Andrew K. Block, Jr.
Director

COMMONWEALTH OF VIRGINIA

Department of Juvenile Justice

November 1, 2016

The Honorable Thomas Norment, Jr., Co-Chair
Senate Finance Committee

The Honorable Emmett W. Hanger, Jr., Co-Chair
Senate Finance Committee

The Honorable Chris Jones, Chairman
House Appropriations Committee

The Honorable Christopher K. Peace, Chairman
Virginia Commission on Youth

Mr. Daniel Timberlake, Director
Department of Planning & Budget

Dear Senator Norment, Senator Hanger, Delegate Jones, Delegate Peace, and Mr. Timberlake:

Attached is a report on the Transformation Plan issued by the Department of Juvenile Justice as required by the Appropriations Act, Chapter 780 (2016), Item 415 (B)(3).

Sincerely,

Andrew K. Block, Jr.
Director

Attachment

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Department of Juvenile Justice Transformation Plan

2016 Update

Virginia Department of Juvenile Justice

November 1, 2016

Prepared for:
Chairmen of the Senate Finance Committee
Chairman of the House Appropriations Committee
Chairman of the Virginia Commission on Youth
Director of the Department of Planning and Budget

In response to:
Chapter 780 of the 2016 Virginia Acts of Assembly
The Appropriation Act, Item 415 (B)(3) (2016)

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I. EXECUTIVE SUMMARY

In recent years, the Department of Juvenile Justice (Department) closely examined its practices and found them to be out of step in certain respects with what research and evidence find are the most effective practices for reducing the recidivism rates of juvenile offenders. The Department also determined that offenders leaving the juvenile justice system, and particularly those offenders released from the Department's juvenile correctional centers (JCCs), have unacceptably high recidivism rates. Specifically, approximately half of the juveniles released from commitment are rearrested within one year; over three quarters are rearrested within three years.

The Department's Transformation Plan focuses on three core principles: (1) Safely *reduce* the use of the state's large and aging juvenile correctional facilities; (2) Effectively *reform* supervision, rehabilitation, and treatment practices in all aspects of the juvenile justice system; and (3) Efficiently *replace* the Department's two large, outdated JCCs with smaller, regional, rehabilitative and treatment-oriented facilities supported by a statewide continuum of local alternative placements and evidence-based services. These principles have been instrumental in guiding the Department in meeting its fundamental goals of reducing the risk of reoffending for court-involved juveniles, improving and promoting the skills and resiliencies necessary for juveniles to lead successful lives in their communities, and improving public safety for citizens throughout the Commonwealth.

This report on the Department's Transformation Plan addresses the areas of consideration required by the authorizing language in the 2016 Budget Bill, House Bill (HB) 30, which are most relevant to HB 29 outlining effective and efficient services for court-involved juveniles. This report will provide (i) an update to the information that was presented in the Department's June 30, 2016, report the "Department of Juvenile Justice Transformation Plan" (the Transformation Plan) and (ii) address all the requirements in HB 30, which states:

> "*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*."

II. TRANSFORMATION PLAN UPDATE

The Department established the Transformation Plan to ensure that the Department is using its resources effectively and getting the best outcomes for the juveniles that it serves. The Department's three core initiatives (Reduce, Reform, and Replace) continue to inform the Transformation Plan by incorporating data-driven decision-making and research. The Transformation Plan supports improvement and reorganization of the Department from intake to release to supervision and contributes to the Department's fundamental goals (to protect the public by preparing court-involved youth to be successful citizens).

Reduce

Court Service Unit Initiatives

Diversion

The Department is moving away from its reliance on commitment and encouraging court service units (CSUs) across the Commonwealth to divert eligible juveniles to programs and services in the community. Utilizing diversion programs for low-level offenders provides savings to the Commonwealth without decreasing accountability and public safety for young offenders.

At intake, an intake officer reviews the circumstances of the complaint to determine whether probable cause exists. If there is insufficient probable cause, no further action is taken. If probable cause exists, in most cases the intake officer has the discretion to resolve, refer to another agency, divert, or file a petition to initiate court action which may include placing the juvenile in secure detention.

For a diversion, the intake officer must develop a plan for a juvenile that may include counseling, informal supervision, restitution, community service, or other programs. The juvenile and his or her parents must agree to the diversion plan. Diversion is limited to 90 days for truancy and 120 days for all other complaints. The following complaints may not be diverted: an alleged violent juvenile felony, a complaint after a prior diversion or adjudication on a felony offense, and a second or subsequent truancy complaint. (See §§ 16.1-227, 16.1-228, and 16.1-260 of the *Code of Virginia*.)

In fiscal year (FY) 2016, there were 56,609 juvenile intake complaints. Of those, 38,986 (68.9%) resulted in a petition and/or detention order at the intake decision point.[1] Of the 45,691 (80.7%) juvenile

[1] Unsuccessful diversions resulting in a petition are not included.

intake complaints that were eligible for diversion, 7,547 (16.5%) were diverted, and 5,279 (11.6%) were resolved or unfounded.[2]

Of the 7,625 total diversions in FY2016, based on current available data[3], 75.1% (5,729) were successful, 10.0% (761) were unsuccessful with a petition filed, 5.4% (412) were unsuccessful with no petition filed, and 9.5% (723) were still open at the time of data collection. The Department is committed to improving both the rates of diversions and the percentage of diversions with successful outcomes.

As part of the Department's efforts to increase diversion rates statewide, the Division of Community Programs plans to introduce a variety of initiatives which include, but are not limited to: (1) the revision of the Department's diversion procedure; (2) increased referrals to or the establishment of (where non-existent) effective diversion programs including those for vulnerable populations such as juveniles exposed to sexual abuse or trauma; and (3) regular reviews and analysis of individual CSU diversion rates. The Department plans to organize intake-specific trainings and regional meetings to provide intake officers with additional tools and resources to better screen and make decisions on which juveniles need formal interventions and which ones might be best served through diversion programs. Additional training in administering the Youth Assessment and Screening Instrument (YASI)[4] will aid intake staff in assessing juveniles' needs. Also, the Department and the new Regional Service Coordinators (RSCs) will assess diversion program gaps as they move to expand the continuum of services.

Probation Services

To incorporate data-driven decision-making and evidence-based practices into probation, the Division of Community Programs has incorporated the following changes into its operations and trainings to transform juvenile probation practices:

1. In April 2016, the Department launched the Justice Transformation Institute (JTI) to prepare supervisors in intake, probation, parole, and JCCs to implement and sustain organizational change effectively and efficiently. The course blends practical management and leadership skill building, individualized leadership development, and a focus on ethical, culturally competent, and data-driven decision-making. In July 2016, JTI's inaugural class completed four months of leadership coursework. The second class began in September 2016 and is scheduled to graduate in December 2016. Additional supervisors are slated to participate in the training in 2017. The

[2] Diversions include unsuccessful (with or without a petition), successful, and open diversions. Intake complaints may have been diverted, resolved, or unfounded without being diversion-eligible. Other intake dispositions may include returned to probation supervision, returned to out-of-state, consent agreement signed, shelter care, pending, court summons, accepted via Interstate Compact for Juveniles, and adult criminal.
[3] FY 2016 data is preliminary and may change in future reports.
[4] YASI is a validated tool which provides a classification of an individual's risk of reoffending by assessing static and dynamic risk and protective factors in10 distinctive functional domains.

Department eventually plans to select and train JTI graduates to deliver the JTI curriculum for future classes to sustain this effort.

