

2018

Virginia Department of Juvenile Justice



TRANSFORMATION PLAN 2018 UPDATE

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

PREFACE

In July 2014, the Virginia Secretary of Public Safety and Homeland Security and the Department of Juvenile Justice (the Department) invited the Annie E. Casey Foundation (Casey) to conduct an assessment of Virginia's juvenile justice system, with a particular focus on the use and performance of the Department's juvenile correctional centers (JCCs). Prior to 2014, the Department spent a disproportionately large percentage of its budget to operate outdated, oversized JCCs, which did not produce successful public safety outcomes. Two separate assessments found that these facilities were ineffective, that the Department lacked a true continuum of alternatives, and that there were significant local variations in practices and services for similarly situated youth.

Based on these assessments, national research, and considerable staff and stakeholder input, the Department is transforming the work of the agency to reflect current best practices in the field. Many of the changes are based on evidence and research on how to best promote success and reduce recidivism rates among court-involved youth. The Department's Transformation Plan, published in June 2016, was guided by three core strategies: (1) Safely *reduce* the use of the state's large and aging juvenile correctional facilities; (2) Effectively *reform* supervision, rehabilitation, and treatment practices for youth in custody both during their commitment and upon their return home; and (3) Efficiently *replace* the Department's two large, outdated JCCs with smaller, regional, rehabilitative and treatment-oriented facilities supported by a statewide continuum of local alternative placements and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 youth, improving and promoting the skills and resiliencies necessary for young people to lead successful lives in their communities, and improving public safety in the Commonwealth. With the ongoing implementation of several transformation efforts, a fourth strategy has been added: (4) *Sustain* the Transformation Plan by maintaining safe, healthy, inclusive workplaces; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning procedures, policies, and resources to support the team in meeting the goals of transformation.

In order to be successful, the Department 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. Accordingly, the Department developed guiding principles which both reflect the developmental needs of staff and youth, and, given the high rates of exposure to trauma among the youth we serve and the stress on our staff who work with them, embrace a trauma-informed approach to our work:

SAFETY: Youth and staff need to be and 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 coworkers.

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 the expectations of the department.

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 youth. This report will provide (i) an update to the assessment of “the impact and results of the transformation plan and its related actions” that was presented in the Department’s November 1, 2017, report, “Department of Juvenile Justice Transformation Plan 2017 Update,” and (ii) address all the additional 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.”

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EXECUTIVE SUMMARY

In 2015, the Department of Juvenile Justice established the Transformation Plan to ensure that the Department was using its resources effectively and getting the best outcomes for the children, families, and communities it serves. The Transformation Plan has four core strategies:

- 1) Safely *reduce* the use of the state's large and aging juvenile correctional facilities;
- 2) Effectively *reform* supervision, rehabilitation, and treatment practices for youth in custody both during their commitment and upon their return home;
- 3) Efficiently *replace* 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; and
- 4) *Sustain* the Transformation Plan by maintaining safe, healthy, inclusive workplaces; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning procedures, policies, and resources to support the team in meeting the goals of transformation.

Since launching the plan more than three years ago, the Department, using research on best approaches to juvenile justice, evidence-based practices, and data-driven decision making, has dramatically strengthened and improved many aspects of its work, from intake and probation to the provision of rehabilitative and educational services in Juvenile Correctional Centers, to standing up many new evidence-based treatment programs across the Commonwealth. During the initial implementation phase of the Transformation Plan the Department experienced significant milestones and successes. These include:

- Safely reducing the population in the JCCs from an average daily population (ADP) of 466 in FY 2015 to 216 in FY 2018, through a combination of efforts including reducing the length of stay for indeterminately committed youth, improving probation practices, and creating alternative placements.
- Reaching all-time lows in the number of new delinquency cases being brought to juvenile court, average caseloads of youth on probation, average daily population of youth in detention and the number of times that youth were detained; and the number of detention eligible (felonies and class 1 misdemeanors) cases brought to court. From FY 2015 to FY 2018:
 - The number of juvenile intake cases decreased 10.7%, the number of juvenile intake complaints decreased 11.7%, and the number of petitioned intake complaints decreased 18.7%;
 - The number of new probation cases decreased 30.1%; the probation ADP decreased 38.9%;
 - The number of detainments decreased 20.2%; the detention ADP decreased 20.2%; and
 - The number of detention-eligible intake cases decreased 17.0%.
- Raising the SOL pass rates every year as well as the percentage of eligible seniors earning standard diplomas and other graduation credentials for youth attending school at Bon Air JCC.

- Bringing the provision of special education services into legal compliance. At the Department's invitation, the Virginia Department of Education audited the provision of special education services. In the 2015-16 school year (SY) the audit found 52 compliance violations. By March 2017, the audit found only three.
- Dramatically reducing the use of isolation and staff restraints in the JCCs, while at the same time reducing the incidents of aggression by committed youth.
- Closing two JCCs as a result of safely reducing the population – the Reception and Diagnostic Center and Beaumont JCC – and reinvested the savings from these closures into a statewide network and continuum of services, supports, and placements for youth in the juvenile justice system.
- Reducing the vacancy rates across the agency from 23.9% in FY 16 to 11.2% (2.3% less than the state average) in FY 2018.
- Between FY 2015 and FY 2017, the 12-month rearrest rate for probation placements and direct care increased slightly. However, due to continued declines in the numbers of youth in the juvenile justice system, the actual count of youth rearrested from both probation and direct care decreased significantly (22.5% and 24.6% decreases in the number of youth rearrested since FY 2015, respectively).

By approaching the work using research and data to guide decisions, the Department has continued to safely reduce the number of youth involved in the juvenile justice system and to work more effectively with those who remain. It is also worth noting that during this period of transformation, the Department has been able to rely upon repurposing reinvestment funds to sustain operations and has not sought operating increases for its budget.

Consistent with the preceding years, FY 2018, which is the focus of this report, was a time of significant new developments and milestones for the Department's transformation. Some highlights include the following:

Reduce

- The JCC ADP declined from 245 in FY 2017 to 216 in FY 2018.
- The Department began piloting the Standardized Dispositional Matrix (SDM) – a structured decision making tool to guide dispositional recommendations – in five different jurisdictions.
- By the end of FY 2018, over 100 committed youth were in a non-JCC alternative placements.

Reform

- JCCs experienced greater safety with significant declines in the rates of acts of aggression and violence, use of force by staff, disciplinary reports with sanctions of isolation, and worker's compensation claims.
- The Department fully implemented Tier 1 of Positive Behavioral Interventions and Supports (PBIS) across the education setting.
- Pass rates on Standards of Learning (SOL) tests, and the percentage of eligible residents who receive high school diplomas increased during in the 2017-2018 SY.

- In FY 2018, 5,964 family visits occurred at the JCCs and alternative placements, a 90.1% increase from FY 2017.

Replace

- With the savings from facility closures, the Department continued to expand the service network through contracts with Regional Service Coordinators (RSCs), and to build out the statewide continuum of community-based services and alternative placements.
- Through the work with the RSCs, more than 160 direct service providers are now in the network, there have been more than 6,000 referrals for services. The availability of evidence-based services aimed at helping high-risk youth safely and successfully remain in their communities - Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT,) - increased. Thirteen service teams can now reach 112 of 133 (or 84%) of cities and counties in the Commonwealth. The Department is poised to begin design and construction of the new, smaller JCC in Isle of Wight to serve the Tidewater area.

Sustain

- The Community Programs Training Team with input from Court Service Unit (CSU) staff across the Department, created and designed a new five-week basic skills program for caseworkers. This five-week program provides a consistent training foundation throughout the state, with specialized training for each regional need to follow. To date, 25 new staff have graduated *Basic Skills for Caseworkers*, with another 14 graduating by the end of October 2018.
- The average percentage of positions vacant across the Department continues to decline. In FY 2016, the rate was 23.9% and in FY 2018, it was 11.2% (2.3% less than the state average). As of August 2018, the rate is even further reduced to 8.8%.
- Workers Compensation Claims fell from 164 in FY 2017 to 143 in FY 2018, a 12.8% decrease. Workers Compensation Claims fell from \$985,136 in FY 2017 to \$704,420 in FY 2018, a 28.5% reduction.

While the following report reflects the many changes the Department has implemented and milestones it has reached, it is important to remember that the work of the Transformation Plan is not complete. The Department's long-term expectation of a decrease in recidivism rates has not yet been achieved, and additional time is necessary for its changes to become permanent fixtures of Virginia's juvenile justice system. Continued support from all branches of government for the Department's ongoing work will continue to result in better returns on taxpayer investment through improved public safety and more robust rehabilitative opportunities for youth involved in the juvenile justice system.

TRANSFORMATION PLAN UPDATE

The Transformation Plan was established in June 2016 to ensure that the Department uses its resources effectively and gets the best outcomes for the young people it serves. The Department's three core strategies (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 goal to protect the public by preparing court-involved youth to be successful citizens. In FY 2017, an additional strategy (Sustain) was established with the goal of maintaining and evaluating the Department's improvement and reorganization.

REDUCE

The Department aims to safely reduce the use of state-operated JCCs by reforming probation practices, utilizing data and research to modify length of stay policies, and developing successful alternative placements to JCCs.

- Ensure that all Court Service Units (CSUs) across the Commonwealth use evidence-based and best practices from intake through parole, keeping youth in their communities and avoiding placement in secure confinement whenever it is safe and possible.
- Implement and continue to evaluate data driven Length of Stay Guidelines to improve the balance of public safety, personal accountability, and competency development in length of stay decisions and plans.
- Develop alternative placements that serve youth in the least restrictive environment, closest to home, with rehabilitation and treatment opportunities that address targeted areas of risk, need, and positive development.

Probation Improvement and Use of Structured Decision Making Tools

Continuously improving the skills of staff and their utilization of structured decision-making tools is a key strategy of supporting evidence-based and best practices. Many of these efforts began early in the transformation and have been sustained with ongoing training and coaching (e.g., Effective Practices in Community Supervision [EPICS], Youth Assessment and Screening Instrument [YASI], and Detention Assessment Instrument [DAI]), whereas the Standardized Dispositional Matrix (SDM) represents a more recent initiative currently being piloted.

Effective Practices in Community Supervision (EPICS)

To improve overall probation practices, in 2016, the Department expanded an evidence-based structure for probation supervision to all of the state-operated CSUs. EPICS¹ is an evidence-based structured format to provide intervention and skill-building to court-involved youth. By

¹ 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.

the end of 2017, all 32 state-operated CSUs received an initial round of EPICS training and coaching. During 2018, each CSU identified an EPICS Site Coordinator and developed and began executing an EPICS implementation, integration, and sustainability work plan. Members of the Practice Improvement Unit have also provided technical assistance and implementation support with a focus on continuous quality improvement and building the proficiency of internal coaches at each work place. The Department was the recent recipient of a federal grant that will be used to train supervisors to code EPICS audio-taped submissions for model fidelity. In addition to EPICS training, the Department strives to use structured decision-making tools at all key points in the juvenile justice process. Where there are gaps in the use of such tools, the Department is working to fill them and make sure that existing tools are used appropriately.

Youth Assessment and Screening Instrument (YASI)

Because YASI heavily informs service planning for youth on probation and parole and length of stay recommendations for youth committed to the Department, it is imperative that staff use the tool correctly. During FY 2016, Orbis Partners Inc. was contracted to provide YASI Training of Trainers to staff members for certification as instructors, enabling the Department to create a cadre of trainers to sustain regular training and refresher sessions. During 2017 and 2018, the Department organized 22 YASI Part I refresher training sessions. More than 500 staff members received a refresher course on YASI interviewing and scoring. The initial refresher trainings targeted internal coaches and frontline supervisors to improve fidelity to the instrument and promote inter-rater reliability. Later in 2018, the training cadre will deliver more than 20 regional-based YASI II training sessions, with a focus on collaborative, assessment-driven case planning. The Practice Improvement Unit is also currently working with CSUs and JCCs to identify internal YASI coaches as part of an overall continuous quality improvement approach. This will better allow the Department to assess proficiency and adherence to the model, conduct internal scoring audits on an ongoing basis, and provide on-going coaching and feedback.

Detention Assessment Instrument (DAI)

Juvenile detention centers (JDCs) provide temporary care for alleged juvenile delinquents who require pre-dispositional (pre-D) secure custody pending a court appearance, and for youth after a disposition has been ordered by a judge (post-D). A judge, intake officer, or magistrate can order Pre-D detention. Decisions by intake officers concerning detention are guided by the completion of the DAI. During FY 2017, the Department crafted new procedures, and engaged in more training to effectively guide the use and application of the DAI, and the tool continues to be used in FY 2018 to inform pre-dispositional detention decisions.

Standardized Dispositional Matrix (SDM)

The Department's data shows that historically, similarly situated youth have been treated differently in Virginia's juvenile justice system based on their race or geographic location within the Commonwealth. The Department has partnered with the Annie E. Casey Foundation (Casey) and the National Council on Crime and Delinquency (NCCD) to develop a SDM, a data-driven tool to help make fair and objective dispositional recommendations based on the youths risk-level and offense severity. The SDM tool ensures the most intense interventions are reserved for youth with the highest risk of future delinquency and ensures low risk youth are diverted or

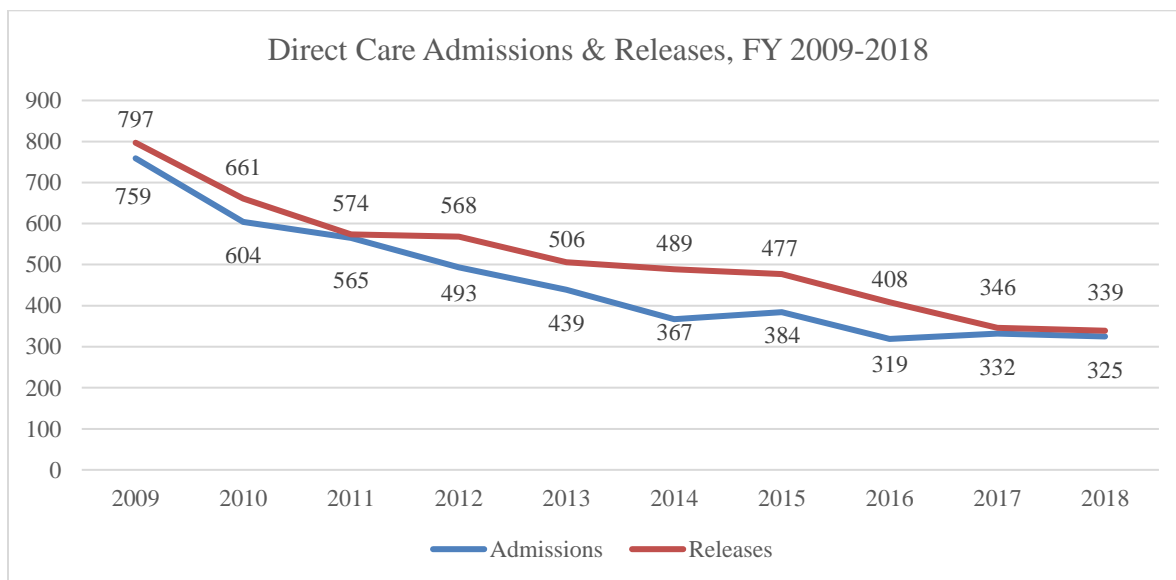
receive alternative dispositions, which do not require probation or formal court involvement. This ensures that youth with similar characteristics will experience similar and appropriate decisions regarding their case dispositions.

In FY 2017, the SDM was developed through a data-driven consensus-building process that leveraged the expertise of judges, prosecutors, attorneys who represent youth, and CSU staff. In FY 2018, the Department began a pilot of the SDM process in five CSUs: Chatham, Culpeper, Chesterfield, Newport News, and Warrenton. The pilot sites will be testing the SDM procedure, conducting a time study, testing the automated SDM tool and customized risk screen tool. In August 2018, the Department trained the five pilot sites' CSU staff, judges, and attorneys. The pilot began on September 4, 2018, and will continue through December 4, 2018. After the pilot is completed, the SDM process will be examined and altered as needed. The pilot will help to refine the tool and identify opportunities for improvement prior to the full implementation. The Department will start full implementation in the spring of 2019.

