The Department of Juvenile Justice (DJJ) provides services to youth and families by operating 32 court service units (CSUs) and Bon Air Juvenile Correctional Center (JCC). DJJ audits and certifies 34 CSUs, including two locally operated units; 24 juvenile detention centers (JDCs); one JCC; ten community placement programs (CPPs); nine detention reentry programs; and 16 group homes, shelter care facilities, and independent living programs. The Board of Juvenile Justice regulates and provides oversight for these programs and facilities. Additionally, DJJ contracts with providers for a variety of services.

**Agency Description**

DJJ’s mission is to protect the public by preparing court-involved youth to be successful citizens. To accomplish this mission, DJJ uses an integrated approach to juvenile justice, bringing together current research and best practices to better understand and modify delinquent behavior; to meet the needs of court-involved youth, victims, and communities; and to manage activities and resources in a responsible and proactive manner.

DJJ strives to process matters informally that do not require the court’s attention, as permitted by the Code of Virginia. DJJ is committed to ensuring the right youth receives the right intervention at the right time, and court intervention is not always required to reach this goal. For matters that do require court involvement, DJJ responds to court-involved youth using a balanced approach that provides (i) protection of public safety by control of youth’s liberty through community supervision and secure confinement, (ii) a structured system of incentives and graduated sanctions in both community and direct care settings to ensure accountability for youth’s actions, and (iii) a variety of services and programs that build skills and competencies (e.g., substance abuse and aggression management treatment, support for academic and career readiness education) to enable youth to become law-abiding members of the community during and upon release from DJJ’s supervision.

DJJ is committed to the principle that the greatest impact on offending may be realized by focusing resources on those youth with the highest risk of reoffending and by addressing the individual criminogenic risk factors that contribute to the initiation and continuation of delinquent behavior. DJJ uses a set of research- and consensus-based instruments at different decision points within the juvenile justice system, including the initial decision to detain, the recommendation for court disposition, and the assignment to various levels of community probation or parole supervision.

In addition to matching the most intensive resources to those youth with the highest risk, DJJ recognizes that successful outcomes require services that are individualized to the strengths and needs of youth, families, and communities. Individual risk factors are identified and addressed to increase the likelihood of successful outcomes. Appropriate public safety strategies such as electronic monitoring, drug screening, and various levels of supervision also are matched to youth’s individualized circumstances. Incentives such as early release from supervision, extended curfew, and recreational outings with volunteers are used to reward success and improve the chances of long-term behavior change.

DJJ continues to expand its continuum of services and alternative placements that offer programs and treatments to divert youth from further involvement with DJJ, provide appropriate dispositional options for youth under supervision, and enable committed youth to return successfully to the community. DJJ contracts with two regional service coordinators (RSCs) to assist in assessing existing programming, developing new service capacity, and selecting and subcontracting with direct service providers (DSPs). Additionally, the CPPs and detention reentry programs in several JDCs provide alternatives to JCC placement for youth in direct care. These programs allow committed youth to be placed in smaller settings intended to keep them closer to family, provide individualized services to address criminogenic need, and enhance reentry planning and services.

DJJ’s electronic data management system is comprised of modules covering the full range of community-based and direct care services. In addition to maintaining centralized youth records, DJJ uses this data system to better understand the youth population and to become
more effective and efficient. DJJ’s philosophy is that data-driven decision-making enhances sound management of public resources and adherence to DJJ’s core mission.

Although DJJ bears the primary responsibility for many aspects of Virginia’s juvenile justice system, collaborative partnerships with both the public and private sectors are vitally important to its work. Local governments and multi-jurisdictional commissions operate secure JDCs and provide an array of services to youth and families. Within each community, DJJ works with law enforcement, behavioral health providers, schools, social services, and other bodies. DJJ also secures services from private providers to assist in meeting the needs of youth, their families, and communities.

At the state level, DJJ works with other executive, legislative, and judicial branch agencies in a similar manner. One such collaboration is the Virginia Public Safety Training Center (VPSTC) located at the site of the repurposed Hanover JCC. Under the leadership of DJJ’s Director of Training and Development, the VPSTC is a full-service training facility offering classrooms, conference space, outdoor training areas, and a gymnasium. The DJJ Training Academy is located on the grounds and provides training to DJJ employees. VPSTC also provides training and workspace to Virginia’s other public safety-involved agencies, including the Office of the Executive Secretary of the Supreme Court of Virginia and the Departments of State Police, Corrections, Emergency Management, Fire Programs, Forensic Science, Health, and Military Affairs.

Guiding Principles

In order to be successful, DJJ recognized the need to focus on both the positive development of the young people in the system and the positive development and sustainability of the staff who serve them. DJJ identified four guiding principles to meet the needs of youth and staff:

» Safety: Youth and staff need to feel safe in their environment and need a sense of physical and emotional well-being.

» Connection: Youth and staff need to feel connected to supportive and caring adults, whether they are family, staff, or co-workers.

» 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.

» Fairness: Youth need to perceive their environment and interactions as fair and transparent. 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 DJJ’s expectations.

Agency Transformation

DJJ began a major transformation nearly six years ago, implementing a large number of significant changes. DJJ continues to work toward a more effective, more equitable juvenile justice system. The goals of this transformation are as follows:

» Reduce: Safely reduce the use of state-operated JCCs by reforming probation practices, utilizing data and research to modify length of stay (LOS) policies, and developing successful alternative placements to JCCs.

» Reform: Expand, improve, and strengthen the services and supports provided to youth in custody both during their commitment and upon their return to the community.

» Replace: Provide youth across Virginia with opportunities for rehabilitation in the least restrictive setting by replacing large, old JCCs with a statewide continuum of evidence-based services, alternative placements, and new smaller therapeutic correctional settings.

» Sustain: Maintain safe, healthy, inclusive workplaces; continue to recruit, retain, and develop a team of highly skilled and motivated staff; and align procedures, policies, and resources to support the team in meeting the goals of transformation.