2. The Department's probation officers complete the YASI to screen for risk and needs for court-involved juveniles. Providing quality assessments is paramount in making appropriate recommendations and decisions in working with juveniles and families. To maintain fidelity to the tool, booster courses and coaching are required following initial training. Orbis Partners Inc.[5] has been contracted to conduct YASI Training of Trainers to twelve agency staff members to pursue certifications as instructors. While training certifications take place, 150 staff members will receive a refresher course on YASI assessments and YASI case planning. The refresher training will target internal coaches and frontline supervisors to improve fidelity to the instrument and promote inter-rater reliability. Having certified YASI trainers and coaches will allow the Department to advance its plan for assessing worker proficiency and adherence to the model, including coaching supervisors on establishing internal scoring audits.
3. As of October 31, 2016, 19 of the 32 state-operated CSUs have received training on Effective Practices in Community Supervision (EPICS),[6] an evidence-based structured format to provide counseling and skill-building to Department-involved juveniles; the remaining CSUs will be trained within the next two years. In the interim, the Department applied for funding through the Edward Byrne Memorial Justice Assistance Grant Program and assisted the City of Alexandria in writing and submitting a companion grant for EPICS training. Both grants have been awarded and received; the two grants collectively will allow six additional CSUs to receive training on EPICS.
4. The Department is partnering with the Annie E. Casey Foundation (AECF) to develop a standardized dispositional recommendation matrix, which will provide for uniform, objective disposition recommendations for court-involved juveniles based on a review of what dispositions previously had higher success rates within specific populations. Stakeholder groups convened this summer in the Department's Central and Eastern Regions to provide an overview of the function of the dispositional matrix, preliminary data analysis, and a summary of the dispositional matrix implementation work plan. Concurrently, AECF, with the assistance of the National Council of Crime and Delinquency (NCCD), is analyzing the dispositional matrix, and the Department will customize and implement a dispositional recommendation matrix in each CSU in 2017. The launch of the tool will assist Department staff in recommending interventions and sanctions that data show to be the most appropriate level of supervision, intervention, and custody for adjudicated juveniles based on their risk and offense levels.

[5] Orbis Partners, Inc. provides solutions for the helping professions, specializing in designing and implementing evidence-based services for at-risk and high-risk client groups.

[6] EPICS is an evidence-based training curriculum delivered by the University of Cincinnati Corrections Institute. The training is intended to help probation and parole officers and JCC counselors become more effective in their roles by learning a model, structure, and techniques for more deliberately incorporating core correctional practices into their daily interactions.

Other Reforms

To further support the goal of *reducing* the use of the state facilities, the Board of Juvenile Justice has aligned its length of stay (LOS) guidelines with research and best practices to ensure that juveniles are not held in direct care for durations that are counterproductive to success upon returning to the community. For juveniles who are committed to the Department, the Board has worked to provide alternative placements to the JCCs. These two initiatives are outlined in Sections III and VI, respectively.

Reform

Division of Community Programs

The Division of Community Programs is responsible for all community-based services to juveniles who come into contact with the juvenile justice system. Prior to the Transformation Plan, the Department received a federal Second Chance Act Reentry Initiative Planning Grant[7] totaling over $60,000, which enabled the Department to develop a comprehensive statewide reentry plan. An analysis of practices identified areas where the Department could strengthen procedures and practices to better assist juveniles as they transition from a JCC back to their home communities. The analysis and preliminary steps to improve operations and collaborations led to an implementation grant totaling over $700,000 in federal funds. The Department overhauled its reentry procedures and issued a new Reentry Manual on July 1, 2016, requiring greater collaboration within the Department and with our partner agencies and family members in reentry planning and upon release from commitment.

Below are updates of the strategies, initiatives, and programs that the Division of Community Programs proposed in the Transformation Plan and is implementing to improve overall service delivery and reentry practices to court-involved juveniles.

Family Engagement

Research has shown that greater family engagement leads to more positive results in treatment and upon release. The Department has partnered with AECF, The Vera Institute for Justice, Justice for Families, and other youth-serving organizations to develop family engagement and support initiatives. Prior to the implementation of the Transformation Plan, the Department's FY 2015 data indicated that 73% of committed juveniles lived more than one hour's drive from Bon Air or Beaumont JCCs (See Appendix I). The location of the JCCs compared to the proximity of many of the juveniles' homes causes a barrier

[7] The Second Chance Act Reentry Initiative Grant is a federal grant enacted to break the cycle of criminal recidivism, improve public safety, and help state, local, and tribal government agencies and community organizations respond to the rising populations of formerly incarcerated people who return to their communities.

for many families who want to visit committed juveniles. To address this, the Division of Community Programs continues to strengthen their family engagement initiatives to increase family visitation in both the JCCs and juvenile detention centers (JDCs) and has encouraged family engagement in the Department's reentry procedures.

1. **Video Visitation**
   Families may use video conferencing to connect with juveniles housed in the JCCs. Probation officers may link families from their office computers to a counselor's computer within the JCCs. Additionally, through a Department initiative, families living in Roanoke and Danville areas utilize video conferencing through partnerships with Straight Street, a youth center for teenagers, and the Danville Redevelopment and Housing Authority office. Since the program was implemented in 2013, Roanoke has brought online a second video conferencing system to have video running with Bon Air and Beaumont JCCs concurrently for families to participate in the program. In the future, the Division of Community Programs plans to partner with Assisting Families of Inmates[8] (AFOI) to expand video visitation to the metro-Richmond area.
2. **Transportation Initiative**
   The Department's partnership with AFOI, James River Transportation, and VanGo Transportation has provided newly scheduled visits for 514 family members from the eastern and western parts of the state. Between its launch date of May 22, 2016, and June 30, 2016, a total of 116 family members used the transportation services; and between July 1, 2016, and October 23, 2016, a total of 398 family members visited committed juveniles. This success has prompted the Department to expand the program to include pick-up locations in Manassas, Woodbridge, Hampton, Newport News, Chesterfield, Henrico, Richmond, Norfolk, Portsmouth, Virginia Beach, Danville, and Roanoke.
3. **JCC Visitation**
   The Department convened a committee in July 2016 to review current JCC procedures and make revisions, as necessary, to align with the transformation process. The committee prioritized the procedures based on the needs of the facilities, Community Treatment Model (CTM) [9] units, re-entry practices, and family engagement. The committee continues to meet weekly to review practices and procedures. The JCC visitation procedure and manual were one of the first to be reviewed and submitted through the approval process. Changes to the visitation procedure include amending the approval requirements to allow for natural supports, which are personal associations and relationships typically developed in the community that enhance the quality and security of the life for the person and who will provide post-release support, including but not

[8] AFOI provides opportunities for regular visitation, referrals to community resources, and other services that help families cope with commitment and prepare for release and reunification.
[9] In May 2015, the JCCs began implementing the CTM to promote juvenile rehabilitation while decreasing inappropriate behaviors during commitment. The main tenets of the model include highly structured, meaningful, therapeutic activities; consistent staffing in each housing unit; and consistent juveniles in each housing unit.

limited to extended family members, persons serving as mentors, and representatives from community organizations. The Department hopes that this more generalized concept of natural supports will increase the ability of individuals who have a meaningful relationship with a resident to visit without undue restrictions. Additionally, the procedure was updated to remove the use of loss of visitation as a disciplinary sanction for rule violations. This was implemented through the disciplinary process in May 2015 but had not been removed from the visitation procedure until recently. The visitation manual also was amended to provide information to visitors about the use of the free transportation services the Department has made available.

