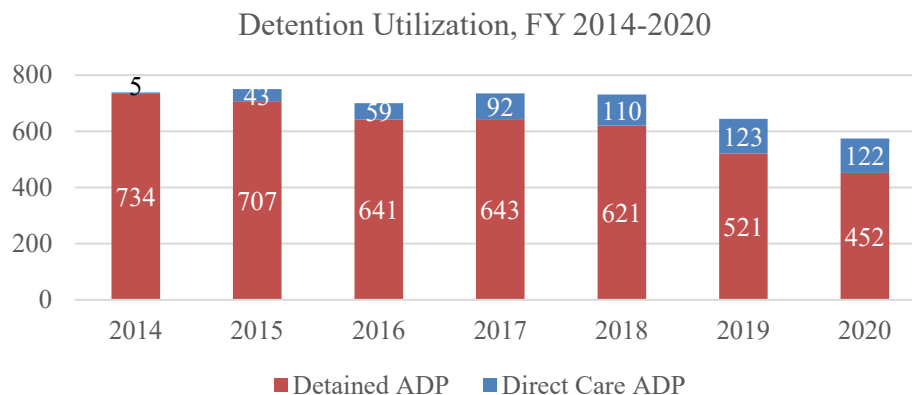
Given these analyses, DJJ’s work to increase diversions is showing positive results, both in the number of youth contacting the probation and direct care stages of the system and the percentage of diverted youth rearrested. More work is still needed to further improve outcomes across the system and specifically target higher risk youth. DJJ continues to analyze possible characteristics or explanations for changes in rearrest rates and identify strategies to maximize youth’s likelihood for successful outcomes. (See page 35 for a description of the Successful Transitions Workgroup convened to specifically address the high-risk direct care youth’s outcomes.) Furthermore, the impact of COVID-19 on recidivism outcomes may not be known for several years.

IMPACT ON JUVENILE DETENTION CENTERS

Historically, the majority of youth in juvenile detention centers were awaiting their adjudication or dispositional hearing or had received a detention disposition; youth with a commitment disposition were then moved from the detention centers into JCCs. Today, Virginia’s juvenile detention centers 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 detention centers rather than bringing the youth to the JCC. In FY 2020, 188 of 235 (80.0%) of direct care admissions and assessments were conducted in locally based detention centers rather than the JCC. Currently, 19 juvenile detention centers serve as these assessment sites. Additionally, 10 detention centers offer CPPs, where committed youth can be closer to home, staying connected to programs in their own community. Finally, nine detention centers offer detention reentry programs, which allow youth in direct care to transition back to the community in the months before their release. In FY 2020, an average of 122 direct care youth were in a detention-based placement. See the section titled *Alternative Placements* for additional information.

A youth’s residence in a juvenile detention center 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 (45.0% between FY 2011 and FY 2020), the number of detainments and the ADP of detained youth similarly declined (49.7% and 40.3% between FY 2011 and FY 2020, respectively¹⁰). These decreases were accelerated during the COVID-19 pandemic. The detention-based direct care programs help make productive use of those beds. DJJ pays the detention centers a set rate for CPPs and reimburses a per-diem amount for committed youth in the other detention-based programs. The graph below displays the declining ADP of detained youth (not including those in a detention-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.



