



Virginia Advisory Committee on Juvenile Justice

2008 Annual Report



Virginia Department of Criminal Justice Services
Juvenile Services Section

June 2010

Dedication



Robert E. Shepherd, Jr.

In 2008, Virginia bid farewell to one of its most respected leaders in the field of legal issues concerning children and families when Robert “Bob” E. Shepherd, Jr. died on December 11, 2008. Bob served as a dedicated member and beloved colleague on Virginia’s Advisory Committee on Juvenile Justice (ACJJ) from 1990 to 1995 and from 2002 until his death.

Bob’s work spanned several decades and went far beyond the borders of the Commonwealth of Virginia. In Virginia, he is credited with developing the legal brief which became the foundation of Virginia’s first statute on child abuse. Later, he served as the major architect of the 1977 revision of the state juvenile code and statutes on special education and child abuse and neglect. The Virginia General Assembly noted that he “influenced all of juvenile justice legislation in Virginia for three decades” (HJR691, 2009). In addition to serving on the ACJJ, Bob served as a board member of the Action Alliance for Virginia’s Children and Youth and chaired the Virginia Bar Association’s Committee on the Needs of Children. Nationally, Bob chaired the American Bar Association’s Juvenile Justice Committee, founded the National Center for Family Law at the University of Richmond, served on the Federal Advisory Committee on Juvenile Justice, and helped establish the Coalition for Juvenile Justice as a national network and best practice association.

Bob’s death has caused a void in juvenile justice. In his honor, we dedicate the *2008 Annual Report of the Advisory Committee on Juvenile Justice* to Robert E. Shepherd, Jr.



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Executive Summary

The Advisory Committee on Juvenile Justice (ACJJ) is responsible for reviewing the operation of the juvenile justice system in Virginia, for recommending needs and priorities for the development and improvement of the juvenile justice system, for recommending grant awards, and for advising the Governor on matters related to the Juvenile Justice and Delinquency Prevention Act. This report of the ACJJ details activities undertaken during Fiscal Year 2008 (FY2008)¹, including funding priorities, grant activities, and Virginia's monitoring of, and compliance with, the four core requirements of the federal Juvenile Justice and Delinquency Prevention Act.

Highlights for the ACJJ during FY2008 include:

- ◆ Approving 54 grants with total awards exceeding \$3.19M in federal funds².
- ◆ Co-sponsoring the annual *Making a Difference in Juvenile Justice* conference with the Department of Criminal Justice Services.
- ◆ Awarding the Virginia Spirit of Youth Award.
- ◆ Participating in the development of two *Blueprints for Change: Criminal Justice Policy Issues in Virginia: Disproportionate Minority Contact* and *Sanctions and Penalties for Underage Drinking*.

Since 2008 is the last year of *Virginia's Three-Year Plan 2006-2008*, this report also includes a summary of accomplishments during the three year period.

¹ Where noted, Fiscal Year (FY) refers to Virginia's fiscal year which begins July 1 and ends June 30.

² Total represents all grant awards recommended by the ACJJ, including Edward Byrne Memorial Justice Assistance Grant funding and Juvenile Accountability Block Grant formula distributions.

Virginia Advisory Committee on Juvenile Justice Members

Citizen Appointees³

Mr. Benjamin J. Andrews

Vienna

Mr. Kevin Appel

Arlington

Mr. Ken Bynum^N

Alexandria

Mr. Roberto Calderon^{YN}

Ashburn

Commonwealth's Attorney Warner D. "Dave" Chapman

Charlottesville

Mr. Mark Cranfill

Burke

Ms. Monica Estrada^F

Chesterfield

Mr. Peter Feddo^Y

Chester

Ms. Eileen Grey (Vice-Chair)

Alexandria

Mr. Andrew Jennings^Y

Hampden-Sydney

Judge Jerrauld C. Jones

Norfolk

Legislative Appointees

The Honorable Robert B. Bell

Virginia House of Delegates

Charlottesville

State Government Representatives

Mr. Anthony Conyers, Commissioner

Virginia Department of Social Services

(Proxy: Ms. Jane B. Brown)

Dr. Billy K. Cannaday Jr., Superintendent

Virginia Department of Education

(Proxy: Dr. Cynthia A. Cave)

Dr. Jay W. Malcan

Richmond

Mr. Charles S. Martin (Chair)

Charlottesville

Chief Rodney D. Monroe^F

Richmond

Sheriff Charles W. Phelps

Isle of Wight

Professor Robert E. Shepherd, Jr.

Richmond

Mr. Michael W. Stewart

Virginia Beach

Mr. Antonio Sutton

Norfolk

Mr. Wayne Thomas

Chesterfield

Mr. Mark Turnbull^Y

Manassas

Mrs. Ruby G. Turner

Richmond

Ms. Gina E. Wood

Alexandria

The Honorable Linda T. Puller

Virginia Senate

Mt. Vernon

Mr. Barry Green, Director

Virginia Department of Juvenile Justice

(Proxy: Ms. Lynette Greenfield)

Dr. James S. Reinhard, Commissioner

Virginia Department of Mental Health, Mental Retardation and

Substance Abuse Services (Proxy: Mr. Malcolm King)

³ This listing includes members as of June 30, 2008. Notes: N identifies new members during the period; F identifies former members who left during the period; Y identifies youth member (younger than 24 at the time of their appointment).

Background

The Advisory Committee on Juvenile Justice (ACJJ) is established in accordance with §9.1-111 of the Code of Virginia to advise and assist the Criminal Justice Services Board, the Department of Criminal Justice Services (DCJS), all agencies, departments, boards and institutions of the Commonwealth, and local government, on matters related to the prevention and treatment of juvenile delinquency and the administration of juvenile justice in Virginia.⁴ This charge includes fulfilling the mandates of the Juvenile Justice and Delinquency Prevention (JJDP) Act pursuant to 42 U.S.C. §5633, as amended.⁵ Specifically, the ACJJ:

- ◆ Participates in the development and review of Virginia's Three-Year Plan in accordance with JJDP Act requirements;
- ◆ Establishes priorities for allocating funds available through the JJDP Act and the Juvenile Accountability Block Grant (JABG) program;
- ◆ Makes grant award recommendations to the Criminal Justice Services Board for funds available through the JJDP Act and the JABG program;
- ◆ Monitors compliance with the core requirements of the JJDP Act; and
- ◆ Advises the Governor on matters related to the JJDP Act.