In order to reduce the use of JCCs safely, DJJ works to ensure that all CSUs use evidence-based practices from intake through parole, keeping youth in the community and avoiding placement in secure confinement whenever possible. As part of this effort, DJJ updated its procedures and provides intake-specific training to encourage CSUs to prioritize diversion for eligible youth. CSUs also receive training and ongoing coaching to use standardized tools to assist with decision-making. For example, CSU staff received training in the Youth Assessment and Screening Instrument (YASI), an evidence-based tool to assess risk and needs and assist with decisions regarding recommendations, probation plans, and treatment programs for youth. DJJ crafted new procedures and engaged in more training to guide the use and application of the Detention Assessment Instrument (DAI). DJJ also developed and is implementing a Standardized Disposition Matrix (SDM) to provide consistent and data-driven disposition recommendations to courts. Lastly, CSU staff received training in Effective
Practices in Community Supervision (EPICS), an evidence-based structured format to provide intervention and skill-building to court-involved youth.

To further reduce the use of JCCs and ensure secure confinement is used only for as long as is appropriate, the Board of Juvenile Justice revised the LOS Guidelines for Indeterminately Committed Juveniles (LOS Guidelines) effective October 15, 2015. Under the former guidelines, 12-18 months was the most commonly assigned LOS for indeterminate direct care admissions. Under the current guidelines, 5-8 months is the most commonly assigned LOS. Additionally, DJJ has worked to provide alternative direct care placements to the JCC, including CPPs, detention reentry programs, and other contracted treatment programs such as group homes and residential treatment centers.

To reform treatment and rehabilitation practices in the JCCs, DJJ implemented the Community Treatment Model (CTM). The main tenets of the model include conducting highly structured, meaningful, therapeutic activities; maintaining consistent staffing in each housing unit; and keeping youth in the same unit throughout their time at the JCC. CTM uses a blend of positive peer culture and group processing to address concerns and accomplishments within the unit. Using this approach, staff develop treatment-oriented relationships with the youth and act as advocates.

The Division of Education has reformed its delivery of educational services and its behavioral approach, which improved student outcomes. The master schedule was revised to reflect the Division of Education’s Personalized Learning Model and to align with CTM. Students stay together for content courses and move for elective courses based on their diploma needs. In 2018, Tier 1 of Positive Behavioral Interventions and Supports (PBIS) was implemented, which identifies proactive strategies for defining, teaching, and supporting appropriate student behaviors to create a positive classroom and school environment. In 2019, the Division of Education began using digital curriculum delivery, providing access to more course offerings across a wider range of disciplines. The Division of Education also established partnerships with the ten CPPs to support post-secondary programming for direct care youth in those placements.

Research has shown that family engagement is critical for the ongoing success of youth during their commitment and transition back into the community. Therefore, DJJ developed partnerships to provide video visitation and free transportation to the families of committed youth. In addition, the JCC visitation procedure was amended to extend visitation to natural supports. DJJ also updated the visitation procedure to prohibit the loss of visitation as a disciplinary sanction. Lastly, DJJ hired a family engagement coordinator and a family advocate to serve as a voice and support for families of youth in direct care.

In 2015, Virginia received a major federal grant to create a model reentry system. This system integrates and accelerates reentry planning, devotes more resources for increased training, and further increases family involvement and reentry planning. In addition, DJJ has five reentry advocates who coordinate the reentry process for committed youth and their families. The reentry advocates serve as a link between the JCC and CSUs, with a focus on education and career readiness. Reentry advocates are assigned by region to work with parole officers and parolees to coordinate services and create a seamless transition back to the community. Prior to release, reentry advocates connect committed youth with community-based resources and assist youth with obtaining state-issued photo identification and completing Medicaid pre-applications.

DJJ continues working to replace large, outdated JCCs with new facilities that are safer, closer to affected populations, smaller in scale, and designed for rehabilitative treatment and education. Beaumont JCC was closed to youth on June 2, 2017. Funded in part through DJJ’s authority to reinvest savings realized from the closure, DJJ awarded contracts to two RSCs, AMIkids (AMI) and Evidence-Based Associates (EBA), to develop a statewide continuum of evidence-based services and additional alternatives to placement in secure facilities.

Despite the General Assembly’s support, the plan to build a small facility in the Eastern region has not yet been realized due to resistance from local communities. DJJ continues to pursue construction of smaller, treatment-oriented facilities, ideally in the Eastern and Central regions. DJJ is working with the Department of General Services (DGS) to explore options.

With these initiatives underway, DJJ is now focused on sustaining the positive effects of these reforms, recognizing the need to focus on both the positive development of the youth in the system and the positive development and sustainability of the staff who serve them. DJJ is committed to maintaining safe, healthy, inclusive work places; 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. By adapting to current best practices and changing to meet the needs of youth and their families, DJJ continues to make a difference in the lives of citizens and communities across the Commonwealth. (See page 15 for a summary of Transformation Plan accomplishments during the past year.)
Terminology

Acronyms and terms commonly used by DJJ are defined below. Terms are referred to by their acronyms throughout the report. (In addition to acronyms and terms, see Appendix A for a listing of “Other” categories.)

**Acronyms**

**ACE**: Adverse Childhood Experience  
**ADHD**: Attention-Deficit/Hyperactivity Disorder  
**ADP**: Average Daily Population  
**AECF**: Annie E. Casey Foundation  
**AMI**: AMIkids  
**AWOL**: Absent Without Leave  
**BADGE**: Balanced Approach Data Gathering Environment  
**BSU**: Behavioral Services Unit  
**CANS**: Child and Adolescent Needs and Strengths  
**CAP**: Central Admission and Placement  
**CCD**: Child Care Days  
**CCRC**: Central Classification and Review Committee  
**CD**: Conduct Disorder  
**CEST**: Classification and Evaluation Staffing Team  
**CHINS**: Child in Need of Services  
**CHINSup**: Child in Need of Supervision  
**COVID-19**: Coronavirus Disease 2019  
**CPMT**: Community Policy and Management Team  
**CPP**: Community Placement Program  
**CQI**: Continuous Quality Improvement  
**CRCP**: Comprehensive Reentry Case Plan  
**CSA**: Children’s Services Act  
**CSU**: Court Service Unit  
**CTE**: Career and Technical Education  
**CTM**: Community Treatment Model  
**CTST**: Classification and Treatment Services Team  
**CVIU**: Cover Virginia Incarcerated Unit  