Development of Reentry Advocates

The Department has four reentry advocates who coordinate the reentry process for committed juveniles and their families with other supports. The reentry advocates serve as a link between the JCCs, with a focus on education and career readiness, and CSUs in the community. Thus far, reentry advocates have been instrumental in the areas of employment and school reenrollment. In addition, five temporary grant-funded positions were hired to support family engagement efforts. Two of the positions will focus on visitation by collecting data, developing a process to track visitation data through the Department's Balanced Approach Data Gathering Environment (BADGE) system, and creating a survey for families to provide input on how the Department can assist families to ensure every juvenile receives visits while in commitment. The other three positions will assist with the development of family focus groups to support ongoing communication between the Department and families and other supports.

Community Partnerships

Community partnerships support the Division of Community Programs in operational and program initiatives. Below is an update of the progress made on two of the programs and initiatives that encourage family engagement.

1. The Department and the Department of Social Services (VDSS) entered into a memorandum of agreement (MOA) setting forth guidance for the local departments of social services and requirements for the Department on how to effectively manage committed juveniles who were in foster care immediately prior to commitment and who will be released prior to their 18th birthday. Additionally, training was provided to Department staff during the Reentry Summit held on June 30, 2016. Staff learned the basics of VDSS's family partnership meetings (FPMs) and the role that the Department will play in the process. Since then, a subcommittee has been established, to include professionals from the Department, VDSS, and local departments of social services to improve upon this work. The subcommittee will work together to address the following: (i) modifying the existing MOA based on a year of effectiveness; (ii) amending the MOA to address the implementation of Fostering Futures; and (iii) developing a work plan for

the future issues identified in committee discussions (e.g., juveniles who become parentless during commitment).

2. Prior to the Transformation Plan, the Department partnered with the AECF and VDSS to replicate VDSS's FPM model for increasing family engagement. Since then, a subcommittee was established and convened this summer to develop a framework to provide guidance to Department staff and community partners for juveniles who are committed. The subcommittee is expected to develop a uniform process for the Department that will define a concept to support Family Treatment Teams (FTTs), modeled on VDSS's FPM, for juveniles and families regardless of whether they are involved in the foster care system to ensure all committed juveniles have the greatest possible amount of engagement with community supports both during commitment and upon return to the community. Additionally, the FTT model will be used to encourage family engagement throughout every step in the juvenile justice process, including during community supervision, to provide support to the juveniles and promote better outcomes at every stage of juvenile justice involvement.
3. The Department of Medical Assistance Services (DMAS) provides support in understanding the procedures and practices that allow the committed juveniles to apply for Medicaid insurance that will cover medical needs upon release to the community and some coverage of medical services during their commitments. DMAS also provides technical support with the online application process for Medicaid (CommonHelp) and the application process for medical coverage for qualified youth during their commitments. DMAS acts as a liaison between the Department and the local departments of social services when assistance is needed for juveniles who are denied Medicaid coverage.
4. The Virginia Local Workforce Development partnership with the Department has resulted in the establishment of Shared Network Access Point (SNAP) sites at 14 CSUs and four Community Placement Program (CPP) sites. At the SNAP sites, juveniles participate in sessions that cover career exploration, job search assistance, and financial literacy education. SNAP sites also provide access to specialized training and workforce development skills. Nine local workforce centers provide support and services to Department staff and youth including, but not limited to, training, resources, information on employment, and technical assistance for online resources.
5. Through the partnership with the Department of Motor Vehicles (DMV), 21 committed juveniles were given the learner's permit test between June 2016 and October 2016. Eleven juveniles at Beaumont JCC and 10 at Bon Air JCC were administered the written driver's license test; four successfully passed the test.

Direct Care Initiatives

The Department is reforming practices in JCCs by improving treatment, rehabilitation, and education. Both the Division of Residential Services and the Division of Education have enhanced their practices to produce better outcomes for juveniles who are committed to the JCCs.

Division of Residential Services

The Division of Residential Services is composed of the following:

- Bon Air and Beaumont JCCs
- Central Admission and Placement (CAP) Unit[10]
- Health and Behavioral Health Services

To support transformation efforts, the Division of Residential Services has implemented the following to transform JCC practices to better serve juveniles committed to the Department.

Community Treatment Model

In order to formally adopt Virginia's new approach to behavior management and rehabilitation in the JCCs, in May 2015, the Department partnered with the Missouri Youth Services Institute, which developed the highly successful and well-regarded "Missouri model" of juvenile corrections, to train staff on Virginia's Community Treatment Model (CTM) and to convert housing units in the JCCs to the CTM with all staff interactively and directly working with residents to improve the chances of success. In addition, to effect this transition, titles, job descriptions, and responsibilities of security staff in the JCCs all have been redeveloped (e.g., Major, Sergeant, and juvenile correctional officer titles were changed to Community Manager, Community Coordinator, and Resident Specialist, respectively). To further support CTM in the housing units, many units have started to hold family visitations on the housing units. Hosting visitation on the units encourages the community atmosphere that CTM promotes.

As of October 2016, Bon Air JCC had converted 10 units to CTM, and Beaumont JCC had converted five, for a total of 15 converted units. By January 2017, the Department anticipates a total of 17 CTM-converted units between the two JCCs. In addition, the Department is partnering with a group of researchers from Virginia Commonwealth University to evaluate the effectiveness of CTM. The evaluation process is in the development phase, but the Department hopes to begin the evaluation in

[10] The CAP Unit reviews all commitment packets and completes the intake, orientation, and evaluation phase of a resident's direct care admission.

2017. The partnership will allow the Department to evaluate the effectiveness of the CTM and areas in which the Department is performing well and those it may need to strengthen to ensure better outcomes for committed juveniles.

To further support effective decision-making and community engagement, the Department developed a Beaumont and Bon Air student government. The student government is made up of residents from all units within the JCCs who meet with the superintendent and central office personnel to discuss and voice their concerns regarding their unit's issues. The student government body will help residents have a voice and ownership of their units and residential areas and give them a chance to make recommendations on campus matters to all levels of management. In September 2016, the Council met with Governor McAuliffe, his staff, and members of the General Assembly where they learned about drafting a constitution, campaign strategies, establishing voting procedures, representing constituents, and the benefits of a democratic government.

Division of Education

The Department's Division of Education[11] operates the Yvonne B. Miller High School as a local education agency, providing educational and college and career-readiness opportunities at both Beaumont and Bon Air JCCs. The Department has instituted a variety of initiatives and strategies to improve its practices to increase student achievement, expand opportunities for post-secondary juveniles, and strengthen content delivery.

Program Design

The Division of Education made program design changes to provide better educational outcomes for committed juveniles.

1. The master schedule for the 2016-2017 school year (SY) was revised to align with the Department's CTM. In the new schedule, residents stay together for content courses and move for electives based on diploma needs. In addition, in the 2016-2017 SY, individual teacher and academic team planning blocks were incorporated. The additional planning time allows staff to work together to address a variety of academic challenges the residents face. Thus far, teachers have provided positive feedback on the additional time that they have to plan for ways to overcome the challenges they encounter in the classroom.

[11] In 2012, House Bill 1291 and Senate Bill 678 abolished the Virginia Department of Correctional Education and the Board of Correctional Education and made the Department responsible for educational programming in the JCCs beginning July 1, 2012.