Members are appointed in accordance with the *Code of Virginia* and meet the requirements specified by the JJDP Act, as well as the JABG program. The ACJJ is composed of individuals knowledgeable about the prevention and treatment of juvenile delinquency and the juvenile justice system, including representatives of local law enforcement, juvenile justice agencies, state and local government, judges, counsel for children, and other citizens. Youth are an essential component of the citizen make-up.

Past reports of the ACJJ, *Virginia's Three-Year Plan 2006-2008*, and information about grant programs and activities of DCJS related to children are available on the agency web site at www.dcjs.virginia.gov.

⁴ The Criminal Justice Services Board is the governing body of the Department of Criminal Justice Services. The ACJJ reports to and submits recommendations in an advisory capacity to the Criminal Justice Services Board.

⁵ Juvenile Justice and Delinquency Prevention Act of 2002, available online at <http://ojjdp.ncjrs.org/about/jjdp2002titlev.pdf>.

Priorities of the ACJJ

Each year the ACJJ establishes priorities for allocating grant funds to eligible state and local entities involved in juvenile justice prevention and intervention services. Priorities are initially established through *Virginia's Three-Year Plan* development process which includes data analysis and input from constituent groups. The priorities are reviewed and updated as needed during years two and three of the plan period. The ACJJ uses the established priorities when making funding recommendations for grants to the Criminal Justice Services Board.

The ACJJ identified the following funding priorities for each year of the plan period of 2006 through 2008:

1. Reducing recidivism of adjudicated juveniles released from secure confinement;
2. Addressing criminalization of juveniles with mental health/substance abuse needs;
3. Disproportionate minority contact with the juvenile justice system;
4. At-risk children and young juvenile offenders aged 13 and younger;
5. Providing alternatives to detention;
6. Reducing system involvement of truants and juveniles with other negative school-related behaviors; and
7. Legal representation of juveniles.

The Committee resolved to give special consideration to rural localities submitting applications for funding. Historically, most program grants have been awarded to larger localities which often have more resources, such as dedicated grant-writers, to apply for them. Recognizing that rural localities are often resource-poor, the ACJJ promoted rural locality funding.

The ACJJ also identified two priorities to monitor during the three-year period: gangs and sex offenders. Both topics have been of concern to juvenile justice professionals and policy makers in recent years and were priorities of the ACJJ in 2005.

Funding Streams & Grant Awards

Using the priorities established as part of Virginia's Three-Year Plan, the ACJJ reviews grants and makes recommendations on the JJDP Act and JABG federal funding streams which are administered by the Virginia Department of Criminal Justice Services (DCJS). One-time grants are often offered using unexpended funds from a previous year. The ACJJ will also review grants related to juvenile justice submitted under other funding streams administered by DCJS. However, projects funded under funding streams other than the JJDP Act and JABG are not typically tied to the Three-Year Plan priorities.

In all cases, the ACJJ's recommendations are forwarded to the Criminal Justice Services Board, which has final authority to award these grant funds.

JJDP Act Funds

Title II Formula Funds

Title II of the JJDP Act allocates funds to states by formula, based on the under age 18 youth population. To receive funds, states must be in compliance with the four core requirements of the JJDP Act: 1) deinstitutionalization of status offenders, 2) sight and sound separation of juveniles and adult offenders, 3) removal of juveniles from adult jails and lockups, and 4) reduction of minority overrepresentation in the juvenile justice system. Virginia's share of federal Title II funds was \$1,284,000 for 2008, down approximately 10% from the prior year.

Since 1994, the ACJJ has restricted grant funding for any locality demonstrating an unjustifiable pattern of compliance violations of the JJDP Act's core requirements. A special compliance improvement funding category is available to these localities when necessary. To access these funds, a locality is required to establish a corrective action plan, agree to self-report all new violations, and be subject to quarterly on-site compliance monitoring inspections until it demonstrates that no violations have occurred for a full fiscal year.

Title V Funds

Title V of the JJDP Act provides a source of funds for states to award grants to communities for delinquency prevention and early intervention programming. To receive funds, states must be in compliance with the four core requirements of the JJDP Act, have an approved comprehensive delinquency prevention plan, and provide a cash or in-kind match of at least 50% of the federal dollars awarded. Virginia was awarded \$48,360 for 2008, down almost 36% from the prior year.

Juvenile Accountability Block Grant Funds

The Juvenile Accountability Block Grant (JABG) program is designed to promote greater accountability in the juvenile justice system. This grant allows states to strengthen policies, programs, and administrative systems that foster the creation of safe communities. The underlying supposition is that young people, their families, and the juvenile justice system must be accountable for improving the quality of life in every community. Like Title II funds, JABG funds are allocated to states based on their youth population under age 18.

States receiving JABG funding must establish a planning body, generally referred to as a Juvenile Crime Enforcement Coalition (JCEC). This role is fulfilled by the ACJJ in Virginia. Localities receiving JABG grants through the state must also establish a JCEC.

JABG funds may be awarded to local units of government or state agencies. Most funds are distributed directly to local units of government through an established formula. In Virginia, remaining funds are directed specifically to rural localities or are used for grants to state agencies. Virginia was awarded \$961,100 in JABG funds in 2008, which was approximately 4.5% more than the 2007 award.

Grant Awards

The Criminal Justice Services Board, based on recommendations of the ACJJ, awarded over \$3.19 million in federal funds⁶ during FY2008 to state and local entities for juvenile prevention, intervention, and systems improvement projects. Prevention projects may be funded for up to 3 years and intervention projects may be funded for up to 5 years. Most systems improvement projects are one-time grants. A list of specific grant awards made during FY2008 is included as Appendix A.⁷

⁶ Figure includes unused funds reverted from prior years.

⁷ JABG formula grants and grants funded by funding streams other than the JJDP Act or JABG are not included in the listing.

Compliance with JJDP Act Core Requirements

To receive funding under the JJDP Act, states are required to comply with four core requirements:

1. Deinstitutionalization of status offenders;
2. Sight and sound separation of juveniles from adult offenders;
3. Removal of juveniles from adult jails and lockups; and
4. Addressing disproportionate minority contact.