Once the Department has fully implemented the SDM, the Department will have access to relevant youth information, disposition options, and corresponding disposition decision recommendations. The comparison between the disposition recommendation and actual disposition decision will help identify patterns in practice and reasons for these patterns. This data allows the Department to analyze youth classification distributions, examine outcomes by classification, and understand dispositions and reoffending by risk level. This information is key to validating and revising the SDM over time.

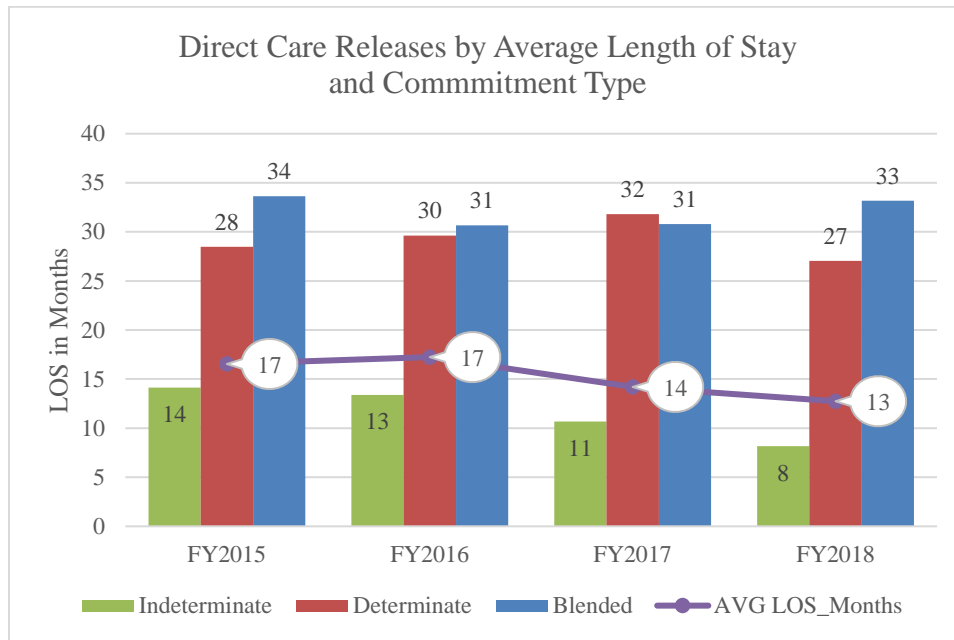
Direct Care Length of Stay

Over the past decade, admissions to direct care have decreased 57.2%, from 759 in FY 2009 to 325 in FY 2018. (See chart below.)



To further reduce the direct care population and ensure secure confinement is used only for as long as is appropriate, the Board of Juvenile Justice revised the LOS Guidelines for

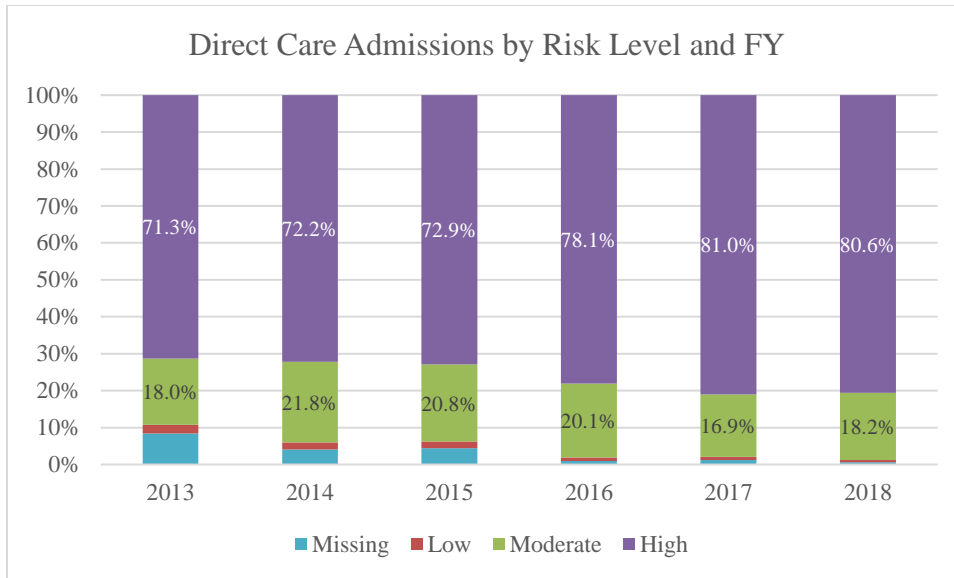
Indeterminately Committed Juveniles (LOS Guidelines) on October 15, 2015.² In FY 2018, 339 youth were released from direct care.³ The average LOS for youth released with indeterminate commitments decreased from 14.1 months in FY 2015 to 8.0 months in FY 2018. The overall direct care LOS for all releases, regardless of commitment or placement type, was 12.7 months in FY 2018. The average length of time from the commitment date to admission date was 26.9 days.



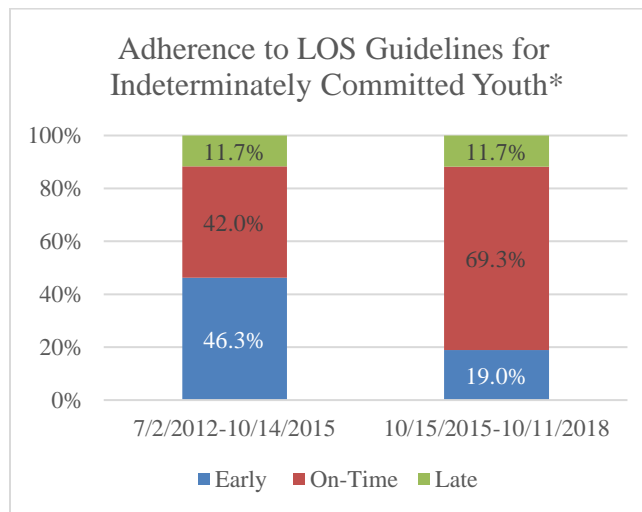
One goal of the Reduce strategy is to reserve confinement for the highest risk youth, and to serve lower risk youth in the community or alternative settings. Consistent with this goal, the percent of youth in direct care with a high risk level at the time in admission has increased from 71.3% in FY 2013 to 80.6% in FY 2018.

² 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.

³ Canceled, rescinded, and successfully appealed cases were excluded.



Prior to the LOS revision, 46.3% of indeterminately committed youth were released early, 42.0% were released on time, and 11.7% were released late. Following the LOS revision, 69.3% of youth were released on time, 19.0% were released after the guideline recommendation, and 11.7% were released early. These results indicate that since the revision of the LOS Guidelines, a greater portion of youth indeterminately committed are held for a period of time that is within their assigned LOS and shows how the Department has used discretion to extend or reduce the LOS when appropriate.



* Includes only youth released from direct care thus far.

The 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 ongoing establishment of the continuum of care for committed youth. Additional information regarding trends in commitment orders is included on page 43. The revisions to the LOS Guidelines are also incorporated into the official population forecasts to the extent possible. Additionally, the Department partnered with Virginia Commonwealth University (VCU) to study the trends and effects of the changes to the LOS Guidelines. The Department has provided appropriate data, and

the researcher is currently conducting the analyses. Guided by continued analysis and data-driven decision-making, the Department will continue to improve and modify the guidelines as appropriate.

Alternative Placements

To further support the goal of *reducing* the use of state facilities, the Department has worked to provide alternative placements to the JCCs, including Community Placement Programs (CPPs) and detention reentry.

The Department entered into Memorandum of Agreements (MOA) with JDCs to secure multiple structured residential programs for juveniles committed to the Department. The programs incorporate evidence-informed interventions that address specific criminogenic needs and risk factors, and include community reentry planning. CPPs focus on positive youth development, and increasing competency in the areas of education, vocational preparation, life and social skills, thinking skills, employability skills, and anger management. The intent of the CPPs is to have alternatives to a JCC placement in otherwise vacant beds in JDCs and located regionally so that youth committed to the Department can be closer to their home communities and reside in smaller, rehabilitative settings.

Beginning in May 2014, four JDCs opened CPPs with a total of 40 beds. In FY 2018, there were 89 CPP beds in nine JDCs. These nine localities include: Blue Ridge, Chesapeake, Chesterfield, Lynchburg, Merrimac, Prince William, Rappahannock, Shenandoah Valley, and Virginia Beach. During FY 2019, another two beds were added to the Virginia Beach CPP and eight beds were added to Rappahannock CPP, bringing the capacity to 99.⁴

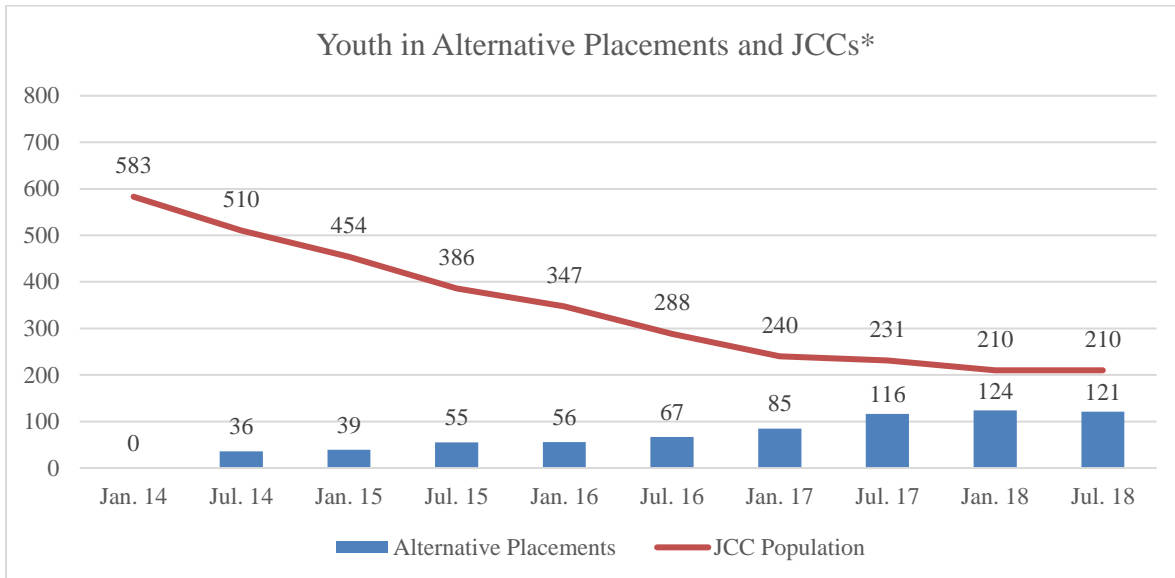
Additionally, 11 JDCs provide detention reentry programs for young people in direct care, allowing them to transition back to their communities 30-90 days before release. Similar to CPPs, the programs facilitate increased visitation with families and allow for the initiation of services for parole planning with the assigned parole officers.

As of June 2016, committed youth can also undergo admission and evaluation at a JDC. The process is highly similar to the JCC process, and evaluations include medical, psychological, behavioral, educational and career readiness, and sociological. The evaluation process lasts approximately three weeks. At the conclusion of the evaluation process, a team meets to discuss and identify a youth's treatment and mental health needs and to determine LOS, placement recommendations, and reentry plan development. In FY 2016, 19 youth were admitted to direct care at a JDC for admission and evaluation; in FY 2018, those types of admissions increased to 210 youth.

The Department has also contracted with two experienced service coordination agencies to serve as Regional Service Coordinators (RSCs) to assist the Department with building a continuum of services for young people and families across all regions. The RSCs are assisting in the transformation of Virginia's juvenile justice system by assessing existing treatment capacity, developing new treatment capacity, and selecting and subcontracting with direct service

⁴ An additional five CPP beds may be used at any CPP based on need and availability. These five beds are not included in the total mentioned above.

providers. More information about the statewide continuum and RSCs can be found on page 26 through 29.



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

Due largely to the expansion of JDC-based placement options, the average number of youth in non-JCC alternative placements has increased from 6 in July 2013 to 121 in July 2018, representing 36.6% of the total direct care population.

Of the 339 youth released from direct care, 165 (48.7%) did not enter a JCC. The following LOSs for the 339 released youth by placement type are not mutually exclusive; youth may spend time in multiple placement types during their direct care stay.

- For the 174 youth who spent at least one day in a JCC, the average total LOS in a JCC was 16.2 months.
- For the 216 youth who spent at least one day in a CPP, the average total LOS in a CPP was 4.9 months.
- For the 186 youth who received admission and evaluation services at a JDC, the average length of the evaluation phase was 26.9 days.
- For the 30 youth who spent at least one day in detention reentry, the average total LOS in detention reentry was 1.8 months. (See table below).⁵

⁵ Placement types are not mutually exclusive. Youth may spend time in multiple placement types during their direct care stay. For LOS by placement type, a youth's total days in a placement type during a single commitment were combined, even if separated by a stay in a different placement type.

Direct Care Releases, FY 2018		
Population	Youth	LOS (Months)
Total Direct Care	339	12.7
Commitment to Admission	339	0.9
JCCs	174	16.2
Admission/Eval. at JDCs	186	1.3
CPPs	216	4.9
Detention Reentry	30	1.8

CPPs, other alternative placements, and the continuum of services are further discussed in the *Replace* section of this report and in the *Additional Reporting Requirements* (pages 30 and 41).

REFORM

The Department aims to expand, improve, and strengthen the services and supports provided to youth in custody both during their commitment and upon their return home. Specifically, the Department seeks to:

- Provide rigorous and effective rehabilitative and educational services to youth in state custody with the goals of holding youth accountable, ensuring that youth and staff are in safe and supportive facility settings, teaching responsibility, addressing identified areas of criminogenic risk and need, and helping develop the talents, abilities, and skills necessary to lead productive and healthy lives upon release.
- Deliver comprehensive and ongoing reentry planning during commitment and continue community supervision, support, and services when youth return to the community.
- Strengthen family engagement during commitment to the Department through family visits and participation in treatment and education decisions.

The Department continues to reform practices in the JCC 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 young people who are committed to the JCC.

Residential Services

The Division of Residential Services is composed of the following:

- Bon Air JCC (Beaumont JCC closed in June 2017)
- Central Admission and Placement (CAP) Unit⁶
- Health and Behavioral Health Services

⁶ The CAP Unit reviews all commitment packets and completes the intake, orientation, and evaluation phase of a resident's direct care admission. The CAP Unit also provides case management for committed youth in non-JCC alternative placements and acts as a liaison between the CPPs and CSUs.

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

Community Treatment Model (CTM)

In 2015, the JCCs began implementing CTM as a way to support youth rehabilitation and improve facility safety.

The Department collaborated 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 CTM and how to interact and directly work with residents to improve the chances of success. Staff teams received intensive training before starting CTM in their housing unit, with one unit trained at a time to ensure fidelity to the program guidelines. In addition, to effect this transition, all titles, job descriptions, and responsibilities of security staff in the JCCs were redeveloped (e.g., Major, Sergeant, and juvenile correctional officer positions were abolished and Community Manager, Community Coordinator, and Resident Specialist, were established respectively). As of June 2017, all of the units in Bon Air JCC have been fully converted to CTM.

The purpose of the CTM is to rehabilitate residents who pose the greatest risk to public safety through the provision of intensive therapeutic services. Given that many youth in state custody have experienced significant exposure to adverse childhood experiences, the CTM integrates elements of trauma-informed care to further promote the development of healthy resiliency, improve self-regulation, decision-making, moral reasoning, and skill building.

The CTM is the facility’s unit-centric behavior management program that uses a relationship-oriented approach that helps residents identify and resolve negative behaviors that contribute to their criminogenic risk. The main tenets of the model include highly structured, meaningful, therapeutic activities, along with consistent staffing and youth in each housing unit. Consistent staff working in the same unit is fundamental to the CTM structure and a necessary component of building mutual trust among residents and staff. Staff develop treatment-oriented relationships with residents while also acting as advocates. The unit staff are responsible for promoting the physical and emotional safety of residents through the relationships they foster. CTM uses a blend of positive peer culture and the group process, including meetings and interactions between staff and residents, to address concerns and accomplishments within the unit.