2. This summer, the Division of Education began training staff on Responsibility Centered Discipline (RCD).[12] The Department employs the "Give 'Em Five" approach, which is a five-phase guided conversation technique to assist juveniles in redirecting their behavior and taking responsibility for their actions and academic success. In addition, both school campuses established a reflection room where juveniles receive individual guidance by an RCD-trained staff member to support the student-focused discipline approach. In addition, RCD aligns with the tenets of CTM and supports the rehabilitative and evidence-based approach the Department has adopted. The Division of Education expects RCD to assist teachers with mitigating potential behavioral issues and facilitating a more efficient and effective approach in redirecting behavior in the classroom.
3. For the 2016-2017 SY, the Division of Education consolidated responsibilities in order to develop new positions that will assist in the areas of behavioral management, post-secondary services, and academic supports. These positions will provide a streamlined process in and outside the classroom to ensure that juveniles are receiving adequate academic support and guidance while in the JCCs.

Data Collection and Evaluation

Data collection and evaluation remain a priority for the Division of Education to ensure that teachers are receiving the necessary training and tools to teach effectively so juveniles understand and excel in the content being taught.

Below are updates the Division of Education measures to ensure accountability in providing adequate educational and career readiness experiences for committed juveniles:

1. The Department adopted the Measure of Academic Progress[13] (MAP) to assess a committed juvenile's academic baseline and progress. The Division of Education has begun training educational staff on the utilization of assessment tools to further assist teachers in providing the best learning experience to its residents by administering it at the time of admission to a JCC, during the course of commitment, and prior to release. The Division of Education will launch MAP for ongoing assessment after all educational staff are trained on administration and evaluating the testing output. The Division of Education expects the utilization of the MAP assessment to assist in teacher accountability and ensure juveniles who are committed to the

[12] RCD is a comprehensive discipline approach to help educators learn the necessary skills and develop a plan to systematically create a culture of student self-responsibility within their schools. It identifies three Compliance Levels that will help educators determine an appropriate response when working with students.
[13] MAP is an assessment that creates a personalized assessment experience by adapting to each student's learning level, precisely measuring student progress and growth for each individual.

Department are placed in the appropriate courses and receive the necessary academic support while committed and post-release.

2. The Division of Education incorporated goal-setting into its evaluation system. Current educational staff participate in interim evaluations each quarter with summative evaluations every fourth quarter. This practice will benefit teachers by assessing their effectiveness in the classroom and will provide an opportunity for the Division of Education to administer the necessary trainings and professional development opportunities to strengthen practices.

Partnerships and Post-Secondary Programs

The Division of Education continues to redevelop its program design to strengthen community partnerships and its post-secondary programs.

1. Community partnerships continue to be a priority to ensure that committed juveniles receive constructive and innovative ways to learn. For example, vendors offered summer programs as a way to incorporate hands-on teaching approaches in the classroom.
2. Given the growing number of committed juveniles who obtained a diploma or GED in the 2015-2016 SY, 43 and 14, respectively, the Department is strengthening its post-secondary services to ensure that juveniles in the high school are able to transfer their skills and knowledge to programs offered in the Post-Secondary Academy. In addition, the Division of Education is working to align high school courses with programs offered in the Post-Secondary Academy (e.g., medical coding and billing, service dog handler, etc.).

Replace

The Department is committed to achieving its transformation goals in the JCCs and operations with (i) smaller, treatment-oriented facilities, (ii) more appropriately geographically-located facilities, and (iii) statewide alternatives to placement in a JCC. During the 2016 General Assembly Session, the General Assembly approved (i) budget language which authorized the Department to reinvest operational savings from the JCCs into the development of community-based services and alternative placements, (ii) bond funding for the planning and construction of a new facility in Chesapeake that will be smaller, regionally-based, and treatment-oriented, and (iii) funding to plan more effectively for the Department's other capital needs (e.g., constructing a new or renovating an existing JCC).

The Secretary of Public Safety and Homeland Security's official forecast of the Department's direct care population predicts that this population will continue to decline through FY2019, when the direct care population is expected to reach 245 juveniles. Given the declining direct care population and the subsequent decline in the need for maximum security JCC beds, the Department will close Beaumont JCC in June 2017. The consolidation and closure plan involves using these next months to gradually

transition residents and staff from Beaumont to Bon Air JCC. All JCC residents will reside at Bon Air JCC beginning July 1, 2017. As residents are moved, the Department will consider their history at the facility and in the community, their treatment and education needs, participation in CTM units, and release dates to ensure smooth transitions.

New Facilities

In accordance with the authorizing language, the General Assembly included funding in the bond package for the planning and construction of a 64-bed JCC in Chesapeake in the Budget Bill (HB 30). HB 30 also instructed the Department to develop a task force to examine the areas of consideration required by the bill. The Interagency Task Force on Juvenile Correctional Centers (Task Force) was established to discuss the construction of a new JCC in Chesapeake and whether to renovate or construct a second JCC, with a final report due by July 1, 2017. The Task Force's preliminary report was submitted on August 5, 2016, and focused on the construction of a new facility in Chesapeake. It made recommendations that are critical to begin the initial design process for the new facility, and planning funds have now been allocated to the Department. Preliminary recommendations to the Task Force were on housing units, sleeping rooms, education space, and facility characteristics.

The General Assembly also included funding in the bond package for planning for a second facility. The Task Force will provide a recommendation for this second option, either renovating an existing facility, constructing a new facility, or some combination of these alternatives, when it submits its final report by July 1, 2017.

Alternative Placements

To ensure the Department offers a continuum of alternative placements, the Division of Residential Services has contracted additional community placement options across the Commonwealth. There are currently 76 CPP beds in eight JDCs, which include a five-bed CPP for females.[14] CPPs are highly structured, disciplined residential programs in the JDCs for committed juveniles with the goal to place residents closer to their home communities to facilitate an easier transition after release. The CPP's focus is to develop competency in the areas of education, life and social skills, and employability skills and to receive services to address specific treatment needs and risk factors. In addition, 11 JDCs are participating in detention reentry[15] for juveniles who are in the process of transitioning back to their communities. The Department intends to increase CPPs and other alternative placements as location and capacity indicate.

[14] An additional five CPP beds may be used at any CPP based on need and availability.
[15] Detention reentry programs are for juveniles in direct care, which allow them to begin transitioning back to their communities 30 to 120 days before their scheduled release date.

Statewide Continuum and Regional Service Coordinators

A system-wide assessment of the Department identified differences in supervision practices and availability of effective services and interventions in the different regions of the Commonwealth. The Division of Community Programs is focused on building a continuum of care and network of services that are effective and efficient in providing the services, programs, and treatment needed to divert juveniles form further involvement in the juvenile justice system, have appropriate dispositional alternatives for juveniles under supervision to prevent further involvement with the Department, and enable successful reentry upon the committed juveniles' return to their home communities. As a result, the Department issued a Request for Proposal (RFP) for regional service coordinators (RSCs). In October, the Department contracted with two direct service provider (DSPs) agencies to serve as RSCs to assist the Department with building a continuum of services for juveniles and families across all five regions. The Department anticipates RSCs to build capacity and coordinate services (e.g., functional family therapy, wraparound services, sex offender treatment, etc.) in all regions. The initial work of the contracts will involve identifying existing treatment capacity, developing new treatment capacity, and building the infrastructure necessary for referrals, coordination, billing, and performance measurement. Service delivery will begin in January 2017 and will ensure that an effective array of interventions is available for all juvenile justice-involved juveniles in the Commonwealth regardless of where they live.

Quality Assurance Unit

In 2016, the Department established a Quality Assurance Unit to monitor the integrity of interventions utilized by the Department in addressing the needs of court-involved juveniles. The Quality Assurance Manager and Program Manager positions have not yet been filled, but the Department will continue the recruitment process until the best-fit personnel are hired for these positions.