Based on the JJDP Act, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) establishes compliance standards for each of the four core requirements. If Virginia fails to demonstrate compliance, as defined by federal guidelines, the Title II allotment to the state will be reduced by 20% for each core requirement not being met and spending restrictions will be imposed on the remaining funds.

Virginia's Compliance Monitoring Plan

Virginia has created a system of record-keeping and on-site inspection for monitoring compliance with the first three core requirements of the Act.⁸ DCJS is responsible for assessing the Commonwealth's level of compliance with the JJDP Act and has designated a compliance monitor who is responsible for this, as well as providing technical assistance and support to localities.

Compliance monitoring activities are conducted on a year-round basis. Monitoring includes desk audits and site visits. The site visit plan includes at least one-third of Virginia's secure juvenile detention centers, juvenile correctional centers, jails, lockups, and court holding facilities.⁹ Jurisdictions with verified compliance violations are provided individualized technical assistance and training about the core requirements of the JJDP Act. To further enhance the understanding of compliance issues, DCJS maintains information specific to compliance monitoring on its website.

Court holding facilities were added to the list of facilities requiring monitoring during 2007. Though a few were able to be inspected during the year, most facilities were unidentified. In order to identify these facilities, a survey was sent to all Sheriff's Departments during the FY2008 period. The survey review resulted in over 100 additional facilities added to Virginia's monitoring universe. Site visits were then scheduled to court holding facilities so that 100% would be visited in three years.

On-Site Inspections (for the past three years):

Facility Type	Total in Virginia	FY06 Inspections	FY07 Inspections	FY08 Inspections
Juvenile Detention Centers	25 24 (2008)	25 (100%)	25 (100%)	24 (100%)
Juvenile Correctional Centers	7	7 (100%)	7 (100%)	3 (43%)
Adult Jails	74 (2006) 77 (2007)	66 (89%)	23 (30%)	28 (36%)
Adult Lock Ups	9 (2006)* 68 (2007) 84 (2008)	9 (100%)	68 (100%)	32 (38%)
Approved Co-Located Facilities	6	6 (100%)	6 (100%)	6 (100%)
Court Holding Facilities (new requirement beginning 2007)	106 (2008)	0	19 (18%)	37 (35%)
TOTAL ON-SITE INSPECTIONS		113	149	130

**Indicates the number included in required universe, not all in operation during the year.*

⁸ Compliance with the fourth core requirement, addressing disproportionate minority contact, is based on progress made towards achieving plans specified in Virginia's Three-Year Plan for this element. Intensive on-site monitoring, as associated with the first three core requirements, is not part of the monitoring process.

⁹ OJJDP requires that each facility is inspected once every three years, or 10% of the total annually. DCJS typically exceeds OJJDP minimum requirements and visits 100% of juvenile detention centers annually.

Core Requirements and Compliance

The state was found to be in compliance by OJJDP with all core requirements for FY2008.

Deinstitutionalization of Status Offenders

Juveniles charged with, or adjudicated for, conduct that would not be criminal if committed by an adult are referred to as *status offenders*. Neither status offenders nor non-offenders (such as abused and neglected children) may be placed in secure detention or correctional facilities.¹⁰ Status offenders include, but are not limited to, truants, runaways, and minors in possession of alcohol.¹¹ Violations of the JJDP Act occur when accused status offenders are held in secure juvenile detention centers for more than 24 hours (excluding weekends and holidays), when adjudicated status offenders are held for any length of time in secure detention centers, or when accused or adjudicated status offenders are held in any adult jail or municipal lockup. Under no circumstances may children be placed in secure detention facilities solely because of abuse, neglect, or alien status.

Despite prohibitions within the *Code of Virginia*, and federal regulations addressing the deinstitutionalization of status offenders and non-offenders (DSO), occasional violations are recorded. The federal government allows states to have a limited rate of violations and still be found in compliance with the JJDP Act.

Virginia's compliance with this core requirement for FY2008:

- ◆ In FY2008 there were 70 violations in Virginia of accused or adjudicated status offenders or non-offenders held in secure detention facilities for more than 24 hours. This is approximately the same number as reported in the prior year. However, the number was significantly lower in FY2006, at 48.
- ◆ Virginia's DSO violation rate was 3.83 in FY2008. This is below the allowable federal non-compliance rate.

Sight and Sound Separation

Under the JJDP Act, during the temporary period that a delinquent juvenile may be held in an adult jail or lockup, no sight or sound contact is permitted between juvenile and adult inmates. This "separation" provision requires that juveniles not be housed next to adult cells, share space such as dining halls, recreation areas or other common spaces, with adults, or be placed in any circumstance that could expose them to contact with adult inmates.

Virginia law further prohibits the placement of a juvenile in any secure adult facility that has not been certified by the Board of Corrections to detain juveniles. In order to be certified, sight and sound separation is required. Facilities exhibiting a pattern of violations are subject to losing their certification to hold juveniles.

Since 2003, OJJDP sight and sound separation guidelines have required that juveniles convicted as adults be separated from the juvenile population within six months of reaching the age of full criminal responsibility (18 in Virginia, thus requiring separation by age 18.5). Under this interpretation, those convicted in juvenile court could stay with the under 18 population until their release, but those convicted in circuit court must be separated. This created a significant sight and sound compliance challenge for Virginia, as well as other states, which allow convicted juveniles to be confined in a juvenile correctional facility until they reach the maximum age of extended juvenile jurisdiction (21 in Virginia) regardless of whether they are convicted in juvenile or circuit court.¹² In August 2008, OJJDP reconsidered their interpretation of the JJDP Act's sight and sound separation requirement. Under the revised interpretation "no individual who reaches the age of full criminal responsibility only after arrest or conviction will be understood to be an 'adult inmate' within the meaning of the Act until he reaches the maximum age of

¹⁰ Under the provisions of the Juvenile Justice and Delinquency Prevention Act, status offenders who violate a court order, violate the Youth Handgun Safety Act, or have been held under the Interstate Compact on Juveniles may be placed in secure detention or correctional facilities.

¹¹ In Virginia, possession of alcohol by anyone under the age of 21 is a Class 1 misdemeanor (*Code of Virginia*, §4.1-305). Though this offense also applies to adults aged 18-20, the Office of Juvenile Justice and Delinquency Prevention interprets possession of alcohol by a minor as a status offense.