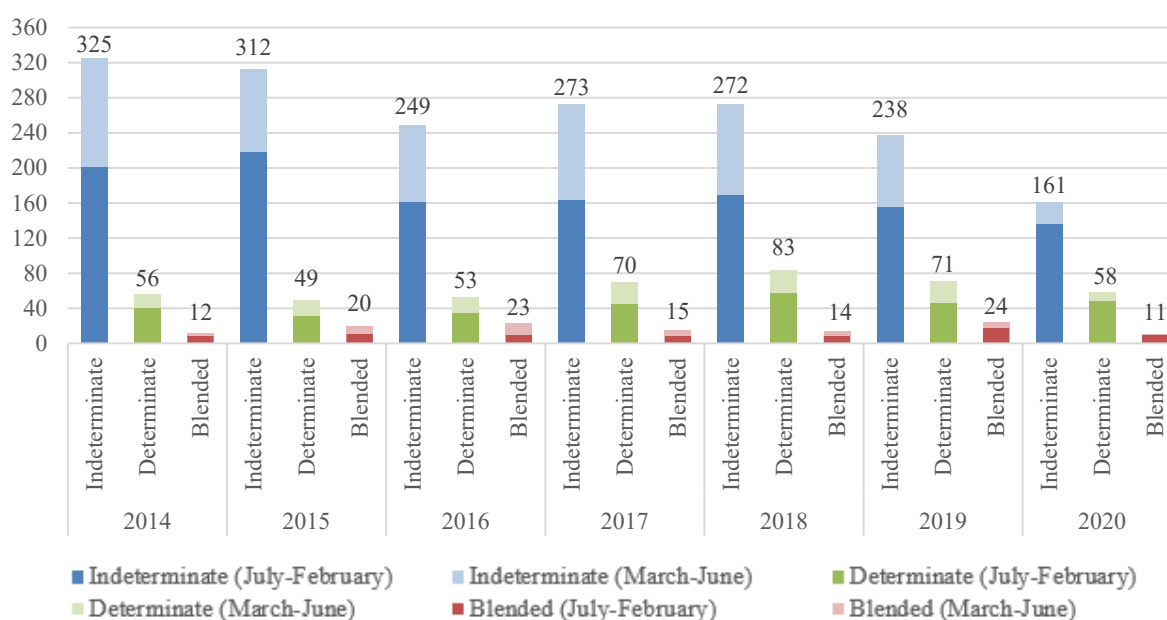
¹⁰ Does not include direct care youth in a detention-based alternative placement

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 who meets certain age criteria and is accused of a felony¹¹ 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.

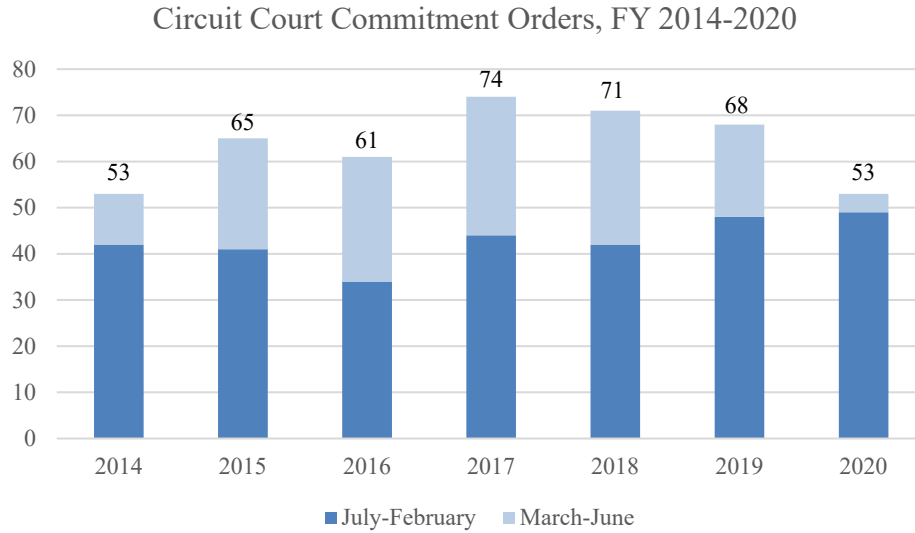
Since DJJ began its transformation, the number of commitment orders has continued to decline, from 393 in FY 2014 to 230 in FY 2020. Of these, the vast majority of commitments are indeterminate (70.0% in FY 2020). The use of determinate commitment orders increased in FY 2017 and then leveled off. The proportion of blended sentences has remained relatively stable, representing only a small portion of the population (4.8% in FY 2020). (See graphs below for counts of commitment orders by commitment type and from circuit court. March through June of each year is shaded differently to show the change during the COVID-19 pandemic.)¹²

Commitment Orders by Type, FY 2014-2020



¹¹ Prior to July 1, 2020, the age criteria for considering a juvenile for trial in circuit court was 14 years of age. Effective July 1, 2020, the age criteria was changed to 16 years of age for mandatory certification and prosecutorial discretionary certification. Transfers to circuit court by a judge and waivers to circuit court by a juvenile maintain the 14 years of age criteria. The types of felonies eligible for trial in circuit court vary for certifications, transfers, and waivers. (See § 16.1-269.1 et seq. of the *Code of Virginia*.)

¹² 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. Subsequent, rescinded, canceled, and successfully appealed commitments are excluded.