**CY**: Calendar Year  
**DAI**: Detention Assessment Instrument  
**DBHDS**: Virginia Department of Behavioral Health and Developmental Services  
**DBT**: Dialectical Behavior Therapy  
**DCJS**: Virginia Department of Criminal Justice Services  
**DGS**: Virginia Department of General Services  
**DJJ**: Virginia Department of Juvenile Justice  
**DARS**: Virginia Department of Aging and Rehabilitative Services  
**DMAS**: Virginia Department of Medical Assistance Services  
**DMC**: Disproportionate Minority Contact  
**DMV**: Virginia Department of Motor Vehicles  
**DPB**: Virginia Department of Planning and Budget  
**DR/CW**: Domestic Relations and Child Welfare  
**DRG**: Data Resource Guide  
**DSM**: Diagnostic and Statistical Manual of Mental Disorders  
**DSP**: Direct Service Provider  
**DSS**: Virginia Department of Social Services  
**EBA**: Evidence-Based Associates  
**ECO**: Emergency Custody Order  
**EOC**: End of Course  
**EPICS**: Effective Practices in Community Supervision  
**ERD**: Early Release Date  
**FAPT**: Family Assessment and Planning Team  
**FFT**: Functional Family Therapy  
**FIPS**: Federal Information Processing Standards  
**FY**: Fiscal Year  
**GED®**: General Educational Development  
**HFW**: High Fidelity Wraparound  
**ICJ**: Interstate Compact for Juveniles  
**ICN**: Intake Case Number
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ICRC</td>
<td>Institutional Classification and Review Committee</td>
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<tr>
<td>IEP</td>
<td>Individualized Education Program</td>
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<tr>
<td>J&amp;DR</td>
<td>Juvenile and Domestic Relations</td>
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<tr>
<td>JCC</td>
<td>Juvenile Correctional Center</td>
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<tr>
<td>JCO</td>
<td>Juvenile Correctional Officer</td>
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<tr>
<td>JDAI</td>
<td>Juvenile Detention Alternatives Initiative</td>
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<td>JDC</td>
<td>Juvenile Detention Center</td>
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<tr>
<td>JP</td>
<td>Juvenile Profile</td>
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<tr>
<td>LEA</td>
<td>Local Education Agency</td>
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<tr>
<td>LOS</td>
<td>Length of Stay (used for probation, detention, direct care, and parole)</td>
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<tr>
<td>LOS Guidelines</td>
<td>LOS Guidelines for Indeterminately Committed Juveniles</td>
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<tr>
<td>LRD</td>
<td>Late Release Date</td>
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<tr>
<td>MAP®</td>
<td>Measures of Academic Progress</td>
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<td>MAYSI</td>
<td>Massachusetts Youth Screening Instrument</td>
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<tr>
<td>MHSTP</td>
<td>Mental Health Services Transition Plan</td>
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<tr>
<td>MOA</td>
<td>Memorandum of Agreement</td>
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<tr>
<td>MOE</td>
<td>Maintenance of Effort</td>
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<td>MSO</td>
<td>Most Serious Offense</td>
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<tr>
<td>MST</td>
<td>Multi-Systemic Therapy</td>
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<tr>
<td>OCS</td>
<td>Virginia Office of Children’s Services</td>
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<td>ODD</td>
<td>Oppositional Defiant Disorder</td>
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<tr>
<td>OJJDP</td>
<td>United States Office of Juvenile Justice and Delinquency Prevention</td>
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<tr>
<td>PBIS</td>
<td>Positive Behavioral Interventions and Supports</td>
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<tr>
<td>PREA</td>
<td>Prison Rape Elimination Act</td>
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<tr>
<td>PO</td>
<td>Probation/Parole Officer</td>
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<tr>
<td>Post-D</td>
<td>Post-Dispositional</td>
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<tr>
<td>Pre-D</td>
<td>Pre-Dispositional</td>
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<tr>
<td>QA</td>
<td>Quality Assurance</td>
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<tr>
<td>RDC</td>
<td>Reception and Diagnostic Center</td>
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<td>RNR</td>
<td>Risk-Needs-Responsivity</td>
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<tr>
<td>RS</td>
<td>Resident Specialist</td>
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<tr>
<td>RSC</td>
<td>Regional Service Coordinator</td>
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<td>RTI</td>
<td>Response to Intervention</td>
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<td>SDM</td>
<td>Standardized Disposition Matrix</td>
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<td>SGA</td>
<td>Student Government Association</td>
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<tr>
<td>SOL</td>
<td>Standards of Learning</td>
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<tr>
<td>SOP</td>
<td>Standard Operating Procedure</td>
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<tr>
<td>SPEP®</td>
<td>Standardized Program Evaluation Protocol</td>
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<tr>
<td>SPSHS</td>
<td>Secretary of Public Safety and Homeland Security</td>
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<tr>
<td>SY</td>
<td>School Year</td>
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<tr>
<td>TF-CBT</td>
<td>Trauma-Focused Cognitive Behavioral Therapy</td>
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<tr>
<td>TDO</td>
<td>Temporary Detention Order</td>
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<tr>
<td>UCR</td>
<td>Uniform Crime Reporting</td>
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<td>VADOC</td>
<td>Virginia Department of Corrections</td>
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<td>VCC</td>
<td>Virginia Crime Code</td>
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<td>VCIN</td>
<td>Virginia Criminal Information Network</td>
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<td>VCSC</td>
<td>Virginia Criminal Sentencing Commission</td>
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<tr>
<td>VDOE</td>
<td>Virginia Department of Education</td>
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<tr>
<td>VEC</td>
<td>Virginia Employment Commission</td>
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<tr>
<td>VJCCCA</td>
<td>Virginia Juvenile Community Crime Control Act</td>
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<tr>
<td>VLDS</td>
<td>Virginia Longitudinal Data System</td>
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<tr>
<td>VPSTC</td>
<td>Virginia Public Safety Training Center</td>
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<tr>
<td>VSCC</td>
<td>Virginia State Crime Commission</td>
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<td>VSP</td>
<td>Virginia Department of State Police</td>
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<td>VTSS</td>
<td>Virginia Tiered Systems of Supports</td>
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<td>YASI</td>
<td>Youth Assessment and Screening Instrument</td>
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<tr>
<td>W!SE</td>
<td>Working in Support of Education</td>
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<tr>
<td>WRS</td>
<td>Workplace Readiness Skills</td>
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Definitions

**Admission:** the date on which a youth officially enters the direct care population.

**Adjudication:** the findings of a court on whether a youth is innocent or not innocent based on the evidence presented at the adjudicatory hearing. If the youth is found not innocent, they are adjudicated delinquent for the offense.