In addition, families of residents must be partners in the treatment process, allies in planning for success in the aftercare transition, and involved in the change and development process of their sons or daughters. To further support the CTM in the housing units, many units began holding family visitations in the housing units, which encourages the community atmosphere that the CTM promotes.

Within CTM, residents progress through a phase system (Phase I through Phase IV). The phase system is an integral part of the program. Behavioral expectations clearly defined within the four phases. With each phase advance comes additional expectations, responsibilities, and privileges. On the higher phases, residents can earn off-campus trips and furloughs.

Now that the CTM is fully implemented the Department is focusing on training, retraining, manualizing, and quality improvement. The goal is to ensure that the services the Department provides meet the needs of the youth in accordance with program fidelity. During FY 2018, the Department has also focused training on trauma-informed care and group facilitation. Keeping aligned with best practices in addressing trauma Bon Air JCC is working intently to reduce the use of punitive isolation. In FY 2018, the Department received a grant to participate in a national cohort sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Center for Coordinated Assistance to States and through the Council of Juvenile Correctional Administrators focused on the Reduction of Isolation in Youth Facilities. Over the last year, Bon Air JCC has seen a steady decline in the use of isolation, at the same time it has seen an increase in safety.

The number of disciplinary reports with sanctions of isolation decreased from 4,021 in FY 2015 to 487 in FY 2018 (a 87.9% reduction), and decreased 24% from FY 2017 to FY 2018. With regard to hours of isolation given as a sanction, 110 disciplinary reports in FY 2015 generated 72 hours or more of isolation as a sanction. In contrast, four residents in FY 2018 were subjected to more than 72 hours of isolation as a sanction. There was also a 99.3% reduction in disciplinary reports within the category of 48 to 71 hours of isolation (450 reports in FY 2015 vs. 3 reports in FY 2018).

In addition, there have been notable decreases in violent and aggressive actions in the facilities since the CTM was implemented, even as the risk levels of the youth being committed has increased.

- The rate of aggressive incident reports (includes resident assaults, resident on staff assaults, fights, and use of force) in the JCCs decreased 25.0% from FY 2017 to FY 2018.
- The average number of aggressive incident reports per month declined 34.0% from FY 2017 to FY 2018.
- The rate of use of force incident reports decreased 33.3% from FY 2017 to FY 2018.
- The average number of use of force incident reports per month declined 39.8% from FY 2017 to FY 2018.

Athletic Therapeutic Program

Another important element of CTM is to assist residents in learning valuable prosocial skills. Many people believe sports are the most unifying and inspiring prosocial development and peace tool in the world. This tested the work at Bon Air JCC, which uses sports and other leisure activities for prosocial purposes to develop effective prevention, intervention, and rehabilitation programs for incarcerated youth with a history of gang affiliation.

As of August 2018, the soccer program consists of 30+ youth from different ethnicity and some juveniles with a history of rival gang affiliations. The team has adopted the school mascot name called the Cougars. The Cougars played several games amongst themselves, in addition to three teams from the community with a 2-1 record. Bon Air JCC athletic therapeutic program includes flag football, softball, basketball, and volleyball.

In addition to the success with soccer, Bon Air JCC partnered with the Richmond Police Department to engage in an initiative to improve relationships between residents and law enforcement through the vehicle of sports. On May 9, 2018, Bon Air JCC hosted a basketball game between its residents and members of the Richmond Police Department. Bon Air JCC claimed the victory with a win of 74-44.

Expanded Volunteer Opportunities

One of the principles of CTM is that youth who have healthy relationships with caring adults are more likely to engage in treatment and services that will assist in their journey to healing and rehabilitation. Volunteer services offer residents valuable opportunities to connect with other caring adults. Most of the Bon Air JCC volunteers are religious-based, and they offer their time and energy to provide meaningful activities for youth. Some of the providers and activities include the following:

- County Line Baptist Church – Bible Study and Fellowship
- Bon Air Baptist – Game Night
- Carlisle Avenue Church – Bible Study and Fellowship
- Junior Achievement – Business Ethics – Once a week
- May Memorial Baptist Church – Game Night
- University of Richmond – Storytelling
- ART 180

Student Government Association (SGA)

To further support effective decision-making and community engagement, the Department established a student government association (SGA). The SGA consists of staff-appointed resident representatives from all units within the JCC who meet weekly with the superintendent and Central Office personnel to discuss and voice their concerns regarding their unit. The SGA has helped to provide residents a voice, ownership of their units and residential areas, and a chance to make recommendations on campus matters to all levels of management. In FY 2018, the SGA successfully established a democratic election process. Elections aligned with the Virginia election in November. The SGA has hosted a number of elections, which included campaigning and formal debates. The SGA has been extremely busy during FY 2018. Some of their activities include the following:

- Peer-to-peer mentoring;
- Weekly and monthly events for residents and staff;
- Conducting surveys to help with the student body purpose and voice;
- Numerous tours hosted by the facility, such as tours for the judicial branch, judges, Commonwealth's attorneys, service providers, and CSUs;
- A filming project sponsored by Lighthouse Films; the film focused on the purpose and benefits of the SGA.

Certification and Accreditations

During the intense and successful path of transformation, Bon Air JCC underwent three certification processes and was rated as doing exceptional work. The facility received a rating of 100% compliance in their Certification Audit; successfully passed the Prison Rape Elimination Act (PREA) Audit, being found compliant with all 41 standards and over 300 provisions within the standards; and obtained American Correctional Association (ACA) accreditation for the Medical Department.

Education

The Department's Division of Education⁷ operates the Yvonne B. Miller High School as a local education agency, providing educational and college and career-readiness opportunities at Bon Air JCC. The Division of Education offers an array of high school completion routes that include an Advanced Studies Diploma, Standard Diploma, Applied Studies Diploma, Penn Foster High School Diploma, and a General Educational Development Certificate® (GED®). Additionally, the Division of Education provides opportunities for youth who have obtained a high school diploma or GED® to obtain certificate, credentials, and/or college course credits.

Program Design

The Division of Education aligned programmatic changes to the strategic plan to improve educational outcomes for youth. The Division of Education is a strong proponent of the Virginia Tiered Systems of Supports (VTSS) model. VTSS addresses both academic and behavior needs of youth for improved student outcomes.

Personalized Learning Model: During the 2017-2018 school year (SY), the Division of Education implemented the Personalized Learning Model, in which a student's educational path, curriculum, and instruction are tailored to their unique entry point and learning pace. This strategically transformed the delivery of services provided to both high school and post-secondary students and moved away from the traditional "stand and deliver" model of instruction to one of personalized learning. Instructional delivery includes digital curriculum delivered through a system that actively tracks the progress of the student. Teachers support learners who are at varying levels of readiness and ability.

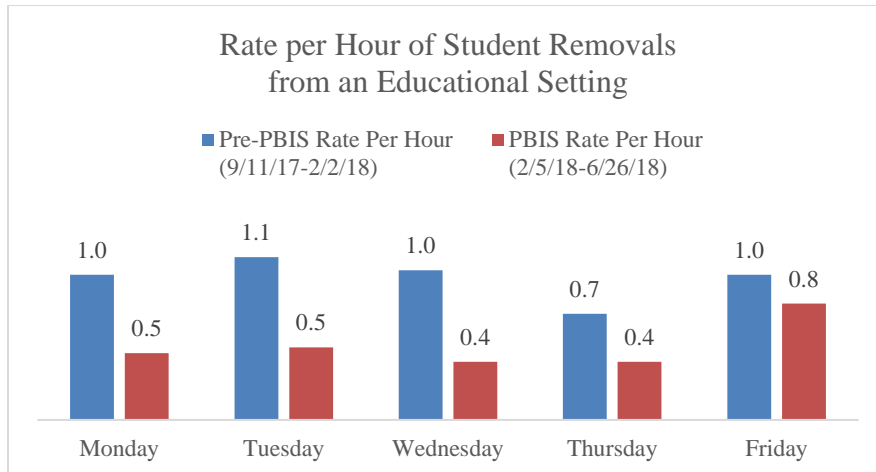
Master Schedule: The master schedule is the blueprint for all instructional programs and is revised annually. This document targets the use of staff and resources to meet student need. During 2017-2018 SY, the master schedule was revised to reflect the Division of Education's Personalized Learning Model and to align with the CTM. In the revised schedule, residents stayed together for content courses and moved for electives based on diploma needs. Additionally, individual teacher and academic team planning blocks were incorporated. This additional planning time allowed staff to work together to review data to address the variety of academic challenges the residents faced.

⁷ 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.

Positive Behavioral Interventions and Supports (PBIS): VTSS is a data-driven decision-making framework for establishing the academic and behavioral supports for students to be successful. VTSS aligns academics, behavior, and social-emotional wellness into a single decision-making framework to establish the supports needed for schools to be effective learning environments for all students. PBIS is the behavioral component of VTSS. PBIS identifies proactive strategies for defining, teaching, and supporting appropriate student behaviors to create a positive classroom and school environment. Empirically-validated interventions are utilized to implement the six essential features of PBIS, including facility-wide adoption and implementation conditions, universal behavioral expectations, systematic behavior communication, and teaching, positive reinforcement systems, instructional and function-based responses to problem behavior, and strategies for defusing aggressive or escalating behavior. PBIS ultimately impacts the very culture of the facility to shift attention to positive behavior and successful learning systems for residents, allowing them to contact success across settings, which will help increase the number of opportunities available when transitioning back into the public.

During the 2016-2017 SY, staff across agency departments and members of the SGA participated in the creation of the behavioral expectations that should be applied across the education environment. The resulting “Cougar Creed” provided observable and measurable classroom behavioral expectations across the categories of Safety, Preparedness, Respect, and Responsibility. In February 2018, Tier 1 of PBIS was implemented across the education setting. The Division of Education provided didactic training and in-situ coaching to classroom staff to reinforce staff efforts of providing reinforcement contingent upon occurrences of desired classroom behavior. Students also have the opportunity to earn points, which can be exchanged weekly for items and activities chosen by the student on the “Cougar Menu.” All items and activities are the result of ongoing surveys of students and include input from staff. These strategies have included verbal redirection for occurrences of undesired behavior that takes place within the education environment.

If further redirection is needed, students are escorted to the Reflection Room. Students engage with staff in collaborative problem-solving to create a plan that will allow the student to return to class and avoid future occurrences of the behaviors that resulted in their trip to the reflection room. The graph below reflects the rate per hour of removals from an education setting by day of the week. The blue bar depicts the rate per hour prior to the implementation of PBIS, which shows that 1 student per hour (around 6 students per day) were being removed from the education setting out of 217 students at Bon Air. The red bar depicts the student removal rate per hour following the implementation of PBIS on February 5, 2018. Following the implementation of PBIS, removals decreased across all days of the week, and in the majority of days the rate decreased by 50%. The population of students at the time of implementation was 209. On the last day of the school year, the population count was 217.



Special Education: The average percentage of students receiving special education services at a JCC was between 32-48% over the last five years. This is significant considering that the percentage of students receiving special education services in Virginia public schools is about 10-12%.

The Division of Education collaborated with the Virginia Department of Education (VDOE) to conduct a compliance audit in January 2015, which resulted in 52 citations. In November 2015, VDOE conducted a compliance and results audit, which identified 10 compliance citations and 3 result citations. In March 2017, VDOE reviewed the corrective action items. This was a review of corrected items and new files. There were three compliance citations and zero results citations. The Division of Education monitors compliance through internal audits.

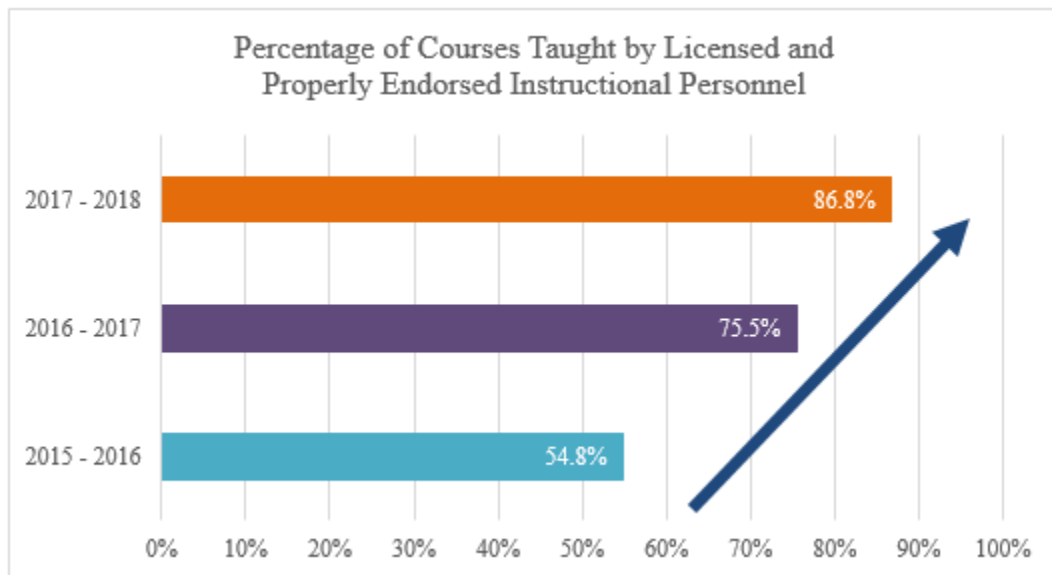
Yvonne B. Miller High School joined the 7 countries, 30 states, and over 70 school divisions in Virginia that are implementing the *I'm Determined!* and *MOVE* projects. *I'm Determined!* is a state-directed project funded by the VDOE that focuses on providing students with disabilities direct instruction, models, and opportunities to practice skills associated with self-determined behavior. *MOVE* empowers African American males with disabilities to overcome barriers, become self-determined, and graduate college and career ready by engaging in activity-based learning with mentors. These projects are important for students with disabilities because students with high levels of self-determination are more likely to experience greater post-secondary outcomes.

The Division of Education began this self-advocacy initiative in March 2018. A workgroup was created to address the initiative and define the framework for the school's self-advocacy program. The following milestones have been accomplished:

- Investigated and selected programs and practices focusing on self-advocacy and self-determination;
- Conducted a school-wide needs assessment;
- Identified programming gaps in the areas of self-advocacy, self-determination and disability awareness for students with disabilities;
- Convened a multi-disciplinary work group, to include students, in order to ensure success of the initiative;

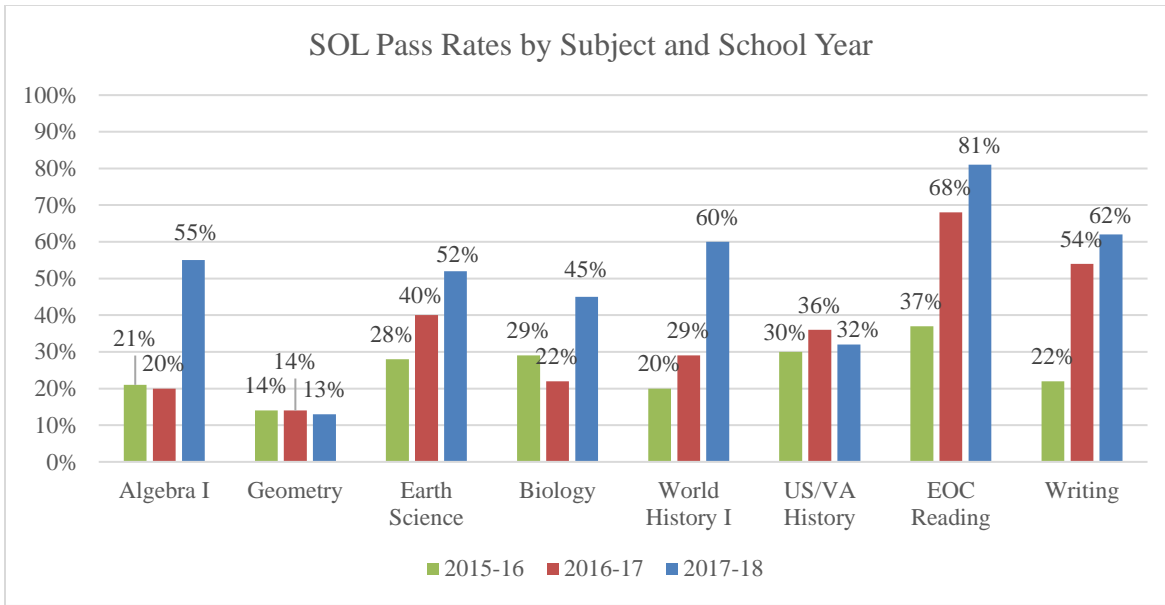
- Developed a mission and vision; and
- Identified and compiled several resources for student, parent, and teacher use

Hiring Practices: With the systemic change in the delivery model, the goal of the Division of Education leadership team has been to build a culture of trust that allows teachers and staff to share new ideas and to discuss options not previously used. There has been a concerted effort to develop professional learning to one that is personalized and job-embedded. Purposefully hiring staff to support teachers as they adjust to a personalized delivery model has been of vital importance. In the 2017-2018 SY, the Division of Education had its lowest vacancy rate in the last four years. The percentage of courses taught by licensed and properly endorsed instructional personnel increased from 54.8% to 86.8% between the 2015-2016 SY and 2017-2018 SY.



