

Richmond's Juvenile Justice Collaborative Over a Decade of Collaboration for System Reform: Looking Back to Move Forward

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Ethnic Fairness 28th Anniversary
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The Beginning: Juvenile Detention Alternatives Initiative (JDAI)

- In 2003, Virginia was #2 in nation for detaining youth.
- Use of predispositional detention was excessive.
- Va. Department of Juvenile Justice (DJJ) welcomed Annie E. Casey & JDAI.
- Children's Justice Center (CJC) lead the effort in Richmond.
- Intent: Change policies, practices and programs to ensure only youth who are greatest risk to public safety are held in secure detention.
- Assumption: Unnecessary detention causes great harm and does not improve public safety.

JDAI Eight Core Strategies

- **1. Collaboration** – planning & decision making among the agencies that comprise the juvenile court system, related public service systems and community organizations.
- **2. Use of Accurate Data.** To diagnose the system's problems and identify real solutions.
- **3. Objective Admissions Decisions** – Developing and implementing objective policies and practices for admitting youth to secure confinement that reflect risk of re-offense and non-appearance.
- **4. Case Processing** – Administrative strategizing to reduce unnecessary delays at each step of the juvenile court process (arrest by policy, referral to court intake, judgment of guilt and placement).

JDAI Core Strategies

- **5. Alternatives to Detention** – Providing a continuum of supervision that ranges from secure custody for dangerous youth to less restrictive options for youth whose risk of re-arrest or non-appearance can be moderated by program participation.
- **6. Special Cases** – Developing strategies to address detention due to detention orders, violations of probation and youth awaiting placement.
- **7. Focus on eliminating racial disparities** by data tracking, staff diversity, cultural training and development of community-based programs.
- **8. Conditions of Confinement** – Providing routine, detailed inspections to ensure proper conditions for youth.

JDAI Phase I: Implementation 2003 - 2007

- Initial 18-month commitment from partners.
- System & Attitude changes by the end of 18 months:
 - CJC staff met with youth & families before court to gather information to expedite the detention or release decision at arraignment. (**Expeditors**)
 - Expeditors, Commonwealth's Attorneys (ACA or prosecutors) and Defense Attorneys (DA) talked before court.
 - Weekly **detention reviews** lead by Court Service Unit (CSU or probation department) assessed youth for possible release.
 - Partners looking for alternatives.
 - Service providers changed perceptions through education.
 - Police brought more appropriate cases.
 - Partners committed to **system reform**.

JDAI Phase I Accomplishments

- **Detention Alternatives**
 - Piloted and implemented a **continuum of release options**. i.e. home electronic monitors (HEM)
 - **In-home services** provided by the Center for Child & Family Services met youth & families at court prior to detention hearing. (“No delay” practice)
 - **Shelter/respice care** detention alternative lead by Richmond Department of Social Services (RDSS) resulted in beds at St. Joseph’s Villa funded by Richmond Department of Justice Services (RDJS).
 - Secured a 5-year grant for the **Evening Reporting Center** managed by RDJS.

JDAI Phase I Accomplishments

- **Case Processing**
 - Conducted **Court User Survey** through Clerk's office.
 - Developed **Detention Review Committee**.
 - **Court reminder process** conducted by expeditor.
 - **Expedited docketing** technical violations within 5-7 days.
 - Created a court **“walk the tracks”** flow chart to examine decision points from police contact through final disposition resulting in improved docketing.
 - Outreach Detention expanded to include **after hours outreach program**.

JDAI Phase I Accomplishments

- **Special Populations** (Competency, Circuit Court and Violation of Probation/Parole)
 - Richmond Behavioral Health Authority (RBHA) implemented **community-based restoration services** to court-ordered youth deemed incompetent.
 - RBHA applied for SAMSA grant to develop **day reporting center** for pre-adjudicatory mental health/substance abuse placement.
 - **Probation sanctions grid** developed and implemented to reduce numbers of youth in detention for probation violations.
- **Data Task Force**
 - Introduced objective decision making tool **Detention Assessment Instrument (DAI)**.
 - Identified data entry issues within detention intake process, clerk's office and CSU. Implemented a plan of action.