**Adjudicatory Hearing:** a court hearing on the merits of a petition filed alleging a delinquent act, CHINS, CHINSup, or status offense.

**Blended Sentence:** a sentencing option for a youth convicted in circuit court, which combines a juvenile disposition with an adult sentence. For example, the circuit court may impose an adult sentence with a portion of that sentence to be served in the custody of DJJ; the judge may suspend the adult sentence pending successful completion of the juvenile disposition. See § 16.1-272 of the Code of Virginia. The exact use of this term can vary; in this report, blended sentence data reflect youth with an active VADOCS sentence at the time of commitment to DJJ.

**Certification:** when a judge determines after a preliminary hearing that there is probable cause for a youth 16 years of age or older charged with a violent juvenile felony, jurisdiction for the case is transferred to circuit court for trial as an adult. If the pending charges are for capital murder, first- or second-degree murder, lynching, or aggravated malicious wounding, the case is automatically certified to circuit court for trial. If the pending charges are for any other violent juvenile felony, the case may be certified to circuit court based on the discretion of the attorney for the Commonwealth. Any youth convicted in circuit court after certification will be treated as an adult in any subsequent offense. Prior to July 1, 2020, the minimum age for certification to circuit court was 14 years of age. See page 10 and §§ 16.1-269.1 and 16.1-271 of the Code of Virginia.

**CHINS:** a child whose behavior, conduct, or condition presents or results in a serious threat to (i) the well-being and physical safety of that child or, (ii) if under the age of 14, the well-being and physical safety of another person. To meet the definition of CHINS, there must be a clear and substantial danger to the life or health of the child or another person, and the intervention of the court must be found to be essential to provide the treatment, rehabilitation, or services needed by the child or the child’s family. See § 16.1-228 of the Code of Virginia.

**CHINSup:** a child who (i) is habitually and without justification absent from school despite opportunity and reasonable effort to maintain school attendance, (ii) runs away from family or lawful custodian on more than one occasion, or (iii) escapes from or leaves a court-ordered residential placement without permission. See § 16.1-228 of the Code of Virginia.

**Commitment:** the court-ordered disposition placing a youth in the custody of DJJ for a determinate or indeterminate period of time. To be eligible for commitment, a youth must be 11 years of age or older and adjudicated delinquent or convicted of a felony offense, a Class 1 misdemeanor and a prior felony, or four Class 1 misdemeanors that were not part of a common act, transaction, or scheme. See § 16.1-278.8 of the Code of Virginia. A commitment to DJJ differs from an admission. An admission may occur days or weeks after the youth is committed to DJJ (during which time the youth is held in a JDC). A single admission could be the result of multiple commitments to DJJ (for example, a youth may be committed to DJJ by more than one court). For these reasons, the number of commitments to DJJ in a FY may be different from the number of admissions.

**CPP:** a direct care residential program in a JDC. The goal of CPPs is to place youth closer to their home communities. CPPs focus on addressing specific treatment needs and risk factors and developing competency in the areas of education, job readiness, and life and social skills.

**CSU:** a locally or state-operated entity that provides services to the J&DR district court, including intake, investigations and reports, probation, parole, case management, and other related services in the community. See Appendix B.

**Delinquent Offense:** an act committed by a youth that would be a felony or misdemeanor offense if committed by an adult as designated under state law, local ordinance, or federal law. Delinquent offenses do not include status offenses. See § 16.1-228 of the Code of Virginia.

**Detainment:** the first admission of a continuous detention stay. A new detainment is not counted if a youth is transferred to another JDC or has a change in dispositional status before being released.

**DAI:** a detention screening tool used during CSU intake to guide detention decisions using objective criteria. See Appendix C.
Detention Hearing: a judicial hearing held pursuant to § 16.1-250 of the Code of Virginia that determines whether a youth should be placed in a JDC, continue to be held in a JDC, or be released with or without conditions until an adjudicatory hearing.

Detention Reentry: a direct care residential program in a JDC. The goal of detention reentry is to allow youth in direct care to begin transitioning back to their community 30 to 120 days before their scheduled release date.

Determinate Commitment: the commitment of a youth 14 years of age or older to DJJ as a serious juvenile offender. The court specifies the length of the commitment, has continuing jurisdiction over the youth, and must conduct periodic reviews if the youth remains in direct care for longer than 24 months. A youth may be committed to DJJ as a serious juvenile offender for up to seven years, not to exceed the youth’s 21st birthday. See § 16.1-285.1 of the Code of Virginia.

Direct Care: the time during which a youth who is committed to DJJ pursuant to §§ 16.1-272, 16.1-278.8(A) (14), 16.1-278.8(A)(17), or 16.1-285.1 of the Code of Virginia is under the supervision of staff in a juvenile residential facility operated by DJJ or an alternative placement.

Disposition: the treatment, conditions, services, and sanctions ordered by the court for a youth adjudicated delinquent or found to be a status offender.

Dispositional Hearing: a hearing in the J&DR district court which occurs after an adjudication. During this hearing, the court may impose treatment, conditions, services, and sanctions. See §§ 16.1-278.4, 16.1-278.5, 16.1-278.6, and 16.1-278.8 of the Code of Virginia.