¹² In Virginia, juveniles can be held in juvenile correctional facilities until the age of 21 if they are convicted in juvenile or circuit court. Virginia allows for "blended sentencing" which gives circuit court judges authority to determine the best sentencing placement for juveniles which may be a juvenile facility, an adult facility, or an adult facility following a term in a juvenile facility.

extended juvenile jurisdiction".¹³ This interpretation gives states the flexibility to determine the appropriate confinement option for those who reach the age of full criminal responsibility while in custody. This reinterpretation was effective immediately and resolved an outstanding issue regarding sight and sound separation within Virginia juvenile correctional centers related to individuals with developmental disabilities and behavioral disorders.

Virginia's compliance with this core requirement for FY2008:

- ◆ No sight and sound separation violations were found in juvenile detention facilities, adult jails, or lockups in FY2008.
- ◆ Due to the change in OJJDP's interpretation of the JJDP Act, no sight and sound separation violations were found in juvenile correctional centers in FY2008.

Removal of Juveniles from Adult Jails and Lockups

Juveniles accused of committing a delinquent act may be held in temporary custody, not to exceed 6 hours, at an adult jail or lockup for purposes of identification, processing, interrogation, transfer to a juvenile facility, court appearance or release to parents. This federal jail removal exception includes 6-hour time periods both immediately before and after a court appearance, provided that the juvenile has no sight or sound contact with incarcerated adults during this time.¹⁴ This provision does not apply to juveniles who are transferred, certified, or waived to circuit court. These juveniles may be held in adult facilities with adults.

The *Code of Virginia* allows judges to order juveniles at least 14 years of age to be held in a jail. The jail must be certified to hold juveniles and maintain sight and sound separation from the adult population. Currently, the placement of juveniles in adult jails or lock-ups for any reason is rare in Virginia. In exceptional circumstances, juveniles posing safety and security threats may be transferred to another facility, including an approved jail.¹⁵

Virginia's compliance with this core requirement for FY2008:

- ◆ In FY2008 there were 9 violations of this requirement. This is up from 7 reported in FY2007 and 4 reported in FY2006.
- ◆ Virginia's rate of jail removal violations per 100,000 was 0.48 in FY2008, which is within the allowable limits for compliance.

Addressing Disproportionate Minority Contact

Nationally, as well as in Virginia, minority youth have been disproportionately represented in the juvenile justice system in comparison to their proportions in the general juvenile population. Under the JJDP Act, states must develop and implement plans to address disproportionate minority contact with multi-pronged intervention strategies including juvenile delinquency prevention efforts and system improvements assuring equal treatment of all youth.

Virginia's plan for addressing disproportionate minority contact (DMC) is included in the Three-Year Plan. Monitoring of this core requirement is done through progress reports made to OJJDP regarding the plan's implementation. During the year, several grants were awarded for projects designed to further the understanding of DMC or to help reduce it.

¹³ Letter from J. Robert Flores, Administrator, OJJDP, August 18, 2008.

¹⁴ The JJDP Act permits extension of this time for juveniles accused of delinquent offenses who are awaiting an initial court appearance in a jail or lockup that is in a rural area or where conditions of safety do not allow for reasonably safe travel (42 U.S.C §5633, sec.223(13B)). Virginia is not approved by OJJDP to use this exception, therefore it cannot be applied to violations.

¹⁵ *Code of Virginia*, §16.1-249(E).

Virginia's compliance with this core requirement for FY2008:

- ◆ A 2-year study of the juvenile justice system was approved by the Virginia General Assembly during the 2006 Legislative Session. The Virginia State Crime Commission began their work later that year. The study was continued for an additional year by the General Assembly.
- ◆ The Virginia Department of Juvenile Justice continued progress with the Juvenile Detention Alternatives Initiative, including the use of Detention Expeditors.
- ◆ DCJS contracted with the Haywood Burns Institute to work with Norfolk and Newport News to implement changes in addressing DMC within the localities.

Special Projects of the ACJJ

Making a Difference in Juvenile Justice

Since 1998, the ACJJ has co-sponsored an annual conference, titled *Making a Difference in Juvenile Justice*, with DCJS. The conference includes diverse topics covering a variety of juvenile justice issues. The 2008 conference format was altered to accommodate longer sessions. Though it reduced the number of sessions for participants to choose from, the new format allowed participants to gain a deeper understanding of the particular subject. Topics for 2008 included working with highly resistant youth, poverty, mental health, and the Juvenile Detention Alternatives Initiative (JDAI).

Virginia Spirit of Youth Award

In January 2006, the ACJJ voted to develop the Virginia Spirit of Youth Award. Modeled after the Coalition for Juvenile Justice's award of the same name, the Spirit of Youth Award recognizes and celebrates a young adult who has made great strides following his or her involvement with the juvenile justice system, overcoming personal obstacles and is today making significant contributions to society. The third award was presented in 2008.

Blueprints for Change: Criminal Justice Policy Issues in Virginia

DCJS serves as Virginia's criminal justice planning agency and is responsible for administering state and federal funds dedicated to improving state and local criminal justice practices, preventing crime and delinquency, and ensuring services to crime victims. In its role as a planning agency, DCJS develops comprehensive, statewide, long-range plans for strengthening and improving law enforcement and the administration of criminal justice throughout the Commonwealth.

In 2006, DCJS began holding topic-specific planning sessions to explore different leading edge criminal justice issues. Each session brings together a multidisciplinary group of executive-level participants selected because of their knowledge of the issue and their ability to advance the discussion of public policy related to the issue and make well-informed recommendations. Members of the ACJJ were involved in policy sessions in 2008 resulting in two papers: *Disproportionate Minority Contact* and *Sanctions and Penalties for Underage Drinking*.

Published *Blueprints for Change: Criminal Justice Policy Issues in Virginia*, can be found on-line at www.dcjs.virginia.gov.

Three-Year Plan 2006-2008 Summary

Virginia's Three-Year Plan guides the work of the ACJJ through an action plan including goals, objectives, and activities for each priority area. Though the ACJJ may have a clearly defined action plan, the accomplishment of it is largely dependant upon the response to grant announcements and requests for proposals.