Data Collection and Evaluation

The changes in program design are having a positive impact on students. This is demonstrated through notable increases in Standards of Learning (SOL) pass rates in the last few years. The SOL pass rates were considerably higher during the 2017-2018 SY compared to previous years. During the 2017-2018 SY, 94 students took an English SOL test, 48 students took a History SOL, 98 students took a Math SOL, and 61 students took a Science SOL. In math, 55% of students passed the Algebra I SOL and 13% of students passed the Geometry SOL. In science, 52% of students passed the Earth Science SOL and 45% of students passed the Biology SOL. In history, 60% of students passed the World History I SOL and 32% passed the US/VA History SOL. In English, 81% of students successfully passed the Reading SOL, and 62% of students passed the Writing SOL.



Career and Technical Education Data

Career and Technical Education program offerings support graduation criteria and prepare youth for productive employment futures while simultaneously meeting the state’s need for well-trained and industry-certified technical workers. The Division of Education offered a wide range of recognized Career and Technical Education courses. To monitor the effectiveness of the Division’s Career and Technical Education offerings, credentialing, competencies, and enrollment data were reviewed and analyzed.

Students working to earn a standard diploma are required to earn a career and technical education credential that has been approved by the State Board of Education that could include, but not be limited to, the successful completion of an industry certification, a state licensure examination, a national occupational competency assessment, or the Virginia workplace readiness skills assessment.

Credentialing options for Yvonne B. Miller High School students included:

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

Yvonne B. Miller High School, Overall Pass Rate for CTE Credentials			
Course	Assessment	2016-17 SY Pass Rate	2017-18 SY Pass Rate
Economics and Personal Finance Principles of Business and Marketing Introduction to Marketing Business Management	W!SE	63%	72%
Advertising Design I Advertising Design II Introduction to Culinary Arts Culinary Arts I, part I Culinary Arts I, part II Building Management* Cosmetology* Keyboarding Applications*	Workplace Readiness Skills	23%	64%
Introduction to Culinary Arts Culinary Arts I, part I Culinary Arts I, part II	ServSafe® Food Manager Exam	25%	44%
Culinary Arts I, part II	ManageFirst® Customer Service Exam	N/A	100%

* Courses only offered during the 2016-17 SY.

Graduation Rates

In the 2017-2018 SY, 49 students received their Virginia high school diploma, 16 students received Penn Foster diplomas for completing an equivalent online high school curriculum, and 12 students earned their GED® (see table below). A larger percentage of students earned diplomas or GED® certificates than in the previous school years while the JCC population continuously decreased. During the 2017-2018 SY, 91.7% of eligible high school seniors graduated on June 18, 2018.

Division of Education High School Completions			
Credential	2015-2016 SY	2016-2017 SY	2017-2018 SY
Advanced Studies Diploma	0	1	0
Standard Diploma	27	22	41
Modified Standard Diploma	13	2	--
Applied Studies Diploma	6	3	8
Penn Foster Diploma	2	14	16
GED® Certificate	15	18	12
<i>Total</i>	<i>63</i>	<i>60</i>	<i>77</i>

Post-Secondary Education

The Division of Education provided meaningful post-secondary opportunities that resulted in improved student outcomes specific to college and career readiness. The transition process for students from high school to post-secondary programs is key in continuing progress to a successful post-secondary experience. Partnerships with community stakeholders expanded employment opportunities.

Technology can be a bridge to connect with businesses, educational institutions and other community agencies and organizations. A focus of the post-secondary offerings was to provide technology-enhanced learning opportunities that produce a skilled workforce capable of meeting the changing demands of business and industry.

In 2014, the Department did not offer any college courses to its committed youth. To expand opportunities for post-secondary youth, the Division of Education formed a partnership with J. Sargeant Reynolds Community College to offer courses that lead to certificates and degrees. The Division of Education continues to make progress in the number of residents who take advantage of these opportunities.

College Courses

All high school graduates are afforded the opportunity to participate in viable college and career options. The partnership with J. Sargeant Reynolds Community College provided courses in the areas of business, marketing, entrepreneurship, human resource, and hospitality/tourism.

Enrollment in J. Sargeant Reynolds Community College Courses			
College Courses	Fall Semester	Spring Semester	2017-18 SY
Intro to Business	10	5	15
Sales & Marketing	5	3	8
Entrepreneurship	5	0	5
Principles of Supervision	7	8	15
Intro to Marketing	0	9	9
<i>Total</i>	27	25	52

- During the 2017-2018 SY, 13 post-secondary students were enrolled in 52 college courses.

Credentials/Certificates

Post-Secondary students were provided the opportunity to earn credentials and certifications. Obtaining credentials increases the likelihood of students obtaining employment when transitioning back to the community.

Student Credentials/Certifications Earned			
Credential/Certifications	Fall Semester	Spring Semester	2017-18 SY
Microsoft Office	4	0	4
OSHA w/ Flagger	5	0	5
Ad Design	1	5	6
Barbering	0	4	4
Culinary Arts	0	10	10
Craft Skills/Carpentry Foundation	0	6	6
<i>Total</i>	9	25	35

Enrichment

Post-Secondary students were provided the opportunity to participate in enrichment classes. These classes provided a healthy outlet that extend beyond classroom experiences with the goal of providing a better quality of life for students.

Student Participation in Post-Secondary Enrichment Courses			
Courses	Fall Semester	Spring Semester	2017-18 SY
Music	13	40	53
Photography	10	30	40
Adulting ⁸	11	12	23
Art	17	21	38
Water Ecology	0	20	20
Urban Gardening	0	22	22
Russian Literature	0	14	14
Transitional Prep	0	5	5
Quilting	0	13	13
<i>Total</i>	51	177	228

- During the 2017-2018 SY, 73 post-secondary students were enrolled in 228 enrichment classes.

Partnerships with CPPs

The Division of Education also established partnerships with the nine CPPs to support programming for the DJJ youth in those programs. The goal is to continue increasing post-

⁸ The post-secondary Adulting course provides an overview of information and practical application of skills essential to a self-sustaining adult based on our students' individual needs from current young adult research.

secondary programming for older youth across all nine CPPs and tailored to the needs of the youth in those communities.

Post-Secondary Programs Partnerships with CPPs	
Blue Ridge	Tuition for Piedmont Valley Community College (PVCC); Laptops
Chesterfield	Tuition for John Tyler Community College; Laptops
Merrimac	Life Skills Curriculum; Cosmetology Kits; Food Handler Certificate; Occupational Safety & Health Administration (OSHA) Certificate; Laptops
Prince William	Tuition for Northern Virginia Community College (NOVA); Laptops
Shenandoah	Culinary Arts; Horticulture; Laptops
Virginia Beach	Hospitality/Tourism Program; Culinary Arts Program; Vocational Training Videos; Free Application for Federal Student Aid (FAFSA) Training; Laptops
Lynchburg	Online Certification; Partnership with Central Virginia Community College for Welding Program
Rappahannock	ServSafe® Credentialing; Tuition for Germanna Community College; Northern Virginia Community College; Tablets
Chesapeake	Tuition for Tidewater Community College

Reentry Reform

The Division of Community Programs is responsible for all community-based services for young people who come into contact with the juvenile justice system, including the reentry planning for youth in direct care and parole services upon release. Prior to the Transformation Plan, the Department received a federal Second Chance Act Reentry Initiative Planning Grant⁹, 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 youth as they transition from direct care back to their communities. The analysis and preliminary steps to improve operations and collaborations led to an implementation grant.

In 2015, Virginia was one of only three states to receive an implementation award totaling over \$700,000 to create a model reentry system. This system integrated and accelerated reentry planning, devoted more resources for increased training, and further connected families to their children and reentry planning. In 2016, the Department overhauled its reentry procedures and issued a new Reentry Manual, encouraging greater collaboration within the Department and with partner agencies and family members in reentry planning and upon release from commitment. The manual is the Department’s first effort to implement joint procedures for staff involved in the assessment, treatment, transition, and reentry of committed juveniles. It also ensures reentry begins on the day of commitment by engaging families and youth immediately after being committed by the court. Families are encouraged to participate in significant meetings such as treatment team and reentry planning meetings. To support families, the Department has

⁹ 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.

established additional resources such as video equipment, phone access, and flexibility in scheduling.

The manual also provides guidance for youth involved in other systems such as returning to the custody of the Department of Social Services and transferring to the Department of Corrections' community supervision or confinement.

To support a seamless transition to the community, the Department utilizes its five reentry advocates who coordinate the reentry process for committed youth and their families with other supports. The reentry advocates serve as a link between the JCC and CSUs in the community, while focusing on education and career readiness. Reentry advocates are assigned by region to work with parole officers and parolees and their families to coordinate services. Prior to release, reentry advocates connect committed youths with the DMV Connect program for identification cards, assist with Medicaid pre-applications, and support other community-based resources.

A transition home has also been added to the Service Continuum to meet the needs of hard to place youth, defined as young people who are faced with challenges to find stable housing at release. The home has eight bedrooms and is located in Chesterfield County, Virginia. The "Summit House" is owned and operated by Intercept Youth Services. Young adults 17.5-21 years of age transitioning from DJJ commitment to the community will have access to a structured program consistent with DJJ's community treatment model and will offer evidence based programs and services. The anticipated opening date is Thursday, November 20, 2018.

A significant component to the Reentry Manual includes coordinated meetings scheduled to ensure ongoing communication and effective planning between key staff, families, and youth. Increased involvement between families and planning is expected to increase success of youth returning to the community. DJJ is making efforts to track the data through the BADGE system which has been updated to track performance and compliance with the manual. An interagency workgroup has been established to provide continuous review and feedback of the manual. Below are updates of the strategies, initiatives, and programs that the Division of Community Programs has implemented to improve overall service delivery and reentry practices for committed youth.

The Department hosted its third annual Reentry Summit in September 19-20, 2018, with staff from the Divisions of Community Programs and Residential Services as well as alternative placement providers. The focus of this year's Summit was to provide a consistent message to all parties involved in the assessment, treatment and planning of reentry services for juveniles committed to the Department. The Community Programs Training Team led discussions around strategies and best practices to address specific needs and challenges related to the current reentry procedures. Emphasis was placed on required collaborative meetings outlined in the manual to ensure a consistent wraparound approach to reentry planning for youth and their families. The second day focused on specific topics such as looking beyond behavior and using compassionate consequences to hold young people accountable, strategies to ensure successful reentry of sex offenders and engaging families early in the commitment process.

Community Partnerships

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

1. The Department continues the MOA with the Virginia Department of Social Services (VDSS) setting forth guidance for the local departments of social services and requirements for the Department on how to effectively manage committed youth who were in foster care immediately prior to commitment and who will be released prior to their 18th birthday. This amended MOA includes the implementation of Fostering Futures. The MOA has significantly improved services for youth who fall within this category.
2. The Department continues to partner with Casey, the Vera Institute, and VDSS to replicate VDSS's Family Partnership Meetings (FPMs) to increase family engagement. The original family engagement subcommittee that was established and convened in 2016 has expanded to include members of the SGA to ensure the voices of youth and families are heard. The subcommittee meets monthly to discuss goals established during the strategic planning meeting.
3. The Department of Medical Assistance Services (DMAS) has provided support in understanding the procedures and practices that allow committed youth, age 18 and over, to apply for Medicaid insurance that will cover medical needs upon release to the community and some coverage of medical services during their commitments. Youth are able to apply 45 days prior to their release. DMAS has also provided technical support with the online application process for Medicaid (CommonHelp) and the application process for medical coverage for qualified youth during their commitments. In addition, DMAS acts as a liaison between the Department and the local departments of social services when assistance is needed for eligible youth who are denied Medicaid coverage.
4. The Virginia Local Workforce Development partnership with the Department continues to support the establishment of Shared Network Access Point (SNAP) sites at select CSUs and CPPs. At the SNAP sites, youth 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. Some 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 Department's partnership with the Department of Motor Vehicles (DMV), the learner's permit test continues to be administered to committed youth in Bon Air JCC and select CPPs.
6. The Department is working with the Department of Corrections (DOC) to improve transition processes for youth in direct care with circuit court blended sentences. Some youth are committed to the Department with active DOC confinement or supervision

upon release. The Department has been jointly working with DOC on transition planning around classification, services, and supervision. In FY 2018, the Department entered into a new MOA with DOC to identify the roles and responsibilities of the Department and DOC to serve the best interest of juveniles who are committed to the Department and released from commitment to community supervision with DOC. Specifically, the MOA is intended to provide instruction and guidance to the parties for the Department and DOC to implement model policies for case supervision and management purposes for this population of juveniles.

These partnerships were initiated during the first year of the Transformation Plan or prior, and continue to enhance the programs and services the Department provides to committed youth.

Family Engagement

Research has shown that greater family engagement leads to more positive results in treatment and upon release. The Department has partnered with Casey, 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 youth lived more than one hour's drive from Bon Air or Beaumont JCCs. The location of the JCCs compared to the proximity of many of the youths' homes caused a barrier for many families who wanted to visit committed youth. To address this challenge, the Division of Community Programs implemented several family engagement initiatives to increase family visitation in the JCC 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 youth and probation officers may link families from their office computers to a counselor's computer within the JCC. The Department also established partnerships with Straight Street, a youth center for teenagers, and the Danville Redevelopment and Housing Authority office. These partnerships allowed families in the Roanoke and Danville areas to utilize video conferencing to connect with committed youth. In FY 2018, video visitation continues to be an option at Bon Air JCC for all residents. Community Coordinators has been trained to use equipment for video conferencing with partners in the Danville and Roanoke for families to use for video visits.

2. Transportation Initiative

In 2016, the Department partnered with Assisting Families of Inmates (AFOI), James River Transportation, and VanGo Transportation to provide free transportation to visiting family members from the eastern and western parts of the state. The program's success led to the expansion of pick-up locations to Manassas, Woodbridge, Hampton, Newport News, Chesterfield, Henrico, Richmond, Norfolk, Portsmouth, Virginia Beach, Danville, and Roanoke. Between its launch date of May 22, 2016, and June 30, 2016, a total of 116 family members used the transportation services. In FY 2017, 1,217 family members used the transportation services; of which 225 were new riders who did not participate in FY 2016. In FY 2018, the continued success of the program led to expansion of more pick-ups to 12 new locations: Springfield metro station, Accomack, Arlington,

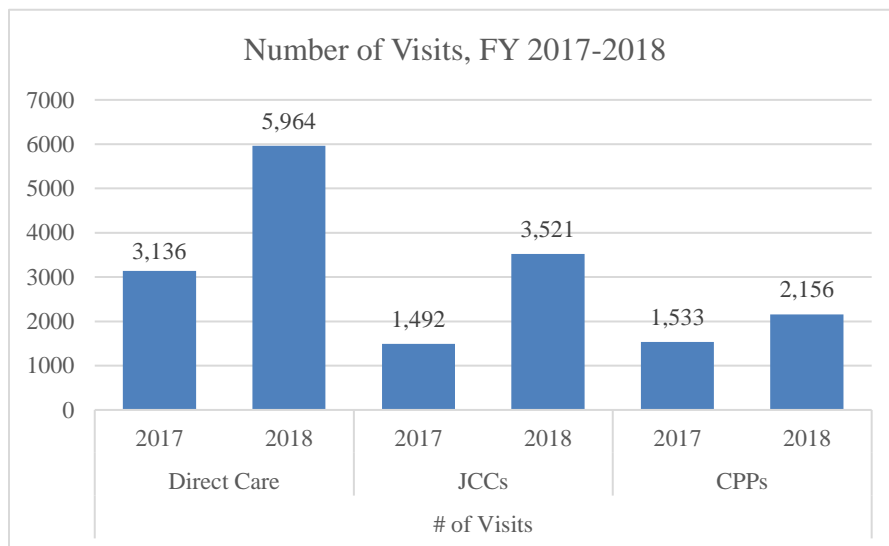
Harrisonburg, Lynchburg, Mecklenburg, Merrimac, Petersburg, Rockbridge, Warsaw, Waynesboro, and Wytheville. There were a total of 1,193 riders in FY 2018. An added service to the transportation initiative will be started August 2018: taxi services will be an option for families in the Richmond area to visits juveniles at Bon Air JCC and Richmond area detention centers.