Diversion: the handling of a juvenile intake complaint in an informal manner as an alternative to the official court process. The intake officer must develop a plan for the youth that may include counseling, informal supervision, restitution, community service, or other programs. The youth and parents must agree to the diversion plan. An alleged violent juvenile felony and a complaint after a prior diversion or adjudication on a felony offense cannot be diverted. Beginning in FY 2019, truancy complaints may be diverted unless there has been a prior truancy diversion or truancy adjudication within the preceding three years or a total of three prior truancy diversions or truancy adjudications. Through FY 2020, such supervision was limited to 90 days for truancy and 120 days for all other offenses. Beginning in FY 2021, supervision for truancy is limited to 120 days. See §§ 16.1-227 and 16.1-260 of the Code of Virginia.

Domestic Relations: matters before the J&DR district court having to do with family and child welfare, including child custody, visitation, paternity, and other petitions delineated in § 16.1-241 of the Code of Virginia. Criminal and delinquency matters are not included.

FY: the time period measured from July 1 of one year to June 30 of the following year. For example, FY 2020 began July 1, 2019, and ended June 30, 2020.

Group Home: a juvenile residential facility certified by DJJ and at least partially funded through VJCCA that is a community-based, home-like single dwelling or its acceptable equivalent. Placements can be pre-D or post-D.

Indeterminate Commitment: the commitment of a youth to DJJ in which the youth’s LOS range (ERD to LRD) is calculated based on statutory requirements and the LOS Guidelines. The commitment may not exceed 36 continuous months except in cases of murder or manslaughter or extend past a youth’s 21st birthday. See §§ 16.1-285 and 16.1-278.8(A)(14) of the Code of Virginia.

Intake Case: a youth with one or more intake complaints involving an alleged delinquent act, a CHINS, or a CHINSup.

Intake Complaint: a request for the processing of a petition to initiate a matter that is alleged to fall within the jurisdiction and venue of a particular J&DR district court. An intake officer at the CSU decides whether the complaint will result in no action, diversion, or the filing of a petition initiating formal court action.

JCC: a DJJ secure residential facility that has construction fixtures designed to prevent escape and to restrict the movement and activities of youth held in lawful custody. JCCs house youth who have been committed to DJJ. See §§ 16.1-278.8, 16.1-285, and 16.1-285.1 of the Code of Virginia.

JDC: a local or regional secure residential facility that has construction fixtures designed to prevent escape and to restrict the movement and activities of youth held in lawful custody. JDCs may house pre-D and post-D youth. See §§ 16.1-248.1, 16.1-278.8, and 16.1-284.1 of the Code of Virginia.
**LOS Guidelines:** a framework established by the Board of Juvenile Justice, as mandated by § 66-10 of the *Code of Virginia*, to determine the length of time a youth indeterminately committed to DJJ will remain in direct care. Factors that affect a youth’s LOS include the seriousness of the committing offense(s) and YASI risk level. See Appendix D.

**Parole:** a period of supervision and monitoring of a youth in the community following release from commitment if ordered by the court or administratively determined by DJJ.

**Petition:** a document filed with the J&DR district court by the intake officer initiating formal court action. Petitions may allege that a youth is delinquent, a CHINS, a CHINSup, or an abused or neglected child; may be for domestic relations purposes; or may be for other actions over which the J&DR district court has jurisdiction (e.g., protective orders, work permits, a minor seeking judicial consent for medical procedures).

**Post-D Detention with Programs:** the ordering of a youth by a judge to a JDC for up to six months (or 12 months for felony or Class 1 misdemeanor offenses resulting in death) with structured programs of treatment and services intended to build and maintain community ties. To be eligible for post-D detention, a youth must be 14 years of age or older and found to have committed a non-violent juvenile felony or a Class 1 or Class 2 misdemeanor offense that is punishable by confinement in a state or local secure facility. To be eligible for post-D detention, a youth must be 14 years of age or older and found to have committed a non-violent juvenile felony or a Class 1 or Class 2 misdemeanor offense that is punishable by confinement in a state or local secure facility. See §§ 16.1-278.8(A)(16) and 16.1-284.1(B) of the *Code of Virginia*.

**Post-D Detention without Programs:** the ordering of a youth by a judge to a JDC for up to 30 days without special programs provided. To be eligible for post-D detention, a youth must be 14 years of age or older and found to have committed a non-violent juvenile felony or a Class 1 or Class 2 misdemeanor offense that is punishable by confinement in a state or local secure facility. See §§ 16.1-284.1, 16.1-291, and 16.1-292 of the *Code of Virginia* for statutory criteria that need to be satisfied prior to detainment as a disposition in other limited circumstances.

**Pre-D Detention:** the confinement of a youth in a JDC while awaiting a dispositional or adjudicatory hearing. Generally, to be eligible for pre-D detention, there must be probable cause establishing that the youth committed an offense that would be a felony or Class 1 misdemeanor offense if committed by an adult, violated the terms of probation or parole for such an offense, or knowingly and intentionally possessed or transported a firearm. In addition, the youth must be a clear and substantial threat to another person, the property of others, or to self; have threatened to abscond from the court’s jurisdiction; or, within the last year, have willfully failed to appear at a court hearing. A youth may be placed in pre-D detention for other statutorily prescribed circumstances such as when the youth is a fugitive from another state or failed to comply with conditions of release for what would be a felony or Class 1 misdemeanor charge if committed by an adult. See §§ 16.1-248.1 and 16.1-249 of the *Code of Virginia*.

**Pre-D and Post-D Reports:** documents prepared (i) within the timelines established by approved procedures when ordered by the court, (ii) for each youth placed on probation supervision, (iii) for each youth committed to DJJ or placed in post-D detention with programs, or (iv) upon written request from another CSU when accompanied by a court order. The report, also known as the social history, must include identifying and demographic information for the youth, including current offense and prior court involvement; social, medical, psychological, and educational information about the youth; information about the youth’s family; and dispositional and treatment recommendations if permitted by the court.

**Probable Cause:** there are reasonable grounds to believe that an offense has been committed, and the accused is the person who committed it.

**Probation:** the court-ordered disposition placing a youth under the supervision of a CSU in the community, requiring compliance with specified rules and conditions.

**Psychotropic Medication:** prescribed drugs that affect the mind, perception, behavior, or mood. Common types include antidepressants, anxiolytics or anti-anxiety agents, antipsychotics, and mood stabilizers.