III. TRANSFORMATION PLAN SAVINGS

As part of the Transformation Plan, the Department is reinvesting savings from the operation of the JCCs to provide funding for a continuum of community-based programs and services, including, but not limited to, partnering with JDCs to ensure that treatment, services, and alternative placements are available across the Commonwealth. In FY 2015, the General Assembly allocated approximately $2.9 million to the Department to expand CPP beds across the state. In FY 2016, the Department closed the Reception and Diagnostic Center (RDC)[16], which generated roughly $3.6 million in savings during the

[16] RDC was the central facility for intake and classification for committed juveniles. Many of the services that RDC provided to committed juveniles were transferred to the CAP unit. CAP was established when RDC closed. Its main functions include (i) the

first year and $4.5 million in the subsequent years. The savings from RDC's closure were and are being used to better serve juveniles outside of the JCC environment.

The Department's focus on serving more juveniles in their communities has increased the utilization of JDCs across the Commonwealth for direct care placements. This expansion was effectuated beginning in FY 2016 when the Department expanded CPP placements. As of October 15, 2016, there were a total of 76 CPP beds in eight facilities (See Appendix II).[17] Expenditures for CPPs in FY 2016 were $5,776,033, which was $2,856,033 more than the General Assembly allocated to the Department in FY 2015 (funded by savings from the closure of RDC). Going forward, the Department will continue to partner with JDCs across the Commonwealth to establish additional CPP placements in high need areas.

To further ensure the Department is offering an appropriate continuum of alternative placements, the Department funds detention reentry programs at selected JDCs for stepdown programs from JCCs. The Department spent $591,770 in FY2016 on detention reentry placements. Detention Reentry placements allow for the initiation of services for parole planning, prepare residents for progressively increased responsibility and freedom, bridge services between the JCC and the community, facilitate increased family engagement, and establish relationships with targeted community support systems

In FY 2015, the Department spent $142,491 on each committed juvenile. Historically, the twelve-month reconviction rates for direct care releases were between 42.3% and 44.0%. In order to reduce the cost and improve the outcomes of committed juveniles, the Department is revamping programming and reallocating resources to less expensive alternative placements in juveniles' home communities which should improve post-release outcomes. The Transformation Plan is intended to (i) reduce the amount of funds expended on each committed juvenile; and (2) improve the outcomes when they return to their communities by placing these individuals in appropriate, evidence-based alternatives to JCCs. A summary of the Department's savings will be presented in the November 1, 2017 report.

IV. IMPACT ON JUVENILE DETENTION CENTERS

The direct care population forecast predicts a continuing decrease in the Department's average daily population (ADP) from 509 residents in direct care in FY 2015 to 258 residents in FY 2022 (See Appendix III). As of October 15, 2016, the actual direct care population has followed the downward trends projected by the forecast for FY 2017. To support the Transformation Plan, the Department has partnered with JDCs to expand CPP beds and detention reentry programs. The Department pays a per

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review and approval of commitment packets and (ii) coordination of the intake, orientation, and evaluation phase of a juvenile's direct care admission.

[17] An additional five CPP beds may be used at any CPP based on need and availability.

diem to the JDCs (e.g., $225-250/day for each CPP bed) to operate these programs; the JDCs have implemented programmatic and structural changes to accommodate these programs.

CPPs in detention facilities are located regionally to ensure residents will be closer to their home communities and reside in smaller, more effective housing units. Male CPP beds cost the Department $225 to $250 and female CPP beds have a $325 cost per day at the JDCs. The alternative placement utilization on October 26, 2015, was 69 juveniles in CPPs, 14 juveniles in detention reentry programs, and 8 juveniles in intake and evaluation at CPP sites for a total of 91 juveniles in alternative placements.

V. COMMITMENT ORDERS

Juveniles under direct care are committed to the Department by three types of commitment. These include: indeterminate commitments, determinate commitments, and blended sentences (See Appendix V). While the number of admissions continues to decline, the proportion of admissions with a most serious committing offense of a felony against persons has increased from 40.8% in FY 2007 to 54.9% in FY 2016 (See Appendix VI). Between FY 2007 and FY 2016 (i) the percentage of blended commitment orders increased from 2.8% (24) to 6.3% (20), (ii) the percentage of determinate commitment orders increased from 10.8% (92) to 15.9% (51), and (iii) the percentage of indeterminate commitment orders decreased from 86.4% (738) to 77.8% (249). During this same time period, the total number of commitment orders decreased 62.5% from 854 in FY 2007 to 320 in FY 2016 (See Appendix VII).

In addition, circuit court commitments generally decreased between FY 2009 and FY 2016 from 158 to 56 (See Appendix VIII). During that same time period, the percentage of commitment orders from circuit court ranged from 13% to 19%. Circuit court orders between FY 2007 and FY 2016 experienced an increase in blended sentence commitments from 17.3% in FY 2007 to 33.9% in FY 2016 (See Appendix IX); indeterminate and determinate commitments decreased during this same period.

VI. LENGTH OF STAY

The Board of Juvenile Justice's revisions to the LOS Guidelines altered the projected LOS for juveniles indeterminately committed to the Department.[18] Since the revisions to the LOS Guidelines became effective on October 15, 2015, there has been an increase in the percentage of determinate and blended commitments, though the counts have been relatively stable since FY 2014 (See Appendix X). The

[18] The Board of Juvenile Justice's LOS Guidelines project the release date for a committed juvenile based on the severity of the committing offense and the juvenile's risk for reoffending. The juvenile's actual release date is dependent upon his or her progress in treatment and behavior during commitment. A juvenile may remain in commitment status until his or her statutory release date (36 continuous months or 21st birthday, whichever occurs first) if progress, adjustment, or behavior do not indicate release is appropriate.

Department will continue to monitor commitment orders and examine trends for assessing the impact of the Board of Juvenile Justice's changes to the LOS guidelines and of the on-going establishment of the continuum of care for committed juveniles.

Under the former LOS Guidelines, 12-18 months was the most commonly assigned LOS for direct care admissions. Under the current LOS Guidelines, 6-9 months is the most commonly assigned LOS (See Appendix XI).

In FY2016, 408 juveniles were released from direct care.[19] The overall direct care LOS for these releases, which included youth with determinate commitments and youth under both the old and new LOS guidelines, and all placement types was 17.3 months. The average length of time from the commitment date to admission date was 31.9 days. The following LOSs by placement type are not mutually exclusive; juveniles may spend time in multiple placement types during their direct care stay.

- For the 399 juveniles who spent at least one day in a JCC, the average total LOS in a JCC was 14.8 months.
- For the 119 juveniles who spent at least one day in a CPP, the average total LOS in a CPP was 4.9 months.
- For the eight released juveniles who received intake and evaluation services at a CPP site, the average length of the evaluation phase was 28.7 days; none of these juveniles ever entered a JCC.
- For the 58 juveniles who spent at least one day in detention reentry, the average total LOS in detention reentry was 2.2 months (See Appendix XII).[20]

VII. OFFENDER RECIDIVISM RATE

The recidivism rate[21] refers the rearrest or reconviction of a new misdemeanor or felony offense of a juvenile after being released from direct care. The Department's recidivism analysis is based on data from several collaborating organizations including Virginia State Police (VSP), Virginia Criminal Sentencing Commission (VCS), Department of Corrections (DOC), and the Virginia Compensation Board. The Department obtains statewide adult arrest and conviction data from VSP and the VCSC. Additionally, the Department acquires subsequent incarcerations from DOC and VCSC. Using multiple sources allows the Department to follow individuals through the juvenile and adult criminal justice

[19] Canceled, rescinded, and successfully appealed cases were excluded.