3. Family Days

In August 2017, the Department relaunched Family Day at Bon Air JCC. It was the first time the event has been held in at least five years. Unlike typical visitation days, the event provided families with an opportunity to be outside with their children and engage in a variety of activities together. Since the Family Day in August 2017, Bon Air continues to hold regularly scheduled family days. They are well-attended and well-received.

4. JCC Visitation

Through the steps described above and others visitation has increased. In FY 2018, 5,964¹⁰ family visits occurred at the JCCs and alternative placements, a 90.1% increase from FY 2017.



The CPP and detention reentry programs were developed with the goal of placing kids closer to home. Family visitation was highest in CPPs and detention reentry. The increased visitation in these programs supports the notion that families are able to visit more often with their kids when they are closer to their communities.

Visits in Direct Care, FY 2018					
Facility	ADP	Visits	Visitors	Rate of Visits	Rate of Visitors
Bon Air JCC	216	3,521	6,797	16.3	31.5
CAP in Detention	24	193	262	8.0	10.9
CPP	81	2,156	3,756	26.6	46.4
Continuum Placement	9	1	1	0.1	0.1
Detention Reentry	4	93	164	23.3	41.0
<i>Total</i>	<i>335</i>	<i>5,964</i>	<i>10,980</i>	<i>17.8</i>	<i>32.8</i>

* Recorded visits for youth not in direct care are not included. One visit may involve multiple visitors. Rates were calculated by dividing the visits/visitors by the ADP.

Recently, the Department has been working to implement a mentor support group for youth who do not receive visits. Members of the group will volunteer to visit youth on traditional visitation days. There are also efforts placed towards increasing family visitations with confined youth and their own children. Bon Air JCC is working to establish a child friendly environment for visitations to occur. Visitation will continued to be tracked in BADGE and has been updated to capture specific persons visiting.

5. Advising Group

The Reentry Taskforce developed a Family Engagement Subcommittee to enhance relationships with families and other supports. In FY 2017, the subcommittee joined representatives from the SGA to add the voice of resident's committed to Bon Air JCC. The Family Engagement Subcommittee now has representation from both family members and youth and continues to meet monthly.

The Family Support Network will launch in FY 2019 with the mission to assist families in whatever manner is needed and for families to provide us with information related to their needs. The goal is to develop a network of families to support other families involved in the juvenile justice system. The network will help families receive assistance navigating the juvenile justice system with their child, learn how to get questions answered, learn how to be an advocate and team member in their child's treatment and future, as well as understand their importance in the work of the Department.

REPLACE

The Department is 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. During the 2018 General Assembly Session, the General Assembly approved funding for the Department of General Services (DGS) to build a 60-bed facility in Isle of Wight, Virginia, for the Department to serve youth from the Tidewater region. The General Assembly also directed DGS to identify potential sites in central Virginia to build a second new facility.

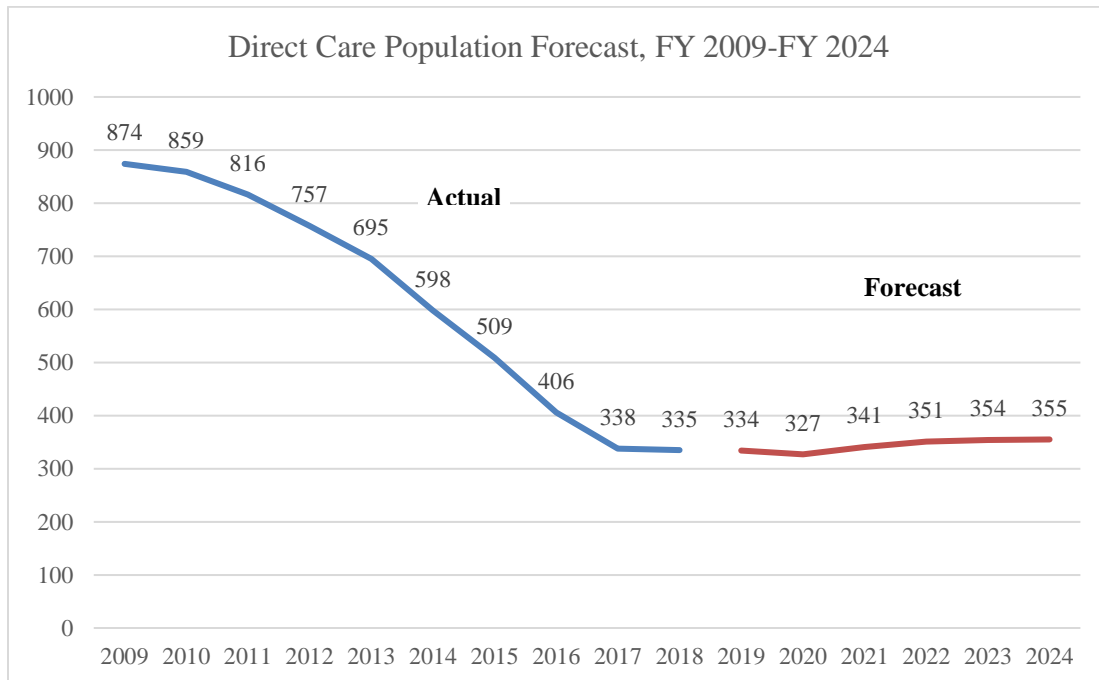
In Addition the Department is working to provide youth across Virginia with opportunities for rehabilitation in the least restrictive setting by replacing large, old JCCs with a statewide

continuum of evidence-based services, alternative placements, and new smaller therapeutic correctional settings.

- Develop a statewide continuum of evidence-based services and community-based alternative placements by reinvesting the savings from the downsizing of JCCs to provide access to a baseline level of necessary and evidence-based services to every court involved youth in Virginia, regardless of region or geography.
- Partner with local juvenile detention centers to open and operate effective Community Placement Programs in targeted localities across the state.
- Build or renovate new smaller secure facilities that provide the right size, setting, and design to promote rehabilitative and educational goals.

The Department is committed to achieving this transformation goal with (i) smaller, treatment-oriented facilities, (ii) more appropriately geographically-located facilities, and (iii) statewide alternatives to placement in a JCC.

The Secretary of Public Safety and Homeland Security’s official forecast of the Department’s direct care population, is anticipated to be published in November 2018, the forecast predicts the population will reach 355 youth in FY 2024. (See chart below). While this forecast is higher than previous years’ projections, it predicts a stabilization of the direct care population. Given the forecasts from recent years, the increase in availability of alternative placements for committed youth, and the subsequent decline in the need for maximum security JCC beds, the Department closed Beaumont JCC in June 2017.



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 geographical regions of the

Commonwealth. The Division of Community Programs is in the process of building a continuum of care and network of services that are effective and efficient in providing the services, programs, and treatment needed to divert youth from further involvement in the juvenile justice system, have appropriate dispositional alternatives for youth under supervision to prevent further involvement with the Department, and enable successful reentry upon the committed youths' return to their home communities. In October 2016, the Department contracted with two experienced service coordination agencies, AMIkids (AMI) and Evidence-Based Associates (EBA), to serve as RSCs to assist the Department with building a continuum of services for young people and families across all regions.

The RSCs are assisting in the transformation of Virginia's juvenile justice system by providing centralized service coordination, referrals, billing, and reporting. The RSCs are also responsible for monitoring the quality of their direct service providers, monitoring evidence-based programs for fidelity, completing on-going service gaps analyses, and filling service gaps. The work of the RSCs is divided using the Department's five administrative regions. AMI is providing coordination for the Eastern and Southern regions of the state, while EBA provides coordination for the Western, Northern, and Central regions. In addition, the RSCs are responsible for assessing existing treatment capacity, developing new treatment capacity, and selecting and subcontracting with direct service providers. As of the end of June 2018, the RSCs have contracted with more than 160 unduplicated direct service providers.

Effective January 1, 2017, the RSCs implemented systems for centralized referrals and centralized billing. Prior to 2017, the Department's Statewide Program Manager and a team of practice improvement coaches/community programs specialists managed and monitored the statewide system of community-based residential and non-residential options through contracts, formula grants, and MOAs. With the RSCs in place, the Unit continues to manage the funding and have budget oversight to ensure funds are efficiently and effectively distributed among the regions. However, the hiring of the RSCs has allowed the Department to reallocate the time of the practice improvement coaches in support of quality assurance, technical assistance, and implementation support (see separate section on probation practice improvements).

In FY 2018, a total of 689 unique youth were referred to AMI, and 1,399 services were approved/authorized. A total of 909 unique youth were referred to EBA, and 1,777 services were approved/authorized. (See table below for billed service types, which may vary slightly from services requested).

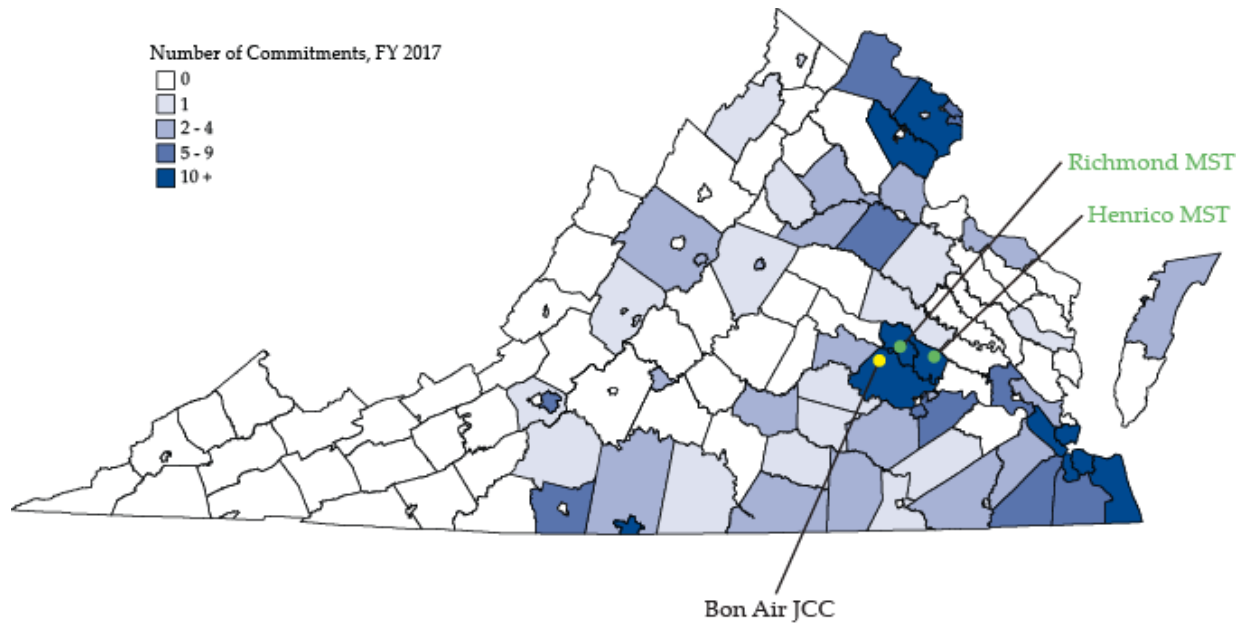
RSC Billed Services	FY 2018	
	AMI	EBA
Anger Management Counseling	8	0
Face to Face Surveillance	30	17
Family Therapy	3	24
Functional Family Therapy	138	66
Gang Intervention Services	1	9
GPS Electronic Monitoring	111	78
Home-Based Services	13	49
Independent Living Services	43	7
Individual Therapy	35	30
Intensive Care Coordination (High Fidelity Wraparound)	6	17
Intensive In-Home Services	49	45
Life Skills	79	215
Mental Health Case Management	3	3
Multi-Systemic Therapy	95	134
Other	177	241
Parole Transition	0	0
Psychiatric Evaluation	1	1
Psychological Evaluation	107	36
Psycho-Sexual Evaluation	53	66
Residential/Group Home	42	17
Substance Abuse Evaluation	74	97
Substance Abuse Treatment	93	116
Youth With Sexualized Behaviors (YSB) Counseling	51	164
<i>Total</i>	<i>1,212</i>	<i>1,432</i>

In May 2017, both RSCs began working with the Department to build the infrastructure necessary to develop and implement evidence-based family interventions. Two program models that have been proven to produce positive outcomes with youth involved with delinquency, Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT) were adopted and added to the service menu with 12 MST and FFT (10 new, 2 existing) teams statewide. Each of the MST and FFT teams were launched during an ambitious sixty-day roll out and began receiving referrals between October 1 – November 30, 2017. In addition to the Department’s teams, independent of the Department’s launch, the Horizon Behavioral Services (CSB located in Lynchburg) relaunched an MST that had been dormant for a number of years. That team will also be available to receive referrals from the Department. Each team can serve jurisdictions within a 90-minute catchment area.

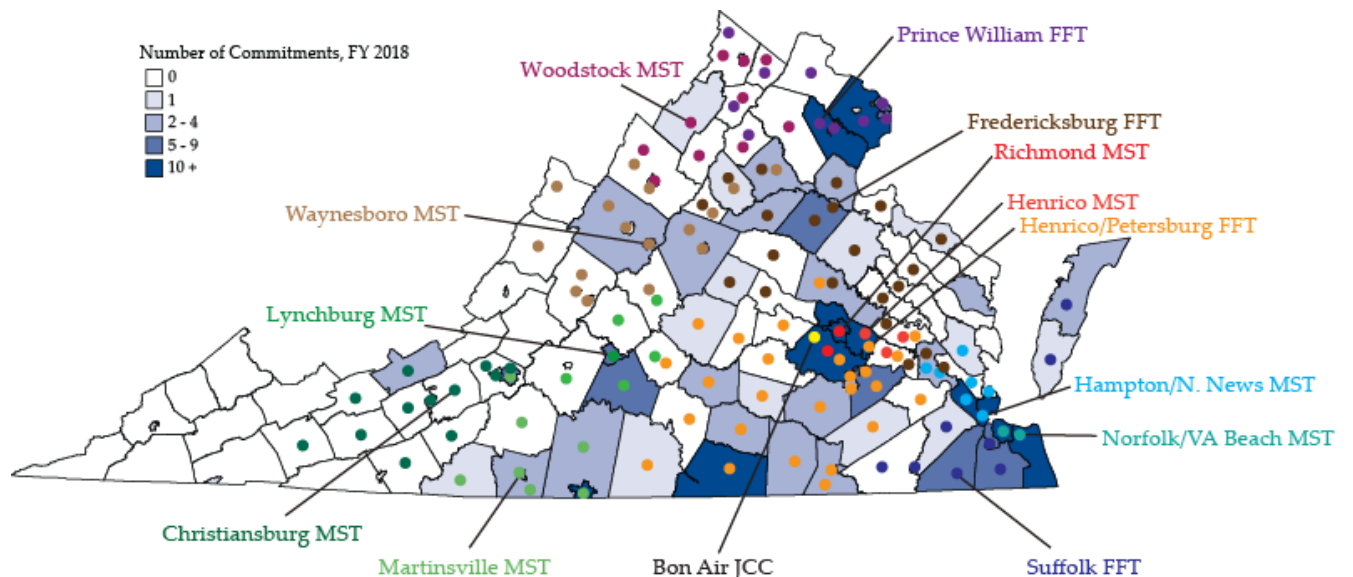
The localities identified for the initial implementation of MST and/or FFT included: *Christiansburg* (serving Christiansburg, Pulaski, and Roanoke); *Danville* (serving Danville, Martinsville, and Chatham); *Waynesboro* (serving Waynesboro, Staunton, Lexington, Rockbridge County, and Charlottesville); *Woodstock* (serving Woodstock, Winchester, Harrisonburg, Warren, Frederick, Clarke, Shenandoah, Rockingham, Page, and Rappahannock

counties); *Manassas* (serving Manassas City, Manassas Park, Prince William, Dumfries, Dale City, and Woodbridge); *Suffolk* (serving Suffolk, Franklin, Isle of Wight, Southampton, Chesapeake, Portsmouth, Norfolk and Virginia Beach); *Hampton/Newport News*; *Petersburg* (serving Petersburg, Dinwiddie, Nottoway, Hopewell, Amelia, Powhatan, Chesterfield, Surry, Sussex, Brunswick and Emporia); *Richmond*, which is a continuation of existing program; and *Henrico*, which is also a continuation of existing program. (See map below). By strategically selecting the location for each team, and working to maximizing each team's reach, the combined statewide reach of the 13 teams is 113 of 133 (or 85%) of cities and counties. On any given day the teams can serve 295 youth and families throughout the Commonwealth.