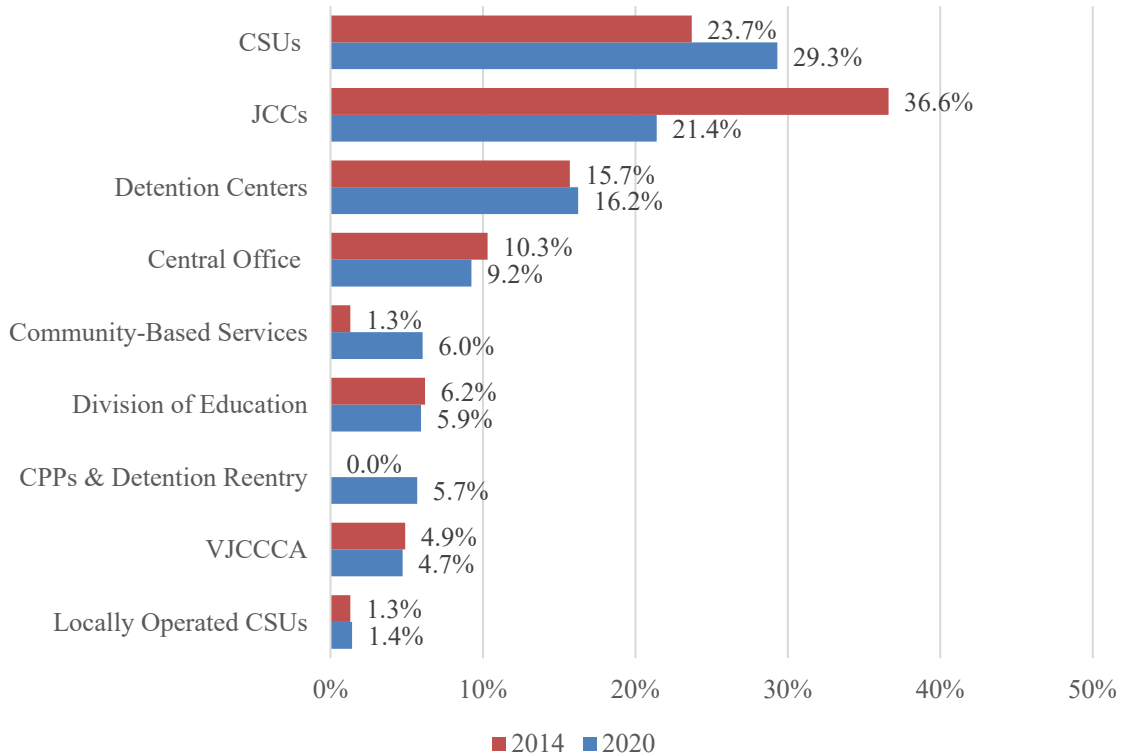


TRANSFORMATION PLAN SAVINGS

This transformation has been supported by the reallocation of funds within the DJJ budget. In FY 2015, DJJ closed the Reception and Diagnostic Center 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 juvenile detention centers.

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 2020, the percentage of total DJJ expenditures used for JCCs decreased from 36.6% to 21.4%. During the same time frame, the percentage of expenditures for CSUs, community-based services, and CPPs and detention reentry increased from 25.0% to 41.0%. (See graph below.)