[20] For LOS by placement type, a juvenile's total days in a placement type during a single commitment were combined, even if separated by a stay in a different placement type. One juvenile received intake and evaluation services at a CPP site but was released before being transferred to the CPP; this juvenile was not included in the 119 CPP count. Data entry errors may be corrected in future reports, including one juvenile with an incorrect transfer date, increasing his number of days in detention reentry rather than a JCC.

systems for adequate follow-up periods to determine if they have been convicted of a new misdemeanor or felony offense within a year of being released from direct care. In FY 2014, the 12-month rearrest rate for direct care releases was 49.1%, while the reconviction rate was 44.0% during the same period.

The Department is currently collecting and will then analyze recidivism data of the additional alternative placements that the Department has established. Updated data for the most recent FYs will be presented in the next report on November 1, 2017.

[21] Recidivism Rate is the percentage of individuals who commit a subsequent offense, measured by (i) Rearrest: a petitioned juvenile intake complaint for a new delinquent act or an adult arrest for a new delinquent act or an adult arrest for a new criminal offense, regardless of the court's determination of delinquency or guilt; (ii) Reconviction: a delinquent adjudication for a new delinquent act or a guilty conviction for a new delinquent act or a guilty conviction for a new criminal offense subsequent to an arrest; and (iii) Reincarceration: a return to commitment or incarceration subsequent to a rearrest and reconviction for a new delinquent act or a criminal offense.

Appendices

I. Proximity of Serious Offenders
II. Direct Care Placement Options
III. Direct Care Population Forecast
IV. Juveniles in Alternative Placements and JCCs
V. Direct Care Admissions, FY2007 - 2016
VI. Most Serious Committing Offenses, FYs 2007 -2016
VII. Commitment Orders by Type, FYs 2007 – 2016
VIII. Circuit Court Commitment Orders, FYs 2007 – 2016
IX. Circuit Court Commitment Orders by Type, FYs 2007 – 2016
X. Determinate and Blended Commitments, FYs 2014 - 2016
XI. Direct Care Admissions by Assigned LOS, FYs 2014 – 2016
XII. FY2016 Direct Care Releases, FY 2016

Appendix I: Proximity of Serious Offenders

Serious Offenders within approximately one-hour drive to Bon Air and Beaumont

Both Facilities	35	23%
Bon Air Only	3	2%
Beaumont Only	3	2%
Neither Facility	111	73%
Total	*152*	*100%*

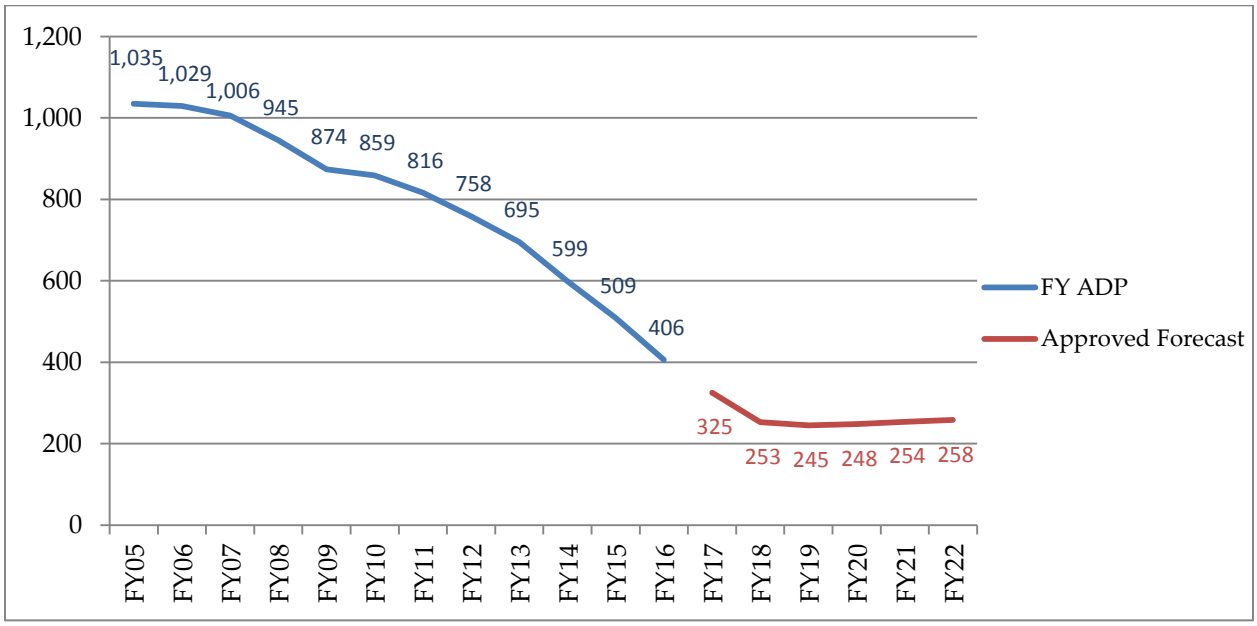
Serious Offenders within approximately one-hour drive to Chesapeake and Hanover

Chesapeake	81	53%
Hanover	36	24%
Neither	35	23%
Total	*152*	*100%*

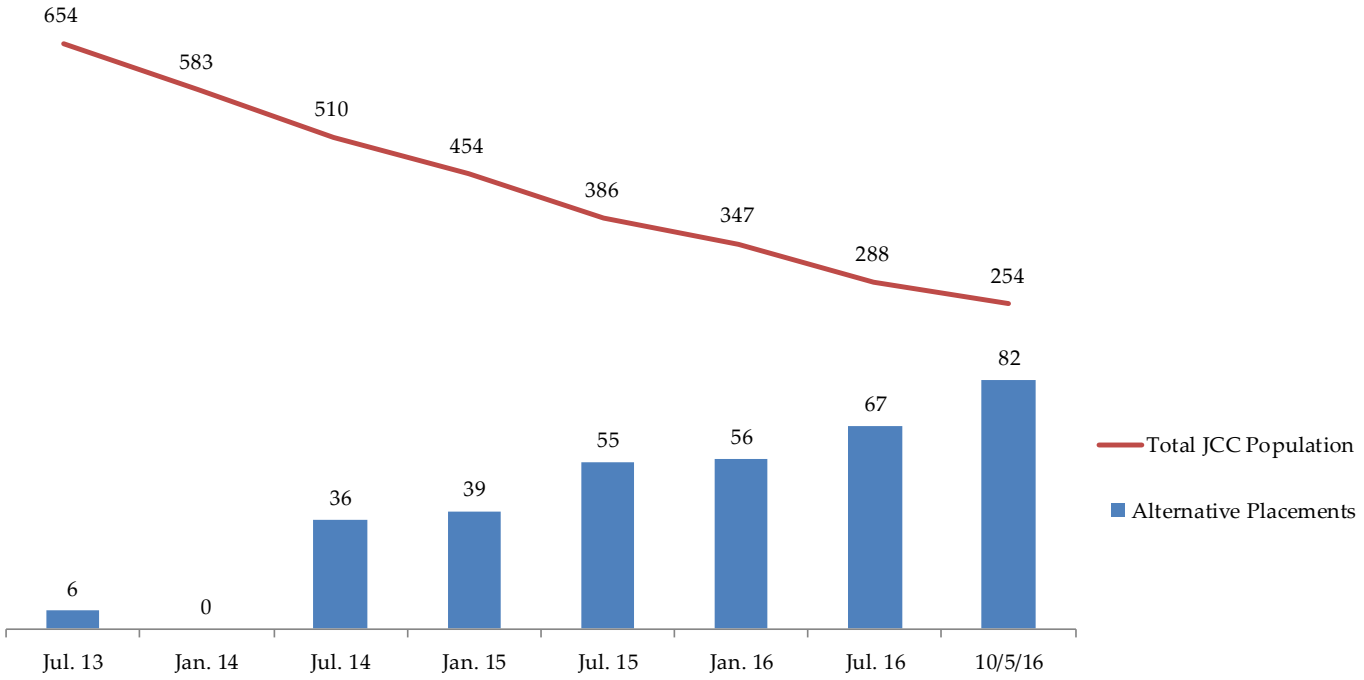
Appendix II: Direct Care Placement Options