**Quarter:** a three-month time period of a FY or CY. For example, the first quarter of FY 2020 began July 1, 2019, and ended September 30, 2019.

**Recidivism Rate:** the percentage of individuals who commit a subsequent offense, measured in this report by rearrest, reconviction, and reincarceration. See definitions on page 73.

**Region:** DJJ divides Virginia into five regions in order to manage the use of community resources statewide. See map on page 11 for an overview of DJJ’s regions.
**Serious Offender**: a youth who is committed to DJJ and given a determinate commitment. See § 16.1-285.1 of the *Code of Virginia*.

**Shelter Care**: a non-secure facility or emergency shelter specifically approved to provide a range of as-needed services on an individual basis. See § 16.1-248.1 of the *Code of Virginia*.

**Status Offense**: an act prohibited by law that would not be an offense if committed by an adult, such as truancy, curfew violation, or running away. See § 16.1-228 of the *Code of Virginia*.

**Subsequent Commitment**: commitments to DJJ received after the youth was admitted to direct care that require a recalculation of the original LOS. These commitments may be associated with an offense that occurred prior to admission but was not processed by the court until after admission or with an offense that occurred after admission while in direct care. An offense that occurred while in direct care also may result in an adult jail or prison sentence rather than a subsequent commitment to DJJ.

**TDO**: issuance of an order by a judge, magistrate, or special justice for the involuntary inpatient mental health treatment of a youth, after an in-person evaluation by a mental health evaluator, when it is found that (i) because of mental illness, the minor (a) presents a serious danger to self or others to the extent that a severe or irreversible injury is likely to result, or (b) is experiencing a serious deterioration of the ability to care for oneself in a developmentally age-appropriate manner; and (ii) the minor is in need of inpatient treatment for a mental illness and is reasonably likely to benefit from the proposed treatment. A TDO is for a brief period of time (up to 96 hours) for treatment and evaluation and pending a subsequent review of the admission (the minor may be released or involuntarily committed at the hearing). See Article 16 of Chapter 11 of Title 16.1 of the *Code of Virginia* (§ 16.1-335 et seq.).

**Transfer**: the J&DR district court, after consideration of specific statutory factors, determines the J&DR district court is not the proper court for the proceedings involving a youth 14 years of age or older at the time of the offense who is accused of a felony and transfers jurisdiction to the circuit court. See page 10.

**Transfer Hearing**: a hearing in the J&DR district court wherein the judge determines whether the J&DR district court should retain jurisdiction or transfer the case for criminal proceedings in circuit court. A transfer hearing is initiated by the attorney for the Commonwealth filing a motion in the J&DR district court for a hearing. The judge must determine that the act would be a felony if committed by an adult and examine issues of competency, the youth’s history, and specific statutory factors. Any youth convicted in circuit court after transfer will be treated as an adult in all future criminal cases. See § 16.1-269.1 of the *Code of Virginia*.

**Violent Juvenile Felony**: any of the delinquent acts enumerated in §§ 16.1-269.1(B) and 16.1-269.1(C) of the *Code of Virginia* when committed by a youth 14 years of age or older. The offenses include murder, felonious injury by mob, abduction, malicious wounding, malicious wounding of a law enforcement officer, felonious poisoning, adulteration of products, robbery, carjacking, rape, forcible sodomy, and object sexual penetration. See § 16.1-228 of the *Code of Virginia*.

**YASI**: a validated tool which provides an objective classification of an individual’s risk of reoffending by assessing both static and dynamic risk and protective factors in 10 distinct functional domains. See Appendix E.

**Examples of Juvenile Dispositions**

- Defer adjudication and/or disposition for a specified period of time, with or without probation supervision, to consider dismissing the case if the youth exhibits good behavior during the deferral period.
- Impose a fine and/or order restitution.
- Order the youth to complete a public service project.
- Suspend the youth’s driver’s license.
- Impose a curfew on the youth.
- Order the youth and/or the parent to participate in programs or services.
- Transfer legal custody to an appropriate individual, agency, organization, or local board of social services.
- Place the youth on probation with specified conditions and limitations that may include required participation in programs or services.
- Place the youth in a JDC for 30 days or less.
- Place the youth in a post-D program in a JDC generally for a period not to exceed six months.
- Commit the youth to DJJ for an indeterminate or determinate period of time.
Juveniles in Circuit Court

Consideration for Trial in Circuit Court

Pursuant to § 16.1-269.1 et seq. of the Code of Virginia, cases involving juveniles that meet certain age and offense criteria may be certified or transferred to circuit court, where the juvenile will be tried as an adult under one of the following circumstances:

Mandatory Certification: Prior to July 1, 2020, mandatory certification applied to juveniles 14 years of age or older. Effective July 1, 2020, the age criteria was changed to 16 or older. If a juvenile meets the age criteria and is charged with capital murder, first- or second-degree murder, murder bylynching, or aggravated malicious wounding, the juvenile receives a preliminary hearing in J&DR district court. If probable cause is found, the juvenile is certified automatically for trial as an adult, and the case is sent to the circuit court. The certification may not be appealed.

Prosecutorial Discretionary Certification: Prior to July 1, 2020, prosecutorial discretionary certification applied to juveniles 14 years of age or older. Effective July 1, 2020, the age criteria was changed to 16 or older. When a juvenile meets the age criteria and is charged with a violent juvenile felony as defined in § 16.1-228 of the Code of Virginia that does not require mandatory certification, the prosecution may elect to certify. The juvenile receives a preliminary hearing in J&DR district court. If probable cause is found, the juvenile is certified for trial as an adult, and the case is sent to the circuit court. The certification may not be appealed.

Transfer: When a juvenile 14 years of age or older is charged with a felony offense, the prosecutor may ask a J&DR district court judge to transfer the case to circuit court for trial as an adult. The judge receives a transfer report documenting each of the factors that the court must consider in the hearing (e.g., age, seriousness and number of alleged offenses, amenability to treatment and rehabilitation, availability of dispositional alternatives, prior juvenile record, mental capacity and emotional maturity, educational record). The judge decides whether the juvenile is a proper person to remain in the jurisdiction of the J&DR district court. If not, the case goes to the circuit court. The decision may be appealed by either party.