Availability of MST/FFT at the beginning of FY 2017



Availability of MST/FFT at the end of FY 2018



Alternative Placements

As discussed previously under *Reduce*, the Department has contracted additional placement options across the Commonwealth to ensure the Department offers a continuum of alternative placements and reduces the population in JCCs. CPPs are highly structured, disciplined residential programs in the JDCs for committed youth with the goal to place residents closer to their home communities to facilitate an easier transition after release. The CPPs' 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 reentry¹¹ for youth who are in the process of transitioning back to their communities. As of June 2016, committed youth can also undergo admission and evaluation at a JDC. The process is highly similar to the JCC process, and evaluations include medical, psychological, behavioral, educational and career readiness, and sociological. The Department intends to increase CPPs and other alternative placements as location and capacity indicate. During FY 2018, two beds were added to Virginia Beach CPP and three beds were added to Merrimac CPP, bringing the capacity from 84 to 89.¹² During FY 2019, two additional beds were added to the Virginia Beach CPP and eight beds were added to Rappahannock CPP, bringing the capacity to 99.

New Facilities

Smaller, therapeutic facilities will improve the care provided for youth placed in the JCCs who often have deep exposure to trauma, behavioral health issues, educational challenges, and serious offense histories. The Department continues to work on the development of a new JCC for the Tidewater area.

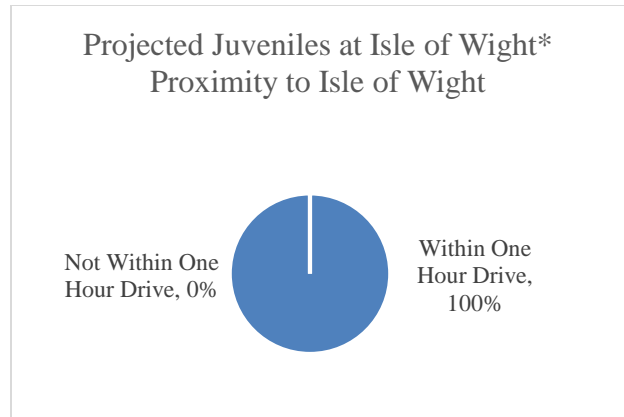
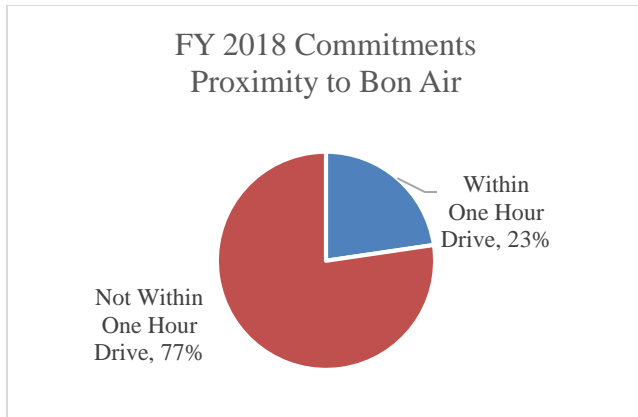
In November of 2017, after two years of work, the Chesapeake City Council, failed to approve the transfer of land to the state that would have allowed the project to proceed. During the 2018 General Assembly Session, the capital project, titled, "Construct New Juvenile Correctional Center, Chesapeake," authorized in Chapters 759 and 769 of the 2016 Acts of Assembly, was then changed to "Construct New Juvenile Correctional Center, Isle of Wight."¹³

The DGS, with the cooperation of the Department, will construct a new JCC in Isle of Wight. The 60-bed state-operated facility will serve committed youth in need of a long-term secure placement whose home community is in the Tidewater area. Youth from other areas would be housed at Bon Air JCC until planning is completed and decisions are made regarding future facilities. One of the many benefits of this facility will be the proximity of youth confined there to their home communities – facilitating connection and engagement with their families, supports, and service providers.

¹¹ Detention reentry programs are for youth in direct care, which allow them to begin transitioning back to their communities 30 to 120 days before their scheduled release date.

¹² An additional five CPP beds may be used at any CPP based on need and availability. These five beds are not included in the total mentioned above.

¹³ Language in the 2016 Acts of the General Assembly (Chapters 759 and 769) was rescinded.



* Based on FY 2018 commitments, at least 60 juveniles lived within a one hour drive from Isle of Wight.

The Division of Real Estate Services under DGS is negotiating with the Isle of Wight County Economic Development Authority and County Board of Supervisors, for the details for commitment and transfer of the property site acreage located at the Shirley T. Holland Industrial Park in Windsor, Virginia. A Public Meeting of the EDA and Supervisors, including authorities representing the Town of Windsor was held in Windsor on July 20, 2018. It is anticipated that other public or citizen information meetings for project presentations and community Q&A will occur as scheduled in the future.

The DGS will determine options for a second JCC to be located in Central Virginia. However, the property located in Central Virginia now housing the Bon Air JCC and consisting of approximately 427.97 acres is excluded from any option or consideration as a Central Virginia JCC location. DGS will report location options for a Central Virginia JCC to the Chairmen of the House Appropriations, Senate Finance Committees and the Governor by October 31, 2018. DGS, working with Chesterfield County, Virginia, shall determine a fair market value and the highest and best use of the Bon Air JCC property mentioned above and report its preliminary findings to the Chairmen of House Appropriations, Senate Finance Committees, and the Governor by December 1, 2018.

In addition, the General Assembly directed DGS to determine the highest and best use for the property located at 3500 Beaumont Road in Powhatan County, Virginia, (formerly known as Beaumont JCC). In determining such use, DGS shall (i) estimate revenues and costs from any sale or development of the entire property or any portion thereof, and (ii) the viability of various options for potential use of the property by DOC, Department of Conservation and Recreation (DCR), and the Department. DOC, DCR, and the Department will provide DGS information and assistance, if requested. DGS shall provide the results of its study to the Chairmen of the House Appropriations, Senate Finance Committees, and Governor by October 31, 2018.

SUSTAIN

The Department is committed to sustaining the efforts of the Transformation Plan by 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.

- Create an organizational culture conducive to retaining a high-performing workforce by investing training and other resources in managers and supervisors, developing a fair compensation plan, and providing professional growth opportunities for all employees.
- Ensure organizational continuity by prioritizing initiatives, leveraging data, and aligning areas of work objectives and timelines across the Department.
- Identify and integrate core agency services into an ongoing strategic plan that is supported by training, quality assurance, funding, and work culture.
- Develop and maintain protocols and standard operating procedures that are current, accessible, and reinforced through ongoing training, review, and updates.

Communications and Professional Development

Communications

Prior to the Transformation, the Department offered two running newsletters for staff: the *DJJ Forum* and *What's Working*. The *DJJ Forum* is designed to keep staff informed of news throughout the Department, while *What's Working* is structured as a direct message from the Director. In order to improve the distribution of information and emphasize the accomplishments of staff, the Public Information Officer developed additional communications newsletters for the Department: *CSUnity*, *EduTopics*, and *Residential Circle-Up*. *CSUnity* provides information from the CSUs, *EduTopics* focuses specifically on the Division of Education, and *Residential Circle-Up* highlights the Division of Residential Services. These additional newsletters serve as important communication resources, which provide greater insight into the work being done throughout the Department.

Human Resources

The Division of Human Resources (HR) has undergone its own transformation to support and participate in sustaining the Department's Transformation Plan, specifically by attracting, retaining, and motivating a highly skilled workforce

Divisional Restructure: HR underwent a reorganization to create a structure containing the necessary positions and placements to administer sound and efficient recruitment and employment practices, and deliver excellent HR program deliverables; each necessary to attract, motivate and retain employees.

Compensation Plan: In collaboration with the Deputy Director of Administration and Finance, a compensation philosophy was identified, and compensation practices to support it were put into place pay actions. This new Salary Administration Plan is designed to pay more competitive wages as related to the experience and skill set of the candidate; allowing us to make more competitive offers and entice existing employees to remain employed and not seek more compensation externally.

Whereas all divisions have undergone or will undergo an extensive review, a comprehensive salary study of Probation Officer roles was conducted and resulted in a large-scale salary alignment of nearly 300 employees. These adjustments, effective October 25, 2018, were funded

with existing, repurposed funds and are expected to have an immediate impact on employee retention within this critical role that historically experiences high turnover.

Creation of Formal Retention Plan: A retention plan was created (in collaboration with the Division of Residential Services) to engage and motivate employees (ultimately retaining them) through recognition, work/life balance efforts, connectivity to the Department's culture and mission, and compensation and career path initiatives as described in this document. Even prior to the plan being formalized, the Department has seen a decrease in the number of employee grievances.

Training Unit

Since 2016, the Training and Organizational Development Unit has been restructuring to better meet the needs of the Department's transformation efforts and sustain those efforts for years to come. A fundamental shift in workflow and focus was necessary to ensure that the Department's training needs could be met both near and long term as the Department continued to evolve. In the past, the Department's training unit relied heavily on "general instructors." With the Department's future clearly moving to more complex and varied training needs, training leadership pursued a new direction. Since 2017, the unit has operated under three focus areas: Residential Services, Community Programs, and Programs. The unit is strengthening emphasis on sustainability and continuity of efforts in a number of ways.

The Organizational Programs Training Team merges leadership/management skill development, technology, and distance learning product development into one cohesive program. An emphasis on Leadership Development helps promote sustainability of the Department's initiatives by spreading standardized management strategies and messaging throughout the Department's layers. In FY 2018, the team has provided leadership training to over 400 supervisors, managers, and directors.

The new Community Programs Training Team brings training coordinators with experience and skills specific to serve Community Programs training needs. This team conducted a formal training needs assessment and focus groups on specific areas of interest (intake, probation, parole, etc.) in early 2018. With input from CSU staff from across Virginia, they developed an entirely new comprehensive basic training program for 2018. This five-week program provides a consistent training foundation throughout the state, with specialized training for each regional need to follow. Thus far, 25 new staff have graduated *Basic Skills for Caseworkers*, with another 14 graduating by the end of October 2018.

The Residential Services Training Team now primarily concentrates on meeting the regulatory training requirements for those working in a JCC. This includes training on the CTM, meeting initial pre-service training requirements for new Residential Specialists as required by the Department of Criminal Justice Services (DCJS), meeting pre-service training requirements for non-security employees (teachers, counselors, behavioral health, admin support, etc.), and meeting annual retraining requirements. For 2018, the team has focused continuing development of new skills and practical exercises to better enhance and maintain the performance of the JCC staff. As would be expected, the introduction of the CTM has necessitated a complete review and overhaul of training curriculum for our staff working directly with the residents in the JCC. This

has been a major undertaking that began in early 2015. In January of 2016, the unit collaborated with the Community College Workforce Alliance (CCWA) (through a grant from DCJS) to add curriculum developers working to incorporate all elements of the CTM into our basic training program. This work continues with CCWA for 2018.

The unit also added a Safety Officer in April of 2017. This position serves as the primary trainer for all workplace safety needs both at the training academy and for the Department's field offices. The position is also the safety monitor for the Virginia Public Safety Training Center (VPSTC) in Hanover, Virginia. VPSTC is owned and operated by the Department.

In addition to thinking of "sustainability" in programmatic terms, the Department is also thinking environmentally. In November 2018, a project funded through the Department of Mines, Minerals, and Energy will break ground at VPSTC adding substantial solar power onsite. This infrastructure upgrade will add further efficiency and value to the operation of the facility.

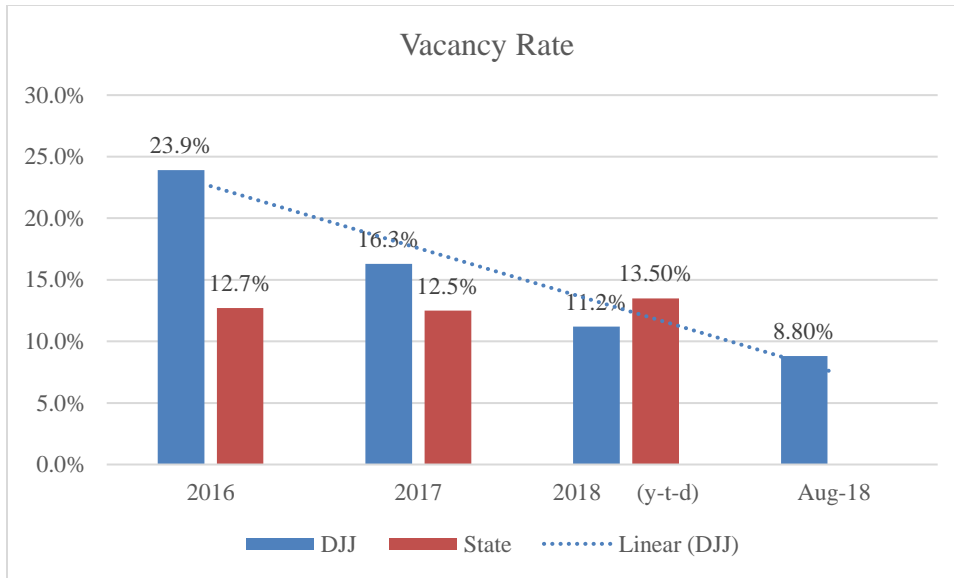
Justice Transformation Institute (JTI)

In 2016, the Department launched JTI, in partnership with Justice System Partners, Inc. to prepare the Department's managers and supervisors to implement and sustain organizational change. In addition to learning specific skills, JTI provides managers and supervisors across divisions and work units with the opportunity to communicate, support each other, exchange ideas, and conjointly sustain the Department's transformation. The course links participants together through peer mentoring. Peer mentor pairs to provide each other with ongoing support outside the JTI instructional setting. To date, four cohorts have completed JTI, a total of 117 leaders. Over the next four years, Justice System Partners, Inc. will offer four additional cohorts to the Department. The next JTI cohort is scheduled to start in the fall of 2018.