Placements	Beds
JCCs	
Beaumont	270
Bon Air	250
JCC Total	*520*
CPPs	
Blue Ridge	8
Chesapeake	10
Chesterfield	8
Lynchburg	8
Merrimac	10
Rappahannock	8
Shenandoah Valley	8
Virginia Beach	16
CPP Total	*76+*
Detention Reentry	*N/A*
Direct Care Total	***596+***

Appendix III: Direct Care Population Forecast

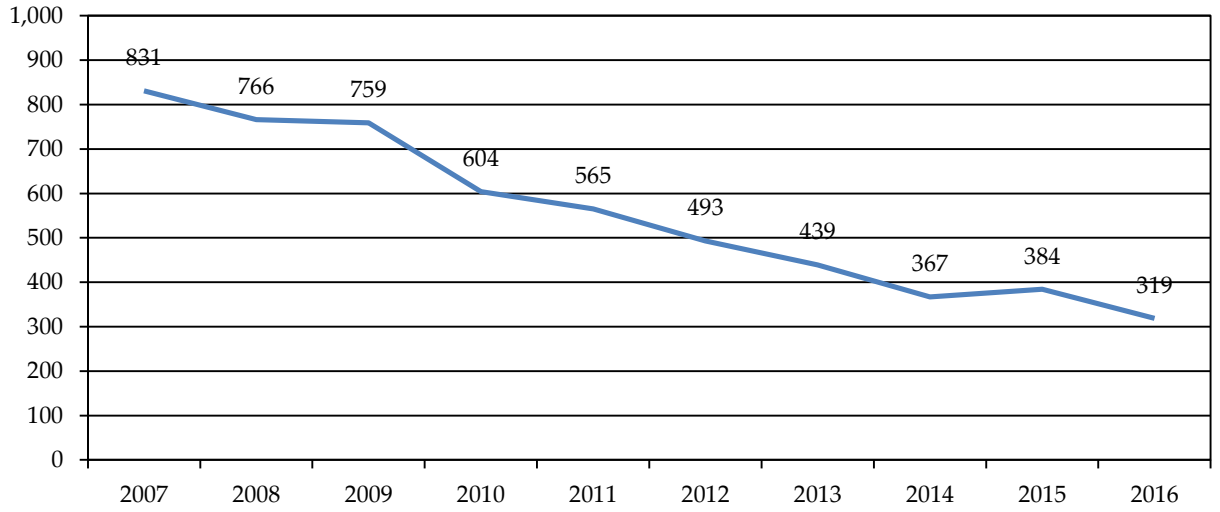


Appendix IV: Juveniles in Alternative Placements and JCCs*



* Data are not displayed on the same scale.
* Counts are monthly ADPs except for the most recent date.
* Alternative placements include CPPs and detention reentry.

Appendix V: Direct Care Admissions, FY2007 - 2016



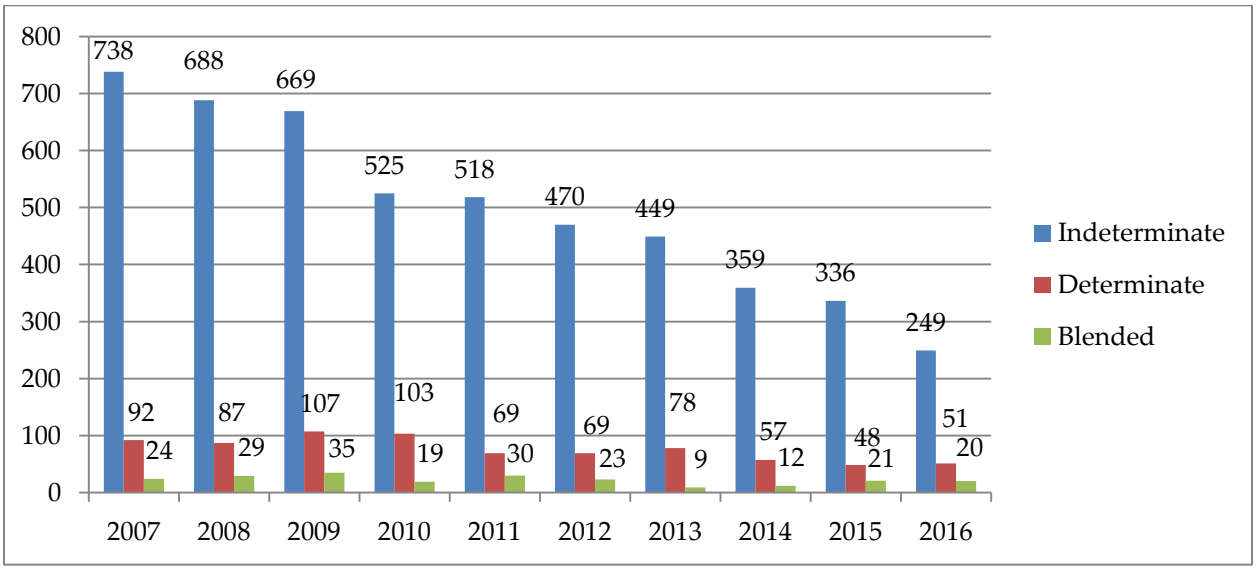
Appendix VI: Most Serious Committing Offenses, FYs 2007 - 2016

Offense Severity	2007	2008	2009	2010	2011
Felony Against Persons	***40.8%***	***45.7%***	***49.9%***	***45.5%***	***50.4%***
Felony Weapons/Narcotics	8.7%	9.9%	7.8%	7.9%	3.4%
Other Felony	32.5%	29.8%	25.4%	32.1%	28.1%
C1 Misdemeanor Against Persons	6.3%	5.5%	6.9%	5.6%	8.3%
Other C1 Misdemeanor	6.3%	5.2%	5.1%	4.3%	5.8%
Parole Violation	5.5%	3.9%	4.9%	4.5%	3.9%