Direct Indictment: In cases proceeding under mandatory or prosecutorial discretionary certification, if the J&DR district court does not find probable cause, the attorney for the Commonwealth may seek a direct indictment in the circuit court on the offense and all ancillary charges. The direct indictment may not be appealed.

Waiver: A juvenile 14 years of age or older charged with a felony may waive the jurisdiction of the J&DR district court with the written consent of counsel and have the case heard in the circuit court.

Trial of Juveniles in Circuit Court

Youth whose cases are transferred to circuit court are tried in the same manner as adults, but youth may not be sentenced by a jury. A conviction of a youth as an adult precludes the J&DR district court from taking jurisdiction of such youth for any subsequent offenses allegedly committed by that youth and any pending allegations of delinquency that had not been disposed of by the J&DR district court at the time of the criminal conviction. If a youth is not convicted in circuit court, jurisdiction over that youth for any future alleged delinquent behavior is returned to the J&DR district court.

Sentencing of Juveniles in Circuit Court

Circuit court judges may sentence youth transferred or certified to their courts to juvenile dispositions, adult sentences, or both. For example, when a youth receives a blended sentence, the court orders the youth to serve the beginning of their sentence with DJJ and a later portion in an adult correctional facility.

According to a VCSC study, one-third of youth convicted of felonies in circuit court in FY 2017 were given a disposition involving DJJ. The other two-thirds of youth were sentenced to prison, jail, or adult probation.
DJJ’s Division of Community Programs is organized into five regions, each overseen by a regional program manager who reports to the Deputy Director of Community Programs. The regions are geographically divided into Central, Eastern, Northern, Southern, and Western. CSUs 17 and 19 are locally operated.
When an offense is alleged against a youth, an individual (e.g., parents, agency representatives, law enforcement personnel) may file a complaint with an intake officer.

When the youth has contact with law enforcement, the youth may be taken into custody, summonsed and released until a hearing on the matter, diverted, or counseled and released with no further action.

The intake officer reviews the circumstances of the complaint to determine whether probable cause exists.

If there is insufficient probable cause, the complaint is resolved with no further action.

If probable cause exists, in most cases the intake officer has the discretion to informally process or divert the case, file a petition to initiate court action, or file a petition with an order placing the youth in a JDC. If the intake officer does not file a petition on a felony or Class 1 misdemeanor offense, the complaining party may appeal this decision to the magistrate.

The filing of a petition initiates official court action on the complaint.

If the intake officer releases the youth, the next court appearance is in the arraignment, where the youth is informed of the offenses charged in the petition, advised of the right to an attorney, and may be asked to enter a plea. The youth does not have the right to an attorney at the arraignment hearing.

If the youth is detained pending the hearing, a detention hearing must be held within 72 hours of the detainment. At the detention hearing, the youth has the right to an attorney and is arraigned on the offenses charged in the petition. The judge decides whether to hold the youth in a JDC or release the youth, with or without conditions, until the adjudication.

A youth who is adjudicated in J&DR district court does not have the right to a jury trial but has all the other constitutional protections afforded in criminal court, such as the right to an attorney, the right to call and cross-examine witnesses, and the right to refrain from self-incrimination. All delinquency charges must be proven beyond a reasonable doubt.

If the judge finds the youth to be delinquent, the case is usually continued to another day for the judge to make a dispositional decision. The judge’s adjudication and dispositional decisions may be appealed by either party to the circuit court for a de novo review (as if the first adjudication never occurred).

When a youth is tried in circuit court as an adult, the trial is handled in the same manner as a trial of an adult. In the case of a jury trial, the court determines the sentence. The conviction and sentencing in circuit court may be appealed by either party to the Court of Appeals.
Intakes

- There were 29,263 juvenile intake cases and 41,667 juvenile intake complaints. An intake case may be comprised of one or more intake complaints. In FY 2020, there was an average of 1.4 juvenile intake complaints per case.

Intake Decisions

- A petition was filed for 59.9% of the juvenile intake complaints.
- 8.7% of juvenile intake complaints were court summonses. A court summons is issued by a law enforcement officer and filed directly with the court rather than pursuing a petition through the CSU. A court summons may be issued to youth only for certain offenses, such as traffic offenses, low-level alcohol or marijuana offenses, and select violations of local ordinances.
- Of the remaining juvenile intake complaints, 61.6% had a diversion plan, and 29.0% were resolved.

Dispositions

- Of probation, post-D detention, and direct care dispositions, probation was the most common.
- There were 1,899 new probation cases, 819 statuses for post-D detention without programs, 176 statuses for post-D detention with programs, and 234 direct care admissions.
**DJJ Historical Timeline**

The information below presents a history by CY of the juvenile justice system in Virginia based on records and historical data since the Department of Youth and Family Services began operations as a separate agency from VADOC.

1990: The Department of Youth and Family Services began operations as a separate agency from VADOC, along with a State Board of Youth and Family Services.

1991: The Rehabilitative School Authority and the Board of the Rehabilitative School Authority were renamed the Department of Correctional Education and the Board of Correctional Education, respectively, providing a broad array of educational programs to Virginia’s state-responsible adult and juvenile populations.

1996: The Department of Youth and Family Services and the Board of Youth and Family Services were renamed DJJ and the Board of Juvenile Justice, respectively. DJJ’s learning centers were renamed JCCs.

1999: Culpeper JCC opened in Mitchells, Virginia (Culpeper County), designed for maximum security to house older, higher-risk males.

2000: The criteria for indeterminately committing a youth to DJJ were amended from being adjudicated delinquent for two Class 1 misdemeanors to four Class 1 misdemeanors that were not part of a common act, transaction, or scheme.

2005: Barrett JCC was closed and mothballed.

2010: Natural Bridge JCC was closed and mothballed.

2012: A portion of the former Department of Correctional Education merged with DJJ and became DJJ’s Division of Education.

2013: Hanover JCC was closed and repurposed as the VPSTC.

- The program at Oak Ridge JCC was relocated to an autonomous section of Beaumont JCC, RDC was moved to the former Oak Ridge JCC building, and the former RDC building was repurposed as an administrative building.