Recruitment, Retention, and Hiring

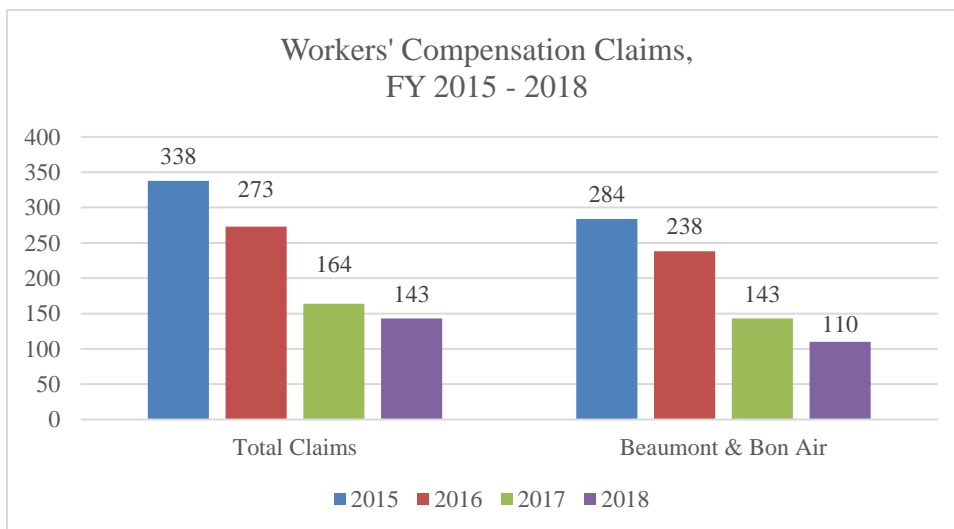
Recruitment and hiring processes were streamlined and automated, resulting in a reduction in the time managers are required to spend on these processes and more effective and timely hiring. *Reducing* the time to fill a position, *reforming* the way we conduct business and *replacing* inefficient practices with effective and streamlined ones, has ensured the number of employees physically working every day—performing the necessary, important work—remains at high levels as indicated in improved metrics as shown below:

- *Vacancy Rate*: The percentage of positions vacant across the Department (on average) has declined and continues to decline. In FY 2016, the rate was 23.9%; in FY 2017, it was 16.3% and in FY 2018, it was 11.2% (2.3% less than the state average). As of August 2018, the rate is even further reduced at 8.8% with 145.5 of 1640.25 positions vacant.



Workers' Compensation Claims

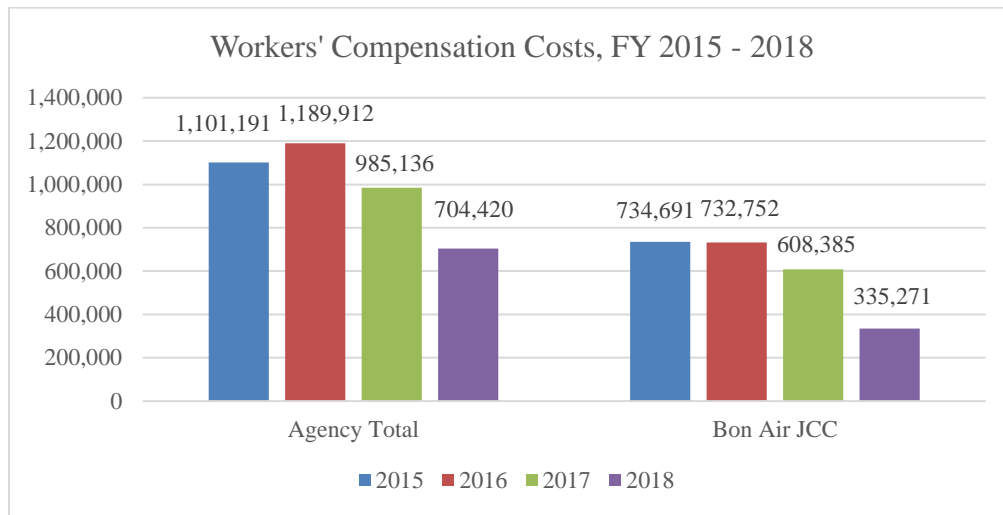
The Department has also seen an improvement in the number of workers' compensation claims filed by employees. For example, the total number of claims filed decreased from 338 in FY 2015 to 143 in FY 2018, a decrease of 57.7%. Claims from Bon Air and Beaumont JCC decreased from 284 in FY 2015 to 110 in FY 2018, a decrease of 61.3%. (See chart below).



Workers' compensation costs at Bon Air JCC decreased from \$734,691 in FY 2015 to \$335,271 in FY 2018, a decline of 54.4%. The Department's total workers' compensation costs for FY 2018 were \$704,420. (See chart below).¹⁴ This is the second time in five years that costs have fallen below \$1,000,000. Less experienced employees continue to account for most workers' compensation injuries and expenses. The Department expects that with improvements to training

¹⁴ Compensation claims may be paid over consecutive years after the claim is originally made.

and programming, better retention of JCC staff will lead to further decreases in workers' compensation claims and costs.



Monitoring and Evaluation

In order to ensure these Transformation efforts are conducted with fidelity and produce positive results, it is imperative to continually monitor and evaluate implementation and results.

Data Tracking

The Department recognizes the importance of comprehensive and accurate data tracking in order to effectively assess the implementation and outcomes of the Transformation Plan. The Department continues its efforts to produce, publish, and update module-specific user manuals and a terms and concepts document for the electronic data management system. The documents were produced by workgroups comprised of staff and stakeholders from across the state and provide training and guidance to staff, while improving consistency statewide in data entry and interpretation. The workgroups also helped to identify changes needed in the system to increase usability and consistency.

The Department's Application Development Unit continued to partner with operational staff to ensure that changes were made to the electronic data management system supporting Transformation efforts. Some of the more considerable changes included:

- **Mobile BADGE Website** – A mobile web-based version of the Department's Balanced Approach Data Gathering Environment (BADGE), the moniker of the Department's electronic data management system, was deployed in July 2017. The mobile BADGE website allows staff to securely and remotely enter and review case contacts made with the youth, families, and communities served.
- **ACE Trauma Screen** – A screen was added to BADGE allowing staff to record and print trauma screens. Accompanying data management reports were also added to allow managers the ability to monitor the level of trauma experienced by youth in their units or on a specific staff's caseload and adjust accordingly to better serve the youth.

- Data Transfer with the Supreme Court of Virginia – The data transfer between the Department and the Supreme Court of Virginia was upgraded to a web service from the obsolete File Transfer Protocol (FTP). The web service offers more security in transferring data and requires less work to pull.
- Absconder Statuses and Reports – New case statuses were added to accommodate changes to the Department’s absconder procedure. The new procedure increased the number of contacts staff must attempt for absconder cases. New statuses were created for each level of absconder and novel reports were developed to determine contact compliance.
- SDM Screen – A new screen was developed to track dispositional recommendations made to the courts through the use of the Department’s newly developed SDM. The screen considers offense and risk assessment information selected by staff to produce the recommended disposition per the SDM, and then records the staff’s recommendation, reasons for any variances, and actual court outcomes. Staff also have the ability to print the instrument in order to provide a copy to the court.
- Clicklist Feature – A field called Purpose of Contact was converted from a single-selection field to a clicklist thereby allowing staff to associate multiple purposes (e.g., Probation Supervision, Detention Visit, and Supervision Plan Review) with a single contact. Prior to implementation staff were making multiple entries for each contact in order to capture all of this information. This change has helped to decrease inefficiencies in data entry and reporting.
- YASI Tab – A read-only screen was added to BADGE to display the results of each youth’s YASI, the risk assessment used by the Department. Prior to this, staff and management would have to access the third-party software program in which the YASI is entered to review this information.
- Detaining Offenses – A new field was added to a module in BADGE that is used by the Department’s partners in locally operated detention facilities to track specific offenses for which youth are detained.
- Change Management Board (CMB) – The CMB met to review and approve system change requests. The CMB is comprised of representatives from each business unit with the Department and works to ensure that system changes made conform to the Department’s policies, procedures, and regulations.

Strategic Performance Measures

In addition to the data included in this report, defined performance measures related to the transformation are being developed. All areas of the Department’s functioning will be addressed, including diversion, detention, probation, commitment, reentry, personnel, and leadership. For elements that are not already tracked in the Department’s electronic data management system, new fields and processes may be required to adequately track progress in implementation and outcomes.

CTM Evaluation

Since 2015, the Department has been tracking the implementation of CTM by unit. The Division of Residential Services receives a monthly report of the major programmatic areas each unit completed. In 2016, the Quality Monitoring and Implementation Team (QMIT) was established

to monitor the ongoing implementation of CTM, consider necessary changes or clarifications to the program, and provide staff with additional guidance. In addition, the Department partnered with researchers from Virginia Commonwealth University to evaluate the effectiveness of CTM. The findings will be released in later in FY 2019.

Statewide Continuum Process Evaluation

The Department is partnering with Child Trends to conduct a process evaluation of the statewide continuum and the RSCs. The evaluation is funded by a grant from the OJJDP, awarded to Child Trends. The primary goals of this evaluation are (1) to determine if the statewide continuum is being implemented as intended; (2) to assess if the implementation is associated with youth outcomes; and (3) to translate and disseminate findings to targeted audiences. The project will provide meaningful feedback and recommendations to the Department and other juvenile justice systems interested in implementing similar reform efforts. The evaluation will be conducted over a five-year period, from Federal Fiscal Year (FFY) 2017 to 2022. Child Trends is currently collaborating with CSU 31 (Manassas) to pilot recruitment procedures, data collection instruments, and analytic methods with a smaller group of participants. This pilot will allow Child Trends to refine the evaluation plan in preparation for the full-scale evaluation in the second, third, and fourth years of the grant. During the final year, Child Trends will disseminate findings to the Department, OJJDP, and other relevant stakeholders.

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 youth. The unit consists of a Quality Assurance Manager and four Program Contract Monitors. In partnership with the alternative programs, the Quality Assurance Unit has developed a strong team approach to build a quality assurance approach across programs. Focus sessions were held in regions to discuss building a culture of quality assurance, shaping the continuous quality improvement plans, and incorporating performance measures. An approach was utilized to capture baseline data, build goals collaboratively, and identify the steps to accomplish aligned goals. With the overarching mission to sustain the transformation, the team has embraced a 360 approach with an initial focus on establishing baseline data around processes and practices. Youth surveys were also developed to solicit feedback from the youth in alternative programs to inform the continuous quality improvement programs using the Department's strategic framework: safety, connection, purpose, and fairness. Additionally, in collaboration with the Research Unit and Community Programs, performance measures have been identified and implemented with RSCs, AMI and EBA.

Interagency Data Sharing

In 2017, the Department was awarded a grant to join the Virginia Longitudinal Data System (VLDS). VLDS is a tool managed by the State Council for Higher Education (SCHEV) to connect data across participating state agencies. Individuals are matched across systems and then de-identified datasets are available for researchers. Joining VLDS will support the effort to establish and maintain an interagency information-sharing program that enables juvenile and criminal justice systems, schools, and social service agencies to make more informed decisions

regarding early identification, control, supervision, and treatment of youth who repeatedly commit serious delinquent or criminal acts. In January 2018, the Department submitted over 18 years' worth of data involving nearly 668,000 juveniles. A second submission was sent in August 2018.

Partnership with the Annie E. Casey Foundation

Casey has been a partner in the Department's transformation efforts since 2014 and is a vital resource in building sustainability. Casey is the largest provider of philanthropic and technical support for juvenile justice systems improvement in the country. The ongoing support from Casey has provided the Department with the added capacity and expertise to both maintain day-to-day operations while engaging in a complete redesign and implementation of those operations.

From September 2014 through December 2017, Casey provided more than \$3,000,000 worth of direct technical assistance and helped the Department secure more than \$700,000 in new federal funding through the Second Chance Act. Casey's assessment of the direct care system in FY15, followed up with both quantitative and qualitative strategic planning assistance, helped to inform and shape the Department's overall transformation strategy. Casey has devoted significant resources to carrying out the Transformation Plan. The technical assistance from Casey-funded grantees and Casey staff have been instrumental in shaping many of the major initiatives of the Department Transformation including:

- The Community Treatment Model (CTM)
- Reentry Strategic Plan (including the transportation program and new family partnership practices built into the Reentry Manual)
- The Regional Service Coordinator program (RSC)
- The Justice Transformation Institute (JTI)
- The Standardized Disposition Matrix (SDM)
- New Length of Stay policy for indeterminately sentenced youth
- The Student Government Association (SGA)

Casey earmarked substantial new funds, between \$550,000 and \$700,000 to continue its support for the Department through CY 2018. The Department has made enormous progress in all of the areas that Casey has supported, but there is much work remaining to do. In some areas, the Department is still in the early stages of implementation; notably the rollout of the SDM and full implementation of agency-wide family engagement practices. In other areas, the rapid progress the Department has made in the past four years is still fragile and needs more time to take root to include implementations of CTM, SGA, and the RSC model.

Through the partnership with Casey, there has been increased visibility for the Commonwealth's juvenile justice reform efforts, through events like the JDAI National Conference; through partnerships with organizations like the National Governors Association and the National Council of Juvenile and Family Court Judges; and other communications channels. The ongoing support from Casey allows the reforms implemented by the Transformation Plan to take hold and the Department to become a true national model in juvenile justice.

Conclusions

With strong leadership from Governor Northam and his predecessor, Governor McAuliffe, and with bipartisan support from the General Assembly, the Department has undertaken major systems reform and improvement during recent years. As with any wholesale change, these new systems, approaches, and professional culture will need time to take root and become permanent. Further improvements to the Department will require continued focus, support, training, and investment for the work described in this report.

Some areas, including the practice improvements in the CSUs, do not involve legislative action but support for continued focus, training, and investment. Other areas, such as building the statewide continuum or replacing Bon Air JCC with newer, smaller, and better designed, facilities, will require ongoing engagement with the General Assembly to preserve levels of funding and continue their support. The Department has a strategic plan and vision that incorporates all the aspects of its work. The Department's continued efforts down this path will result in better returns on taxpayer investment in terms of improved public safety and more robust rehabilitative opportunities for youth involved in Virginia's juvenile justice system.

ADDITIONAL REPORTING REQUIREMENTS

OFFENDER RECIDIVISM RATE

The recidivism rate¹⁵ for committed youth refers the rearrest, reconviction, or reincarceration for a new delinquent act or criminal offense¹⁶ 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 (VCSC), Department of Corrections (DOC), and the State Compensation Board. Using multiple sources allows the Department to follow individuals through the juvenile and adult criminal justice systems for adequate follow-up periods to determine if they have been convicted of a new offense within a year of being released from direct care.

While recidivism is a critical and determinative factor to measuring the effectiveness of the Department's work and changes, it is still too early to use these outcomes to comprehensively evaluate the effectiveness of the transformation. This is in part due to the fact that not all aspects of the transformation were in place or fully established for the juveniles in the recidivism analyses below, and long-term recidivism rates take time to assess.

The 12-month rearrest rate for FY 2017 probation placements was 38.0%, a slight increase from the FY 2016 rate of 36.4%. The 12-month reconviction rate for FY 2016 probation placements was 23.4%, which is similar to the FY 2015 rate of 23.3%.

In FY 2018, data cleaning efforts were undertaken to improve the accuracy of rearrest, reconviction, and reincarceration rates for direct care releases in FY 2013 through FY 2017. Juveniles released directly to DOC facilities are excluded from recidivism analyses, and the data cleaning improved the ability to identify these youth.¹⁷ Therefore, previous reports of direct care recidivism rates are not comparable to the current report; however, data cleaning was completed for all years presented in this report.

The 12-month rearrest rate for FY 2017 direct care releases was 55.0%, a slight increase from the FY 2016 rate of 49.9% but similar to the FY 2015 rate of 53.0%. The 12-month reconviction rate for FY 2016 direct care releases was 39.3%, a decrease from the FY 2015 rate of 43.5%.¹⁸

¹⁵ Recidivism is measured by (i) Rearrest: a petitioned juvenile intake complaint for a new delinquent act or an adult arrest for a new criminal offense, regardless of the court's determination of delinquency or guilt; (ii) Reconviction: a delinquent adjudication for a new delinquent act or a guilty conviction for a new criminal offense; and (iii) Reincarceration: a return to secure confinement subsequent to a rearrest and reconviction for a new delinquent act or criminal offense.

¹⁶ Violations of probation or parole, contempt of court, non-criminal domestic relation and child welfare complaints, non-criminal traffic violations are excluded as reoffenses.

¹⁷ Juveniles released directly to jail are included. Data cleaning could not be completed for expunged cases.

¹⁸ Due to cases still pending at the time of analysis, reconviction rates for FY 2017 placements and releases are unavailable.

	12-Month Recidivism Rates					
	Rearrest			Reconviction		
	2015	2016	2017	2014	2015	2016
Probation Placements	34.1%	36.4%	38.0%	24.2%	23.3%	23.4%
Direct Care Releases	53.0%	49.9%	55.0%	44.2%	43.5%	39.3%

* Rates for direct care releases are not comparable to previous reports. Data cleaning for identifying and excluding juveniles released directly to DOC facilities was completed, impacting rearrest, reconviction, and reincarceration rates.