Most activities specified for the 2006-2008 plan period were advanced through the work of the ACJJ. Key accomplishments directly linked to specified activities include:

- ◆ Grants to the Department of Juvenile Justice to provide *Transitional Services: Independent Living*.
- ◆ Grants to the Department of Correctional Education to offer *Successful Transitioning with Life Skills and Employability Skills*.
- ◆ Funds for the University of Virginia to evaluate the efficacy, efficiency, and cost effectiveness of the Virginia Juvenile Competence Program.
- ◆ Grants to the Department of Mental Health, Mental Retardation, and Substance Abuse Services to develop five pilot projects providing mental health and substance abuse services to juveniles in detention.
- ◆ Grants to support assessments of disproportionate minority contact in various localities.
- ◆ Grants supporting detention expeditors in several localities.

A listing of the priorities with related goals, objectives, activities, and accomplishments is included as Appendix B.

Appendix A: Grant Awards

INTERVENTION GRANT PROJECTS FY2008

Locality or State Agency and Project Title	Federal Funds Awarded, Grant Year and Funding Source	Project Description
Albemarle/Charlottesville Functional Family Therapy Program for Juvenile Offenders	\$100,000 2 nd year Title II Funds	This program, managed by the Commission on Children and Families, uses Functional Family Therapy, targeting juvenile offenders between the ages of 11 and 18 identified with mental health and/or substance abuse needs by the Juvenile Court, the Family Assessment and Planning Team, and the Truancy Team.
Campbell Parent Child Nurturing Classes for CHINS Families	\$28,900 1 st year Title II Funds	This project provides a series of parenting classes for families who come before the court on CHINS petitions. Classes accommodate up to 36 families annually and are provided by the Alliance for Families and Children.
Fairfax County Evening Reporting Center	\$152,399 2 nd year Title II Funds	This project establishes an evening reporting center for youth who might otherwise be detained pending court action for violations or crimes committed while on probation. The program, operated by the Juvenile & Domestic Relations Court, provides highly structured and well supervised group activities to develop skills supporting pro-social behaviors. Community service is also a component.
Fredericksburg Rappahannock Region Aftercare System	\$83,150 1 st year Title II Funds	This project provides a comprehensive after care program for both the Rappahannock Regional Juvenile Center and the Chaplin Youth Center. This program provides youth with aftercare specific case management services using Phoenix's Returning Home Program, vocational assessment and job readiness training, employment assistance, and intensive job coaching upon becoming employed.
Hampton Detention Alternative Utilization & Review	\$21,173 4 th year Title II Funds	This project provides a detention expeditor within the Hampton Court Service Unit to monitor placements in the juvenile detention system for purposes of expediting early release or step down to alternative programs.
Lee Detention Alternatives Program	\$62,710 2 nd year Title II Funds	This project expands the Detention Alternatives Program of the Appalachian Juvenile Commission for court-ordered youth in Lee, Scott and Wise Counties and the City of Norton. The program makes direct contact with juveniles during the week and on weekends at their homes, schools, and in the community to monitor their compliance with orders of the court.
Loudoun Detention Alternatives	\$34,686 4 th year Title II Funds	This project, managed by the Loudoun Department of Social Services, provides a detention expeditor who facilitates community placement of appropriate youth with detainable offenses or who are already detained.
Newport News Detention Alternatives	\$22,853 4 th year Title II Funds	This project provides a detention expeditor within the Newport News Court Service Unit to reduce the average daily population and length of stay in detention centers.
Richmond City CORTIP	\$49,853 4 th year Title II Funds	This project provides an adaptation of the Colorado truancy case manager model. Clients are provided services to respond to unexcused absences. The court, schools, and the Commonwealth Attorney are the primary partners in this project managed by Richmond Justice Services.

Appendix A: Grant Awards

INTERVENTION GRANT PROJECTS FY2008

Locality or State Agency and Project Title	Federal Funds Awarded, Grant Year and Funding Source	Project Description
Richmond City Evening Reporting Center: Reducing Recidivism and Increasing Detention Alternatives	\$63,964 1 st year Title II Funds	This project implements the Boys and Girls Club - Gang Prevention through Targeted Outreach Program in an Evening Reporting Center (ERC). The ERC, operated by Richmond Justice Services, is a non-residential community-based program offering structured programming and supervision as an alternative to pre dispositional secure detention and as a post dispositional graduated sanction. The ERC will target youth, ages 13-17, involved in the juvenile justice system who are either in violation of the conditions of supervision and at risk of being charged with a probation violation, or who are before the court pre-dispositionally and without such services would likely be placed in detention.
Roanoke County Functional Family Therapy	\$91,901 3 rd year Title II Funds	This project provides Functional Family Therapy through Blue Ridge Behavioral Health Care to approximately 30-40 youth ages 11-18 in the 23 rd Court Services District.
Spotsylvania School-Based Probation Program	\$110,000 2 nd year Title II Funds	This project provides a probation officer through the Court Service Unit in a high school in both Spotsylvania and Stafford Counties for court-ordered youth. The probation officer seeks to accomplish program goals by monitoring the youth's attendance and behavior through daily contact with school personnel.
Warren Restorative Justice Conferences as an Early Response to Young Offenders	\$13,238 4 th year Title II Funds	This program, operated by the Apple Valley Mediation Network, provides restorative justice and truancy conferences for children referred to court or petitioned to court for truancy.
Virginia Department of Correctional Education Successful Transitioning with Life Skills and Employability Skills	\$48,061 1 st year JABG Funds	This project provides the necessary skills through the Department of Correctional Education for older incarcerated youth to make a seamless transition back into the community to become responsible, productive, tax paying members of the community.

Note: JABG formula grants are not included.