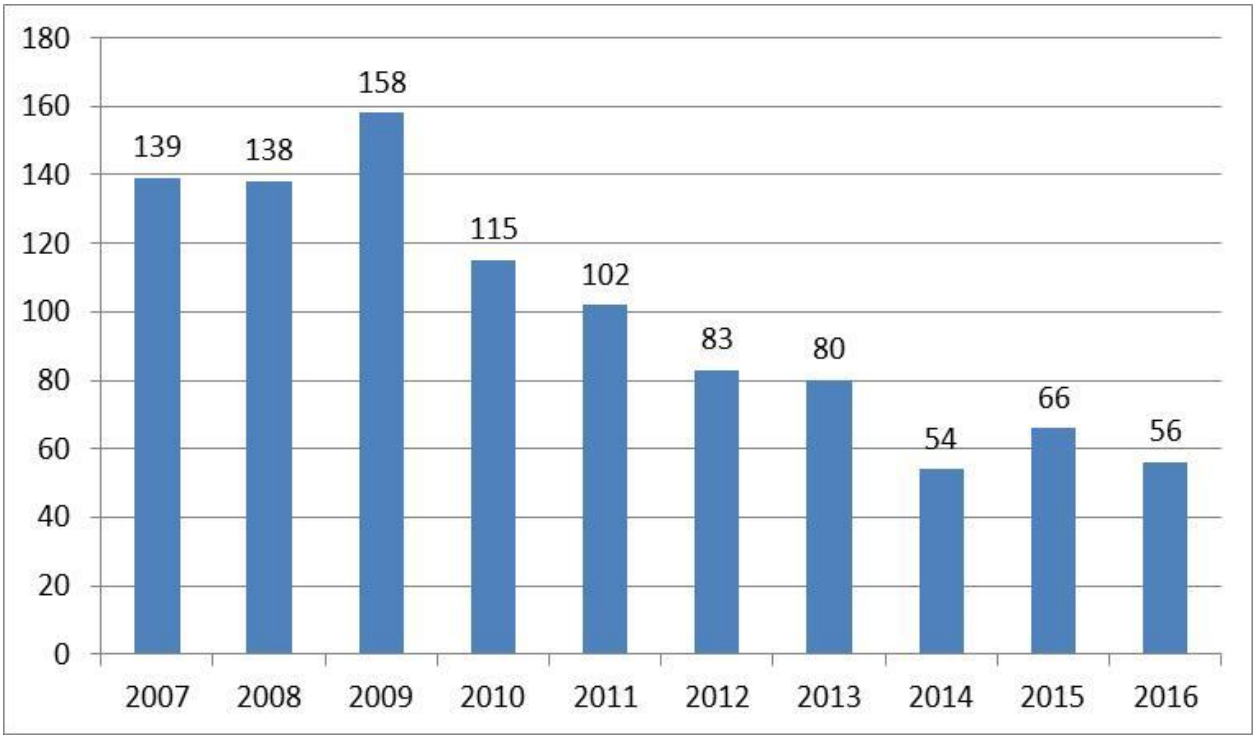
Offense Severity	2012	2013	2014	2015	2016
Felony Against Persons	***50.9%***	***45.6%***	***50.4%***	***53.6%***	***54.9%***
Felony Weapons/Narcotics	5.1%	3.0%	5.2%	3.1%	6.6%
Other Felony	31.4%	32.6%	29.4%	28.9%	27.3%
C1 Misdemeanor Against Persons	5.5%	5.7%	6.5%	6.5%	4.4%
Other C1 Misdemeanor	4.7%	7.3%	5.2%	5.5%	3.4%
Parole Violation	2.4%	5.9%	3.3%	2.3%	3.4%

*Percentage does not add to 100% because categories with small percentages are not displayed.
FY2016 data is preliminary and may change in future reports.

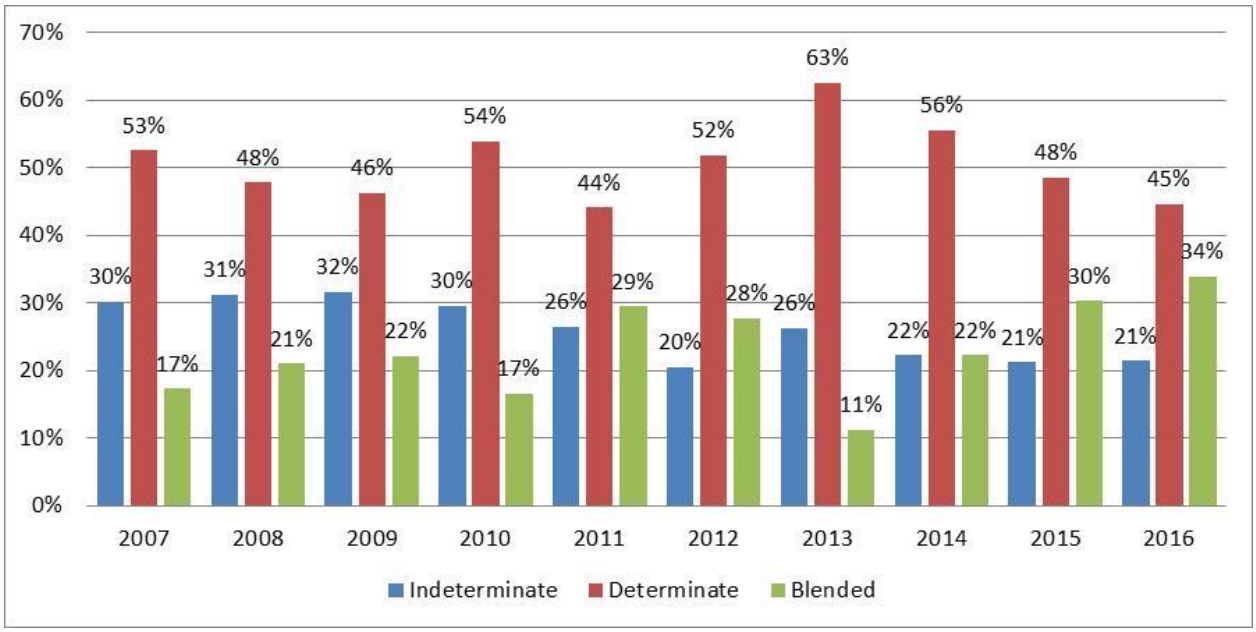
Appendix VII: Commitment Orders by Type, FYs 2007 – 2016



Appendix VIII: Circuit Court Commitment Orders, FYs 2007 – 2016



Appendix IX: Circuit Court Commitment Orders by Type, FYS 2007 - 2016



Appendix X: Determinate and Blended Commitments, FYs 2014 – 2016

	2014	2015	2016 Part 1	2016 Part 2
Blended	12	21	1	19
Determinate	57	48	7	44
Indeterminate	359	336	76	177
Total Commitment Orders	*428*	*405*	*84*	*240*

* Modifications to the LOS Guidelines were effective October 15, 2016. Part 1 = 7/1/15-10/14/15 (84 total commitments); Part 2 = 10/15/15-6/30/16 (240 total commitments).

Appendix XI: Direct Care Admissions by Assigned LOS, FYs 2014 – 2016

Assigned LOS Range	2014	2015	2016 - Part 1	2016 - Part 2
2-4, 3-6	6%	6%	4%	10%
5-8, 6-9	0%	1%	1%	41%
6-12, 7-10, 9-12, 9-15	20%	24%	20%	22%
12-18	31%	25%	30%	0%
15-21	7%	7%	3%	0%
18-24	2%	6%	6%	0%
18-36, 21-36, 24-36	12%	14%	20%	0%
Blended	3%	5%	4%	9%
Determinate	17%	12%	11%	18%

* Percentages of admissions by commitment type are not equal to percentages of commitment orders by commitment type. One admission may have multiple associated commitment orders. FY2016 data is preliminary and may change in future reports.

Appendix XII: Direct Care Releases, FY2016

	Juveniles	LOS (Months)
Total Direct Care LOS	408	17.3
Commitment to Admission	408	1.1
JCCs	399	14.8
Intake/Eval. at CPP Sites	8	0.9
CPPs	119	4.9
Detention Reentry	58	2.2

* Placement types are not mutually exclusive. Juveniles may spend time in multiple placement types during their direct care stay.

* A juvenile's total days in a placement type during a single commitment were combined, even if separated by a stay in a different placement type. One juvenile received intake and evaluation services at a CPP site but was released before being transferred to the CPP; this juvenile was not included in the 119 CPP count. Data entry errors may be corrected in future reports, including one juvenile with an incorrect transfer date, increasing his number of days in detention reentry rather than a JCC.

* FY2016 data is preliminary and may change in future reports.