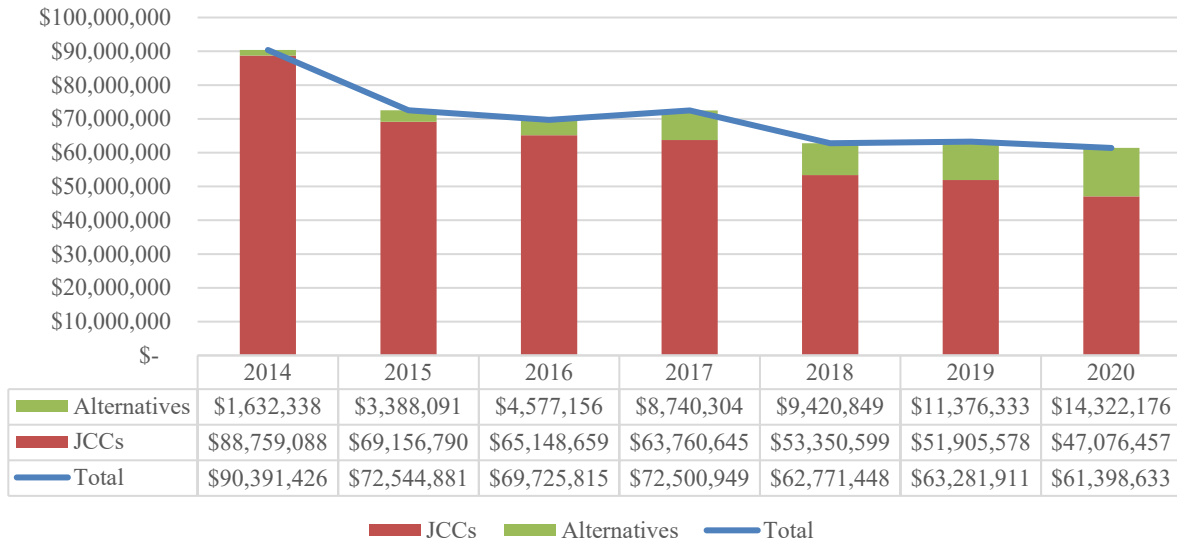
DJJ Expenditures, FY 2014 and FY 2020



Note. CSU expenditures in FY 2014 included two halfway houses that closed to youth in December 2013. JCC expenditures in FY 2020 included the CAP Unit and direct care admission and evaluations in the detention centers. In both years, JCC expenditures included facilities that no longer house youth, including the operation of the Virginia Public Safety Training Center. VJCCCA stands for Virginia Juvenile Community Crime Control Act.

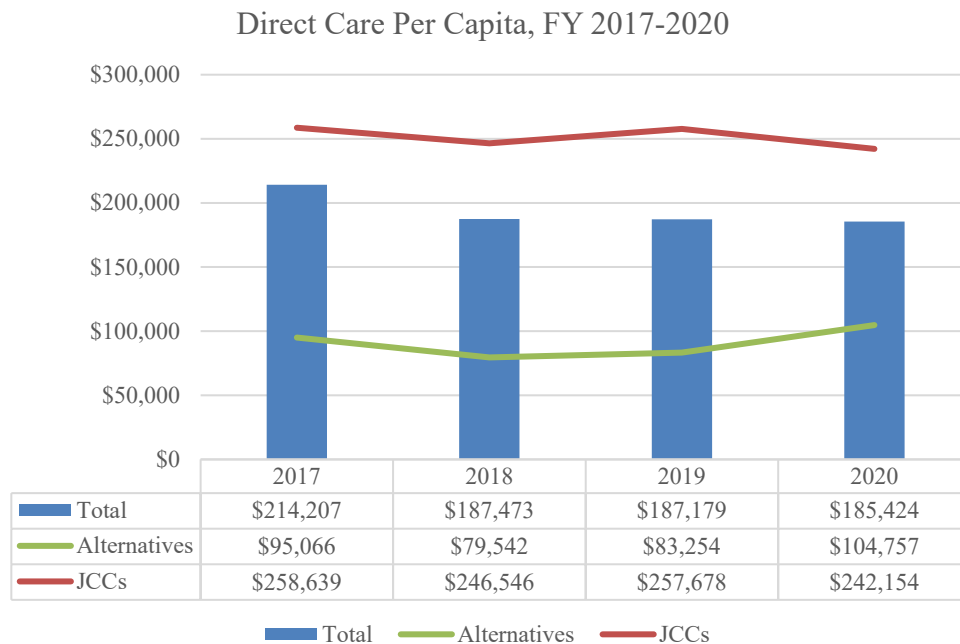
Additionally, total direct care expenditures decreased. The direct care ADP in JCCs decreased from 591 in FY 2014 to 194 in FY 2020 while the ADP in non-JCC alternative placements increased from 8 to 137. Additionally, Culpeper JCC, the Reception and Diagnostic Center, and Beaumont JCC closed to youth 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 2014-2020



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 postsecondary 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 2020 was \$185,424, a slight decrease from FY 2019. This decrease in overall direct care per capita costs is largely due to the increased utilization of less expensive alternative placements (\$104,757 per capita in FY 2020)¹³. The per capita cost for a youth in a JCC (including Division of Education and Division of Residential Services expenditures) was \$242,154 in FY 2020, a slight decrease from FY 2019. 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.¹⁴