Appendix A: Grant Awards

PREVENTION GRANT PROJECTS FY2008

Locality or State Agency and Project Title	Federal Funds Awarded, Grant Type and Funding Source	Project Description
Albemarle <i>CASASTART Truancy Prevention Program</i>	\$65,000 1 st year Title II Funds	This project implements the CASASTART Truancy Prevention Program through the Charlottesville/ Albemarle Commission on Children and Families in collaboration with the Albemarle County/Charlottesville Schools. This program provides case management services to approximately 15 Albemarle County and Charlottesville City elementary and middle school students. Referred youth, between the ages of 8 and 13, are identified by the schools and Truancy Team as truants or at-risk of truancy.
Bristol <i>Learning in Field Environments (LIFE)</i>	\$32,500 2 nd year Title V Funds	This program is a school based prevention program implemented through a collaborative community effort to reduce system involvement of truants and juveniles with negative school related behaviors. The LIFE program, operated by Bristol Public Schools, targets 20 at-risk children and young offenders age 13 and below.
Charlottesville <i>Students Responding in Peaceful and Positive Ways</i>	\$30,515 2 nd year Title V Funds	This project provides Charlottesville City school staff with skills to create a positive school culture free of the negative effects of bullying in grades K-8. The project supports two evidence based programs (Olweus Bullying Prevention Program & Responding in Peaceful and Positive Ways) in two schools.
Danville-Pittsylvania CSB <i>Redirection Program</i>	\$62,941 1 st year Title II Funds	This project implements the Redirection program to serve 40 6th-10th grade students who are at risk of long term suspension due to disruptive behavior, alienation, or aggression and anger issues. Students participate in Aggression Replacement Training, Life Skills Training and 10 hours of community service projects managed by the Danville-Pittsylvania Community Services Board.
Fredericksburg <i>Positive Alternatives to School Suspension</i>	\$64,809 2 nd year Title II Funds	This program aims to reduce risk levels for short-time suspended youth (3-10 days) during their suspension period. The program, operated by the Chaplin Youth Center, accepts referrals from parents and/or schools of suspended students and provides: academic monitoring, substance abuse education groups, and community service projects, incorporating the National Crime Prevention Council's Community Works Curriculum.
Grayson <i>Strengthening Families</i>	\$61,483 1 st year Title II Funds	This project, managed by the Twin County Prevention Coalition, provides two 14 week Strengthening Families Program (SFP) cycles to at least 20 at risk families to include the Hispanic Population. SFP is designed to reduce environmental risk factors and improve protective factors with the ultimate objective of increasing personal resilience to drug use in high risk youth.
Hanover <i>Ashland Woods Positive Action Club</i>	\$57,379 1 st year Title II Funds	This project implements Positive Action, a model substance abuse and violence prevention program, within Ashland Woods, a high risk apartment complex in Ashland. The program, managed by the Hanover Community Services Board, provides an after school structured, supervised life skills experience for youth ages 7-12.
Montgomery <i>Bullying Prevention</i>	\$64,060 2 nd year Title II Funds	This project expands the Bullying Prevention Program in area schools. This program targets students in K-12 at six schools. Because this universal program targets students school-wide, close to 2,000 students benefit from this program.

Appendix A: Grant Awards

PREVENTION GRANT PROJECTS FY2008

Locality or State Agency and Project Title	Federal Funds Awarded, Grant Type and Funding Source	Project Description
Newport News <i>Targeted Outreach</i>	\$60,000 2 nd year Title V Funds	This project expands the Boys & Girls Club Gang Prevention Program to other local youth-serving agencies through the Office on Children, Youth & Families. The model provides an additional 100 youth who are at risk of gang involvement with individualized services, support, and intensive case management services.
Norfolk <i>Truancy Prevention</i>	\$46,563 2 nd year Title V Funds	This project promotes parental involvement and support in the reduction of truancy through the Truancy Parent Group operated by the Court Service Unit. Parents of truants are involved in sessions with a therapist to understand the impact of their supervision styles, parenting skills, and discipline techniques.
Roanoke City <i>Across Ages</i>	\$65,000 1 st year Title II Funds	This project implements the Across Ages Program under Youth Development Family Services of Roanoke in collaboration with various after school programs. The program serves at least 40 high risk youth who are truant or have incarcerated relatives or are at risk of dropping out of school. Across Ages is designed to reduce the number of youth using substances such as tobacco, alcohol and marijuana and to enhance school attendance and successful graduation.
Shenandoah <i>Truancy Reduction and Restorative Justice Program</i>	\$29,392 3 rd year Title II Funds	This program, operated by the Apple Valley Mediation Network, assesses the needs of high-risk truant students age 7-17 and their families. The program also provides community services and monitors school performance and family participation.
Spotsylvania <i>My Life After School</i>	\$63,461 1 st year Title II Funds	This project implements the Social Decision Making/ Social Problem Solving for Middle School Students Curriculum through the Office on Youth. The curriculum assists students in decision making skills for school, career, individual goals, peer groups and family. The curriculum also includes Service Learning to promote pride in the community and leadership development through partnerships with community leaders and SROs. Supplemental presentations, activities, academic monitoring, and support are part of the program.
Tazewell <i>Creating Lasting Family Connections</i>	\$65,000 2 nd year Title II Funds	This program is a comprehensive family strengthening and substance abuse and violence prevention curriculum designed to help youth and families in high-risk environments become strong, healthy, and supportive. The program is designed to work with system involved youth ages 9 to 17 and their families and is delivered by Clinch Valley Community Action.
Wise <i>Strengthening Families</i>	\$65,000 2 nd year Title II Funds	This project serves young truants who reside in Wise County and the City of Norton. This program, administered by the Lonesome Pine Office on Youth, improves parenting skills and reduces delinquent behaviors while strengthening family bonds.

Appendix A: Grant Awards

SYSTEMS IMPROVEMENT GRANT PROJECTS FY2008

Locality or State Agency and Project Title	Federal Funds Awarded, Grant Type and Funding Source	Project Description
<p><i>University of Virginia Restoring Youths Adjudicated Incompetent to Stand Trial</i></p>	<p>\$404,690 1st year JABG Funds</p>	<p>The University of Virginia (UVA) is conducting an evaluation of the efficacy, efficiency, and cost effectiveness of the Virginia Juvenile Competence Program to inform future development and enhance its ultimate dissemination to other state communities; enhance the quality of the instruction now available to youth being offered restoration services through the development of new interactive tools; create and implement the design of restoration program packages with all relevant training materials.</p>
<p><i>Virginia Department of Criminal Justice Services Disproportionate Minority Contact</i></p>	<p>\$110,000 1st year Title II</p>	<p>DMC is a major problem nationwide and in Virginia. Likewise, it is also problematic in the Cities of Newport News and Norfolk. These localities have realized the need to begin addressing DMC and in 2006, through One-Time Special Fund Grants, they were able to work with the Haywood Burns Institute (BI) to assess their readiness to make changes that can positively impact DMC. Both cities have expressed an interest and a willingness to continue their work with BI on a more intensive level that will result in a reduction of DMC. This project, under a contract administered by the Department of Criminal Justice Services, allows both Newport News and Norfolk to continue this work.</p>

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: REDUCING RECIDIVISM OF ADJUDICATED JUVENILES RELEASED FROM SECURE CONFINEMENT

Goal: To reduce recidivism rates of juveniles released from juvenile correctional facilities.