Recidivism rates have been relatively stable over the past several years and do not yet fully reflect the new initiatives and services the Department has instituted as part of the Transformation Plan. With the many changes in recent years, it is difficult to identify specific impacts on outcomes. Additional time is necessary to properly measure outcomes of the Transformation Plan initiatives due to the time lag necessary for tracking reoffenses.

While the Department’s long-term expectation is for these rates to decline, it is important to note that the count of youth rearrested from both direct care and probation is decreasing due to the decline in populations. For example, between FY 2015 and FY 2017, the number of youth released from direct care decreased 27.4% (453 to 329)¹⁹, and the number of those youth rearrested within 12 months decreased 24.6% (240 to 181). Similarly, between FY 2015 and FY 2017, the number of youth placed on probation decreased 30.5% (4,397 to 3,057), and the number of those youth rearrested within 12 months decreased 22.5% (1,498 to 1,161).

The Department is currently collecting recidivism data on the additional alternative placements established by the Department. Recidivism by risk level will also be considered, as the risk profile of youth in direct care and in various placement options is changing. These analyses will help to better understand the impact of Transformation and to focus improvement efforts.

IMPACT ON JDCs

Over the past decade, detainments have decreased (13,473 in FY 2009 to 7,297 in FY 2018) along with the JDC ADP (942 in FY 2009 to 622 in FY 2018). To support the Transformation Plan, the Department has partnered with JDCs to expand CPP beds and detention reentry programs. Additionally, youth can also be admitted and evaluated directly to a JDC site. The Department pays a per diem to the JDCs (e.g., \$225-325/day for each CPP bed) to operate these programs; the JDCs have implemented programmatic and structural changes to accommodate these programs.

CPPs in JDCs 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

¹⁹ Includes only youth tracked for recidivism; see above for exclusions.

\$250, and female CPP beds have a \$325 cost per day at the JDCs. In addition, admission and evaluation beds cost \$155 per day, while detention reentry beds have a cost of \$150 per day.

COMMITMENT ORDERS

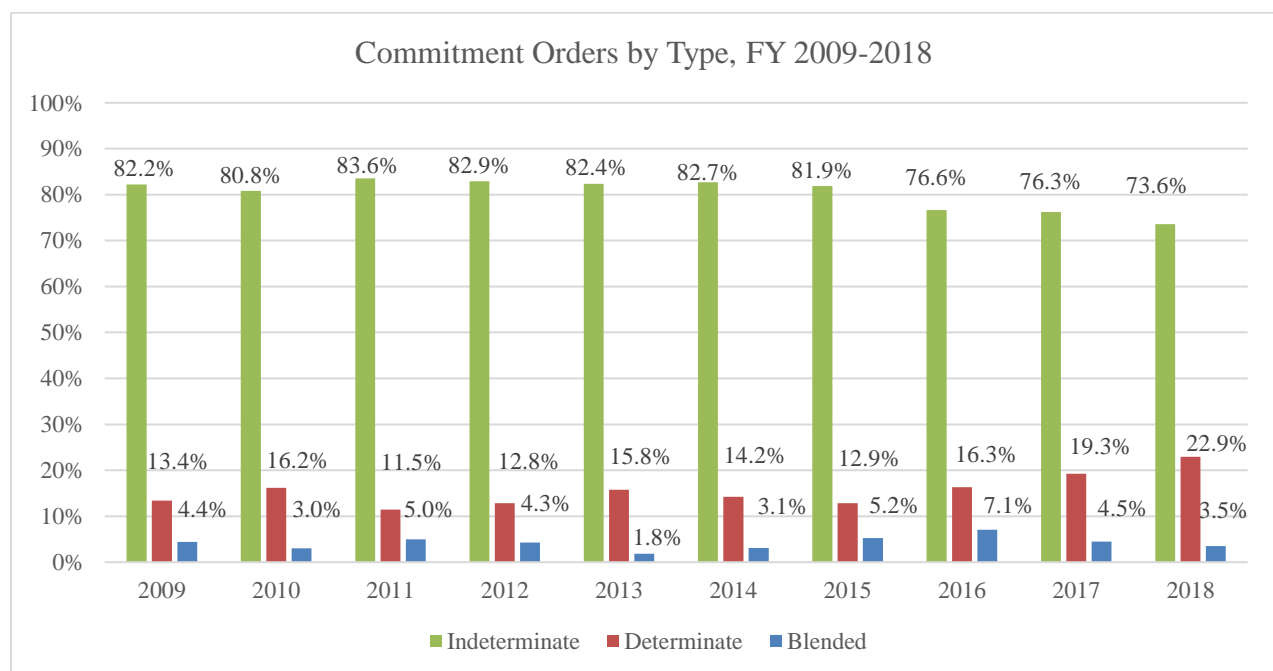
Between FY 2009 and FY 2018, the total number of commitment orders decreased 53.5% from 798 in FY 2009 to 371 in FY 2018. There are three categories of juvenile commitments: indeterminate commitments, determinate commitments, and blended sentences. Between FY 2009 and FY 2018:

- The percentage of blended commitment orders remained relatively stable (4.4% (35) in FY 2009; 3.5% (13) in FY 2018).
- The percentage of determinate commitment orders increased from 13.4% (107) to 22.9% (85).
- The percentage of indeterminate commitment orders decreased from 82.2% (656) to 73.6% (273). (See chart below.)

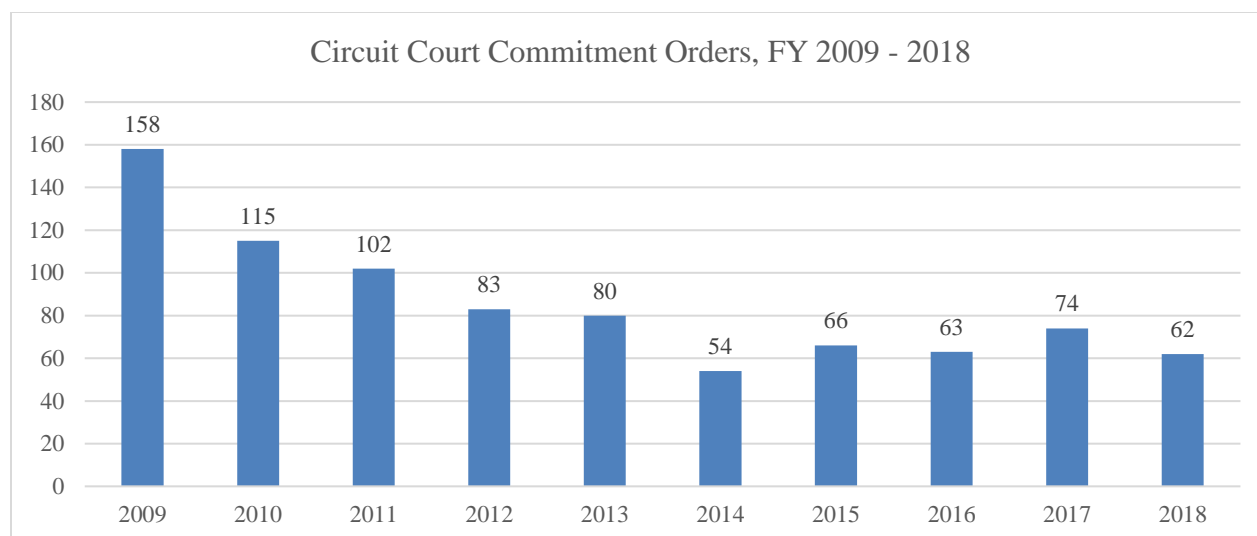
More recently, between FY 2015 and FY 2018:

- Blended commitment orders remained relatively stable (5.2% (20) in FY 2015; 3.5% (13) in FY 2018).
- Determinate commitment orders increased from 12.9% (49) to 22.9% (85).
- Indeterminate commitment orders decreased from 81.9% (312) to 73.6% (273).

During that same time period, the percentage of youth admitted to direct care with a high risk score increased from 69.0% in FY 2015 to 80.6% in FY 2018, indicating that commitment is being used more selectively for only high-risk youth.



Additionally, circuit court commitments generally decreased between FY 2009 and FY 2014 from 158 to 54, then increased to 74 in FY 2017 and decreased to 62 in FY 2018. (See chart below). Similarly, the percentage of commitment orders from circuit court decreased between FY 2009 and FY 2014 from 20% to 14%, then increased to 21% in FY 2017 and went down to 17% in FY 2018.



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)²⁰, which generated roughly \$3.6 million in savings during the first year and \$4.5 million in the subsequent years. The following year, in FY 2017, the Department closed Beaumont JCC. This closure generated approximately \$2.8 million in savings in the first year and \$23.8 million in the following years. The savings from RDC and Beaumont JCC closures were and are being used to better serve youth outside of the JCC environment.

The Department's focus on serving more youth 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. There are currently 99 CPP beds in nine facilities. (See table below).²¹ Expenditures for CPPs in FY 2018 were

²⁰ RDC was the central facility for intake and classification for committed youth. Many of the services that RDC provided to committed youth were transferred to the CAP unit. CAP was established when RDC closed. Its main functions include (i) the review and approval of commitment packets and (ii) coordination of the intake, orientation, and evaluation phase of a youth's direct care admission.

²¹ Due to population levels, an additional 12-bed unit is currently being used. This extra unit is not reflected in Bon Air's capacity. An additional five CPP beds may be used at any CPP based on need and availability. Data are current as of 8/31/18.

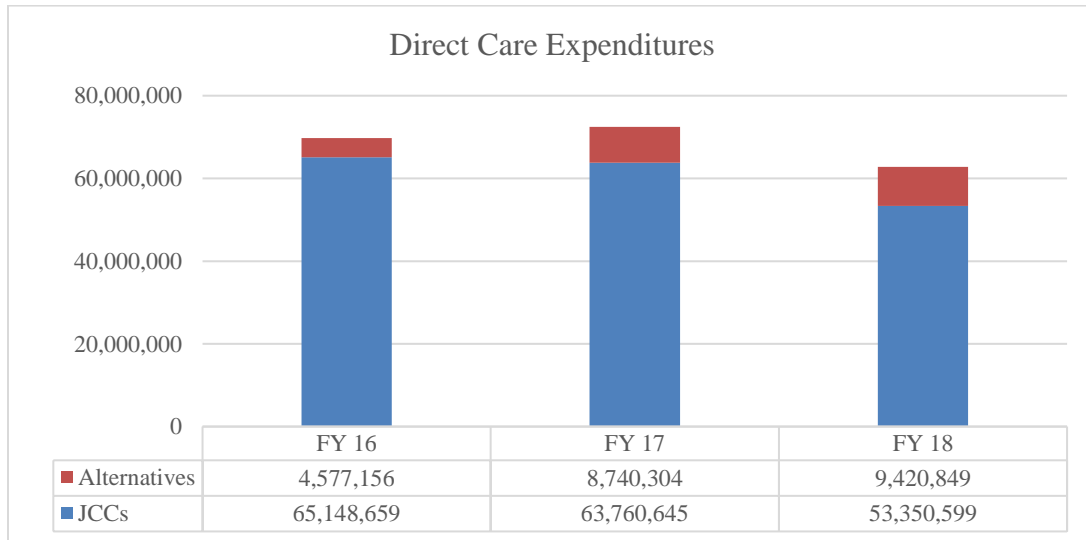
\$8,030,887, which was \$5,110,887 more than the General Assembly allocated to the Department in FY 2015 (funded by savings from the closure of RDC and Beaumont JCC). Going forward, the Department will continue to partner with JDCs across the Commonwealth to establish additional CPP placements in high need areas.

Direct Care Placement Options and Capacities	
Placements	Beds
Bon Air JCC	272*
<i>JCC Total</i>	272
CPPs	
Blue Ridge	8
Chesapeake	10
Chesterfield	8
Lynchburg	8
Merrimac - Females	5
Merrimac - Males	8
Prince William	8
Rappahannock	16
Shenandoah Valley	8
Virginia Beach	20
<i>CPP Total</i>	99+**
<i>Contracted Alt. Placements</i>	N/A
<i>Detention Reentry</i>	N/A
<i>Evaluation in JDCs</i>	N/A
<i>Direct Care Total</i>	371+

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 \$300,865 in FY 2018 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.

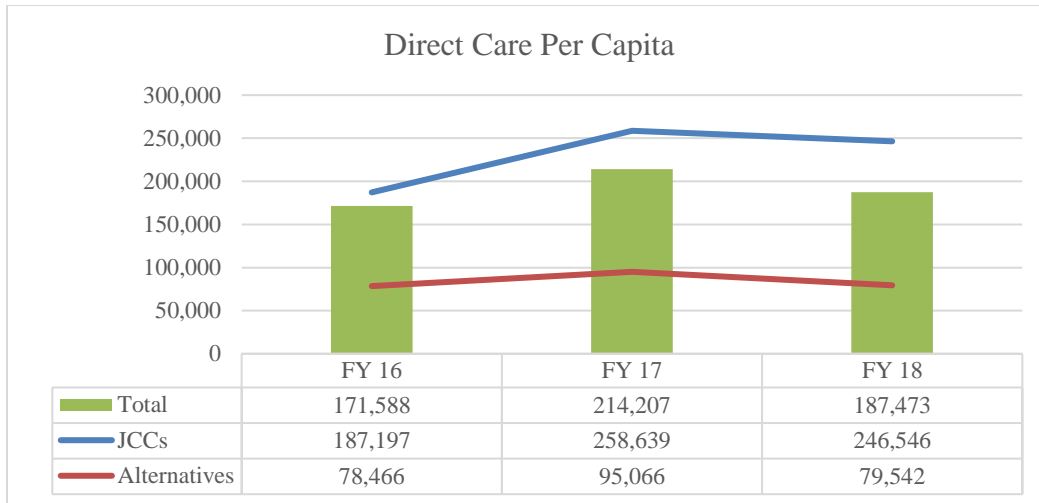
Previously, preliminary cost information for services purchased through the RSCs was reported for the first six months of the implementation (January 2017 – June 2017). Beginning in FY 2018, cost information is now available for a full year for services that were delivered between July 2017 and June 2018. A total of 689 unique youth were referred to AMI, and 1,399 services were approved/authorized, resulting in billing of \$3,310,797 for services. A total of 909 unique youth were referred to EBA, and 1,777 services were approved/authorized, resulting in billing of \$2,859,107 for services. As a result of billing cycle lag times, not all invoices were posted to FY 2018 but the above numbers reflect the full amount for services paid for during FY 2018. These billing amounts do not include administrative fees or services provided during the month of June 2018.

As mentioned previously, the direct care ADP in JCCs has decreased (348 in FY 2016 to 216 in FY 2018) while the direct care ADP in non-JCC alternatives has increased (58 in FY 2016 to 118 in FY 2018). Likewise, the expenditures decreased for JCCs and increased for non-JCC alternatives (see graph below). FY 2018 JCC expenditures included some carry-over costs associated with the closure of Beaumont; therefore, the Department anticipates JCC expenditures will decrease further in FY 2019 and will continue to reinvest in alternative placements and the continuum of services.



In FY 2018, the direct care per capita cost was \$187,473, a decrease from past years (\$214,207 in FY 2017). The per capita cost for a youth in a JCC (including Division of Residential Services and Division of Education expenditures) was \$246,546. This cost reflects increased levels of residential and educational staff to meet the rehabilitative needs of a concentrated group of high-risk youth, with complex treatment and educational needs and high rates of trauma exposure. As described above, the investments are paying off with better educational performance, and increased safety and positive behavior of youth, even as the concentration of high-risk residents increases.

The per capita cost for youth in JCCs is substantially higher than for youth in alternative placements; therefore, the increased utilization and investment in non-JCC alternatives resulted in an overall decrease in both total expenditures and per capita cost for direct care in FY 2018 (see graph).



In order to reduce the cost and improve the outcomes of committed youth, the Department is revamping programming and reallocating resources to less expensive alternative placements in youths' home communities, which should improve post-release outcomes. The Transformation Plan is intended to (i) reduce the amount of funds expended on each committed youth; and (2) improve the outcomes when they return to their communities by placing these individuals in appropriate, evidence-based alternatives to JCCs. The reinvestment of savings from the operation of the JCCs is an essential component of the Transformation Plan, which is aimed at enhancing public safety through the implementation of effective practices. Full transformation of the juvenile justice system and greater service equity across the Commonwealth are not possible without continued support of this effort.