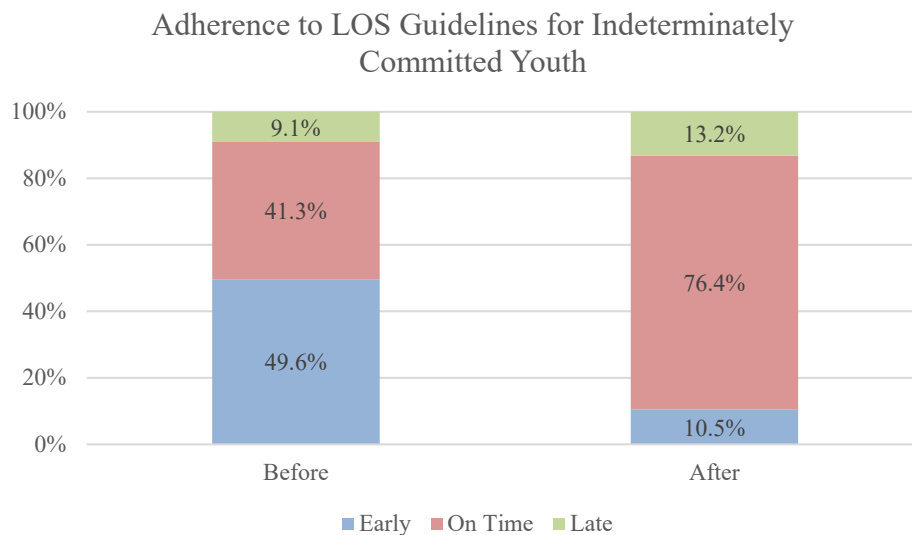
Note: The per capita cost for a youth in a JCC includes both Division of Education and Division of Residential Services expenditures.

¹³ Per capita costs for alternative placements includes admission and evaluation services in the detention centers, CPPs, detention reentry, and contracted alternative placements.

¹⁴ 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’ 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, 41.3% of indeterminately committed youth were released within their anticipated LOS range (i.e., “on-time”), 49.6% were released prior to the anticipated LOS range (i.e., “early”), and 9.1% 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 76.4% of youth being released on-time, 10.5% released early, and 13.2% released late. (See graph below.)¹⁵ 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 14.2 months in FY 2020, 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 8.2 months in FY 2020. 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.¹⁶

¹⁵ “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 admitted during FY 2020 are not included to allow lag time for releases to occur. 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.

¹⁶ 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 2020 received admission and evaluation services at a juvenile detention center; these 231 youth spent an average of 1.5 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 LOS averages for the 321 released youth in FY 2020 by placement type are not mutually exclusive (i.e., one youth may be included in multiple placement types). All commitment types are included in the overall LOS averages; since a higher proportion of youth with determinate commitments and blended sentences stay in a JCC, the JCC average LOS is longer than other placement types.¹⁷

- The average LOS for **all youth released from direct care** was 14.2 months (321 youth).
 - Indeterminate: 8.2 months (219 youth)
 - Determinate or Blended: 27.2 months (102 youth)
- The average LOS in a **JCC** was 18.3 months (151 youth)
 - Indeterminate: 8.2 months (62 youth)
 - Determinate or Blended: 25.3 months (89 youth)
- The average LOS in a **CPP** was 5.3 months (244 youth).
 - Indeterminate: 4.4 months (144 youth)
 - Determinate or Blended: 10.7 months (30 youth)
- The average LOS in a **contracted alternative placement** was 6.4 months (29 youth).
 - Indeterminate: 6.5 months (27 youth)
 - Determinate or Blended: 4.1 months (2 youth)
- The average LOS in **detention reentry** was 2.3 months (19 youth).
 - Indeterminate: 1.7 months (10 youth)
 - Determinate or Blended: 2.9 months (9 youth)

Direct Care Releases by Placement Type, FY 2020						
Placement Type	Total Youth Released	Overall LOS (Months)	Indet. Releases	Indet. LOS (Months)	Det./Blend Releases	Det./Blend LOS (Months)
Total Direct Care	321	14.2	219	8.2	102	27.2
JCC	151	18.3	62	8.2	89	25.3
CPPs	244	5.3	144	4.4	30	10.7
Alt. Placements	29	6.4	27	6.5	2	4.1
Det. Reentry	19	2.3	10	1.7	9	2.9

¹⁷ 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 from commitment, including time spent in a detention center for direct care admission and evaluation services, and may involve a sum of multiple treatment placements. Youth are included in the average LOS for a placement type if they spent at least one day in that type of placement.

CONCLUSION

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. Specific areas of focus include the following:

- Reduce recidivism
- Continue strategic framework
- Develop leaders across the agency
- Continue and expand trauma-informed care
- Continue and expand focus on positive youth development
- Continue to expand community and stakeholder engagement
- Continue cross-agency collaborations
- Ensure fair and equitable treatment
- Always maintain the best interest of youth and families

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.