Objective 1: To encourage the use of programs in juvenile correctional facilities which are known to reduce recidivism.

Planned Activities and Services

Support the Department of Juvenile Justice (DJJ) in their existing efforts to improve programming in institutions.

Accomplishments

- No responses were received to solicitations for proposals under this area.
- Best practices are showcased at the ACJJ/DCJS annual conference which is open to all institution staff.

Objective 2: To improve transition practices used in the juvenile correctional centers.

Planned Activities and Services

Support DJJ in endeavors to improve transitional services.

Accomplishments

- The ACJJ approved a grant for DJJ to provide *Transitional Services: Independent Living Program*.
- The ACJJ approved a grant for the Department of Correctional Education to offer *Successful Transitioning with Life Skills and Employability Skills*.

Objective 3: To improve community re-entry programs.

Planned Activities and Services

Support DJJ assessment of re-entry programs.

Provide funding to localities for training and services that will replicate effective re-entry programs.

Accomplishments

- No responses were received to solicitations for proposals under this area.
- The ACJJ approved a grant for an aftercare reentry project in James City County.
- Sessions specific to reentry and transitioning were offered to participants at the Juvenile Justice and Delinquency prevention conferences in 2006 and 2007.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: ADDRESSING CRIMINALIZATION OF JUVENILES WITH MENTAL HEALTH/SUBSTANCE ABUSE NEEDS

Goal: To prevent children from being placed in the juvenile justice system solely for mental health treatment.

Objective: Partner with other state agencies to explore how to keep these children out of the juvenile justice system.

Planned Activities and Services

Continue to participate in the interdepartmental Child and Family Behavioral Health Policy and Planning Committee.

Monitor legislation that passes the current legislative session regarding mental health treatment for children and determine appropriate activities.

Accomplishments

- A member of the Juvenile Services Section of the Department of Criminal Justice Services participates on this Committee.
- Legislation regarding mental health treatment for children was monitored throughout each legislative session of the three-year period.
- In response to concerns regarding competency, the ACJJ approved a grant for the University of Virginia to evaluate the efficacy, efficiency, and cost effectiveness of the Virginia Juvenile Competence Program.

Goal: To improve access to services that effectively prevent children from entering the juvenile justice system.

Objective: To prevent children from abusing illegal drugs and alcohol, a risk factor for delinquency.

Planned Activities and Services

Provide grant funding to localities for model programs that target children who are abusing drugs.

Provide grant funding for model programs for children who are at risk for substance abuse.

Accomplishments

- The ACJJ approved several grants to localities for projects targeting children abusing drugs.
- The ACJJ approved a grant for the Department of Mental Health, Mental Retardation, and Substance Abuse Services to develop five pilot projects providing mental health and substance abuse services to juveniles in detention.
- The ACJJ approved several grants to localities for substance abuse education and prevention projects for at risk youth.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: DISPROPORTIONATE MINORITY CONTACT WITH THE JUVENILE JUSTICE SYSTEM

Goal: Reduce the number of minority youth who come into contact with Virginia's juvenile justice system, at all levels of the system, through the implementation of evidence-based programs or strategies.

Objective 1: Reduce the number of children held in secure detention.

Planned Activities and Services

See Priority Area: Alternatives to Detention

Accomplishments

See Priority Area: Alternatives to Detention

Objective 2: Increase the level and competency of legal assistance available to indigent juveniles.

Planned Activities and Services

See Priority Area: Legal Representation of Juveniles

Accomplishments

See Priority Area: Legal Representation of Juveniles

Goal: Increase knowledge about the problem of disproportionate minority contact with the juvenile justice system in Virginia.

Objective 1: Continue to provide cultural awareness training to juvenile justice system professionals, law enforcement officers, and judges, throughout the State.

Planned Activities and Services

Provide information about DMC during the annual Juvenile Justice and Delinquency Prevention conference.

Accomplishments

- During the 2006 conference, the keynote address was on the DMC Assessment Process.
- Though not specific to DMC, various sessions throughout each of the conferences held during the period touched on issues related to DMC and DMC efforts such as poverty and the Juvenile Detention Alternatives Initiative.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

Provide technical assistance and training as needed.

- DCJS has a designated DMC Coordinator who is available to provide technical assistance upon request.
- The DCJS website posts information on DMC allowing individuals to easily access DMC information at any time.
- DCJS published two *Blueprints for Change* policy papers on DMC as resources for localities and other agencies.
- DCJS and ACJJ members participated in two DMC conferences at Virginia State University.

Objective 2: Ensure that the Advisory Committee on Juvenile Justice is informed and updated about DMC issues in Virginia.

Planned Activities and Services

Plan meetings of the DMC Subcommittee and reactivate it.

Accomplishments

- The DMC Subcommittee of the ACJJ was reactivated and meetings were reinitiated during this period.
- A significant accomplishment of the DMC Subcommittee during the period was developing DMC-specific goals, objectives, and activities for the next Three-Year Plan.

Objective 3: Assist localities in assessing the extent of disproportionate minority representation in the communities.

Planned Activities and Services

Provide grant funding to localities for assessment of DMC.

Accomplishments

- The ACJJ approved several grants for DMC assessments in FY2006 and FY2007.
- In FY2008, the ACJJ approved a grant for DCJS to contract with the Haywood Burns Institute to continue DMC work in Newport News and Norfolk.

Update the State Juvenile Justice System Demographics web page so that the data are current.

- Data for FY2005 is available through the DCJS website. Due to staffing changes and website redesign, the data has not been further updated on-line. However, localities are able to request data and receive it quickly.
- Data has been updated on the OJJDP DMC website.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: AT-RISK CHILDREN AND YOUNG JUVENILE OFFENDERS AGED 13 AND YOUNGER

Goal: Reduce the number of children aged 13 and younger who have contact with the juvenile justice system.