2014: Hampton Place and Abraxas House, DJJ’s two halfway houses, were closed. (The facilities were closed to youth in December 2013.)

- Culpeper JCC was closed and transferred to VADOC.

- DJJ partnered with Blue Ridge, Chesapeake, Rappahannock, and Virginia Beach JDCs to establish CPPs as alternative placements for youth in direct care.

2015: RDC was closed and mothballed.

- Youth in the Oak Ridge Program were gradually integrated with the general population at Beaumont JCC for educational services and other programming while retaining specialized housing.

- The Board of Juvenile Justice revised the LOS Guidelines.

- CTM was piloted.

- DJJ partnered with Merrimac and Shenandoah Valley JDCs to establish CPPs.

2016: DJJ partnered with Chesterfield and Lynchburg JDCs to establish CPPs.

- DJJ contracted with two experienced service coordination agencies, AMI and EBA, to develop a statewide continuum of evidence-based services and additional alternatives to placement in secure facilities.

2017: Beaumont JCC was closed and mothballed.

- DJJ partnered with Prince William JDC to establish a CPP.
CTM was fully implemented at Bon Air JCC.
RSCs implemented systems for managing centralized referrals, service coordination, billing, and reporting.

2019: DJJ partnered with Northern Virginia JDC to establish a CPP for females.

2020: Governor Northam declared a state of emergency due to the COVID-19 pandemic on March 12th.

**DJJ Transformation Accomplishments**

Since launching the Transformation Plan, DJJ has achieved progress and successes in all four goals of the plan. The full report is available on DJJ’s website. Data may not match other sections of the report due to different dates of data download. Highlights of the past year’s accomplishments include the following:

**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%, detention cases decreased 49.7%, and direct care admissions decreased 58.4%.

» 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.

» 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.

» An increasing percentage of committed youth are being placed in non-correctional center options. As of July 2020, 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 JCC.

**Reform:**

» The therapeutic CTM and other programming improved youth and staff safety. Between FY 2016 and FY 2020, rates of aggressive incidents at Bon Air JCC decreased 60.4%, workers’ compensation claims decreased 53.5%, and costs associated with workers’ compensation claims decreased 39.8%.

» 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. 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 options for committed youth continue to expand, now including 10 CPP 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.

**Sustain:**

» DJJ began building a Family Support Network to sustain increased communication with families and provide networking opportunities for families.

» DJJ’s Training and Organizational Development Unit has converted training programs to an online platform to sustain training for all DJJ employees during the pandemic.
Data in the DRG

DJJ has published the DRG annually since 2001 to fulfill General Assembly reporting mandates. While there are many similarities between the current DRG and previous editions, changes have been implemented to report the data more accurately and more closely align what is published with DJJ’s changing operational and data needs. Some revisions and data clarifications are described below:

» Any changes to the data after the download date are not reflected in this report.

» Counts, percentages, and ADPs may not add to totals or 100% due to rounding. Decimal values are used in percentage calculations.

» Rounded percentages less than 0.1% are presented as 0.0%.

» Expunged cases are included unless otherwise specified.

» Adult intake, probation, and parole cases are excluded from all data.

» Not applicable or not available (N/A) is used in tables throughout this report to indicate instances where data cannot be calculated (i.e., sample sizes of zero, offense definitions and classifications, absence of post-D programs, and pending cases in the recidivism sample).

» Ethnicity is reported as “Hispanic,” “Non-Hispanic,” or “Unknown/Missing.” A substantial percentage of youth have unknown or missing ethnicity data. Effective July 1, 2019, ethnicity is a required field but may still be recorded as unknown.

» Initial decisions for juvenile intake complaints are not comparable to reports prior to FY 2019. Complaints returned to probation supervision were categorized as “Other” in reports prior to FY 2019 but are now categorized as resolved. Unfounded complaints were combined with resolved in reports prior to FY 2019 but are now a separate category. Unsuccessful diversions with petitions filed were categorized as petitions in reports prior to FY 2017 but are now categorized as diversion plans to indicate the initial intake decision.

» Unless otherwise specified, the MSO is determined by a ranking assigned to each type of complaint. Periodically, DJJ uses VCC information published by VCSC to develop the rankings. Felonies are given the highest ranks, ordered first by their statutory maximum penalty and then their highest primary offense score on VCSC’s guidelines. Next, misdemeanors are ranked by their statutory maximum penalty. Finally, the remaining complaints are ranked in the following order from most to least severe: technical violations, other offenses, non-delinquent traffic offenses, status offenses, and DR/CW complaints.

» The DAI ranking of MSOs used by DJJ is checked periodically against the VCSC designation and the Code of Virginia to ensure consistency and is updated accordingly.

» ADPs and LOSs presented for probation and parole exclude time spent by youth on a linking case status. (See Appendix F for an explanation of continuous probation and parole statuses.)

» Locality-specific CSU data are presented in summary form. More detailed locality-specific CSU data are available on DJJ’s website.

» With the exception of initial YASIs, when risk is reported, the closest risk assessment completed within 180 days before or after the measurement date (e.g., probation start date) is used unless otherwise specified.

» YASI data are not comparable to reports prior to FY 2018 due to software updates.

» Some localities utilize multiple JDCs. In the map on page 37, the localities served are determined by the highest number of detainments.

» Subsequent commitments are excluded unless otherwise specified. An offense that occurred while in direct care also may result in an adult jail or prison sentence rather than a subsequent commitment to DJJ; these sentences are not included.

» Blended sentences from circuit court are included as a commitment type in this report. Data on blended sentences represent commitments with an active adult sentence at the time of commitment.

» The categorization of commitment types (i.e., blended, determinate, indeterminate) and assigned LOSs are based on the initial commitment(s) and not subsequent commitment(s) unless otherwise specified.

» The Division of Education SY starts in September and ends in June of the following year. Credits and credentials earned in the summer are counted toward the previous SY.

» Canceled, rescinded, and successfully appealed commitments are not included, except in the direct care ADP and Division of Education data.

» Youth in non-JCC placements are not included in the Division of Education data.