Objective 1: Provide funding for prevention programs that meet local needs.

Planned Activities and Services

Provide grant funding for model prevention programs.

Accomplishments

- The ACJJ approved several grants to localities for model prevention programs.

Objective 2: Improve access to services that effectively prevent the further penetration of young juvenile offenders into the juvenile justice system.

Planned Activities and Services

Provide grant funding to localities for model programs that target juvenile offenders aged 13 and younger and their siblings.

Provide grant funding for model programs for children who are at risk for entry into the juvenile justice system.

Accomplishments

- The ACJJ approved several grants to localities for model programs targeting juvenile offenders aged 13 and younger and their siblings.
- The ACJJ approved several grants to localities for model programs for children at risk for entry into the juvenile justice system.

Objective 3: Evaluate funded programs that target juvenile offenders aged 13 and younger and their siblings.

Planned Activities and Services

Continue funding of the Young Juvenile Offenders initiative evaluation.

Accomplishments

- The ACJJ approved a grant for the DCJS Research Center to complete an evaluation of the Young Juvenile Offenders Initiative.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

Goal: Increase the capacity of state agencies and localities to identify accurately the needs of young offenders.

Objective: Collaborate with child-serving agencies, including the juvenile justice system, to identify the needs of young offenders.

Planned Activities and Services

Accomplishments

Continue the collection, analysis, and sharing of information.

- Juvenile Services Section members serve on a variety of interdisciplinary committees to share information.
- Members of the ACJJ, which includes representatives of child-serving agencies, share information at each meeting and work to facilitate data collection and sharing.
- Agencies represented on the ACJJ routinely share data.

Provide training opportunities to professionals in the juvenile justice system and other child-serving agencies about risk and protective factors for delinquency.

- Three Juvenile Justice and Delinquency Prevention Conferences were held during this period. Attendance was open to all professions in the juvenile justice system and other child-serving agencies. Information on risk and protective factors for delinquency was provided throughout each conference.

Provide training to juvenile justice professionals about model programs and strategies.

- Three Juvenile Justice and Delinquency Prevention Conferences were held during this period. Attendance was open to all professions in the juvenile justice system. Information on model programs and strategies was provided throughout each conference.
- The DCJS website includes links to model programs and strategies allowing localities and agencies to access information at any time.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: PROVIDING ALTERNATIVES TO DETENTION

Goal: Reduce the number of juveniles in detention.

Objective 1: Increase the use of model programs or strategies.

Planned Activities and Services

Accomplishments

Fund initiatives that replicate model programs or strategies.

The ACJJ approved several grants to localities for model programs and strategies.

Provide technical assistance in program implementation.

- DCJS has at least two staff that has been available to provide technical assistance in program implementation.
- Several grants approved by the ACJJ included receipt of technical assistance in program implementation.

Provide training in model strategies and programs.

- Information on various model strategies and programs was provided in each of the three Juvenile Justice and Delinquency Prevention Conferences held during this period.
- The DCJS website includes links to model programs and strategies allowing localities and agencies to access information at any time.
- Several grants approved by the ACJJ provided training to local staff on models and strategies being implemented.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

Objective 2: Reduce admissions for technical violations.

	Planned Activities and Services	Accomplishments
	Fund local programs that provide alternatives to detention.	<ul style="list-style-type: none"> ▪ The ACJJ approved several grants to localities for programs as alternatives to detention. ▪ The ACJJ approved a grant for DJJ to provide day reporting centers as alternatives to detention for probation and parole violators.
	Provide training about alternatives to detention.	<ul style="list-style-type: none"> ▪ Information on alternatives to detention, including the Juvenile Detention Alternatives Initiative (JDAI) was provided at the Juvenile Justice and Delinquency Prevention Conferences during the period.

Goal: Reduce the length of stay in detention.

Objective: Increase the use of community alternatives to detention.

	Planned Activities and Services	Accomplishments
	Offer grant funding for community alternatives to detention.	<ul style="list-style-type: none"> ▪ The ACJJ offered funding for community alternatives to detention and approved several grants to localities for programs as alternatives to detention. ▪ The ACJJ approved a grant for DJJ to provide day reporting centers as alternatives to detention for probation and parole violators.
	Offer grant funding for detention expeditors.	<ul style="list-style-type: none"> ▪ The ACJJ offered funding for detention expeditors and approved several grants which funded expeditors.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: REDUCING SYSTEM INVOLVEMENT OF TRUANTS AND JUVENILES WITH OTHER NEGATIVE SCHOOL-RELATED BEHAVIORS

Goal: Increase the capacity of localities to deal effectively with truant children and their families.

Objective 1: Improve access to services that address truancy effectively.

	Planned Activities and Services	Accomplishments
	Provide grant funding to implement truancy programs.	▪ The ACJJ approved several grants to localities for implementing truancy programs.
	Provide training to address the truancy issues.	▪ The ACJJ approved several grants to localities to provide training and counseling to parents and mentors to address truancy issues.

Objective 2: Improve access to services for suspended or expelled children.

	Planned Activities and Services	Accomplishments
	Provide grant funding for programs for suspended or expelled children.	▪ The ACJJ approved several grants to localities for programs for suspended or expelled children.

Appendix B: Three-Year Plan 2006-2008 Accomplishments

PRIORITY AREA: LEGAL REPRESENTATION OF JUVENILES

Goal: Improve the quality of legal service for juveniles provided by public defenders and court appointed counsel.

Objective: Increase training opportunities for attorneys who provide representation for juveniles.

Planned Activities and Services

Provide funds for initiatives to improve legal representation.

Monitor legislation in the current Session that increases compensation for court-appointed counsel.

Accomplishments

- The ACJJ approved a grant for the Indigent Defense Commission to purchase equipment for developing training materials for court appointed attorneys accepting juvenile cases.
- The ACJJ approved a grant for the Dept. of Mental Health, Mental Retardation, and Substance Abuse Services to develop training for competency counselors working with juveniles before the courts with mental health needs.
- Legislation regarding compensation for court-appointed counsel was monitored throughout each legislative session of the three-year period.

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