JDAI Phase I Accomplishments

- **Conducted Quarterly Cross-Trainings** with partners.
- **Youth Court Task Force**
 - Through a police grant, developed and implemented Youth Court in Huguenot High in partnership with Virginia Bar Association and University of Richmond.
- **School Truancy & Reenrollment Issues**
 - Identified practices and policies which affect school placement and services for detained youth.
 - Signed a MOU with schools.
- **Expeditor Newsletter**
- **Conducted Onsite Program Observations** of community programs for potential use as alternatives and other referrals.

JDAI Phase I: Transitioning to JDAI Phase II (Juvenile Justice Collaborative) 2006 - 2007

- Technical assistance grant to CJC ended.
- CJC duties transitioned to CSU.
- JDAI work aligned with court's strategic planning process goal: To Create an Inter-disciplinary Team to Integrate Best Practices in Juvenile Delinquency and Child in Need of Supervision/Truancy & Runaway (CHINS) cases.
- Strategic Planning Sessions lead by consultant (Dr. Brenda Wagenknecht-Ivey) to identify JDAI focus areas & Project Action Planning format introduced.

JDAI Phase I: Transitioning

- Virginia Commonwealth University (VCU) Clark-Hill Institute & RBHA Friends of Prevention Coalition conducted Prevention Needs Assessment for the City of Richmond-December, 2007.
- Extensive data collected and analyzed that was relevant to all partners.

JDAI Phase II: Juvenile Justice Collaborative “Kickoff” 11-14-07

- JDAI principles have been incorporated into policies, practices and programs.
- Name changed to Juvenile Justice Collaborative (JJC), continued with JDAI principles and expanded to include prevention and CHINS focus.
- Meeting facilitated by consultant (Tammy Jackson) to define Mission & Vision; Governance Structure; Ground Rules & Guiding Principles.

Juvenile Justice Collaborative

- **VISION** – Creating a comprehensive system that helps delinquent and at-risk youth become law abiding citizens while maximizing community safety and strengthening families.
- **MISSION** – Facilitate process and systems improvements among stakeholder agencies through collaboration that will result in improved outcomes for the youth and families of the City of Richmond.
- **GOALS** – (1) Establish seamless service delivery. (2) Identify and close service gaps. (3) enhance systems processes. (4) Ensure timely placement of youth and their families in the most appropriate human services system.

JJC Projects 2008 - 2014

- Priority Projects were identified by the JJC at retreats and special meetings and carried out through various workgroups over the years.
- Workgroups were chaired by various partner agencies.
- Written Action Plans were prepared.
- JDAI updates, celebrations & site assessments remained agenda items throughout the period.

Key JJC Priority Projects

- **School Transition/Reenrollment Workgroup.** To expeditiously return students to school after suspensions, expulsions, state commitments or homelessness. **Leaders:** Richmond Public Schools (RPS) & Legal Aid Just Children. **Outcome:** MOU to ensure enrollment in RPS.

Key JJC Priority Projects

- **Parent Accountability Project.** Parental expectations for parents/guardians of court involved youth. **Leader:** CSU. **Outcome:** Parental Participation form to be signed by parent.
- **Cross Training Project.** Partner agencies shared information on programs, policies, etc. **Leader:** CSU. **Outcome:** Quarterly training sessions conducted by agency partners.

Key JJC Priority Projects

- **Juvenile Accountability Block Grant.** CSU contracted with the University of Cincinnati (Edward J. Latessa, PhD) to evaluate programming. **Leader:** CSU. **Outcomes:** (1) Evaluation of programs by DJS & CSU. i.e. Review of GILS (Graduated Intervention Levels System); (2) Training on Evidence Based Curriculum; (3) Training on EPICS (Effective Practices in Community Supervision).

Key JJC Priority Projects

- **Disproportionate Minority Contact (DMC).** A statewide DMC assessment final report resulted in five (5) recommendations for the City of Richmond. The JJC incorporated them as Priority Projects for 2013.
- **DMC Recommendation #1 – Analyze Existing Programming. Leader: CSU. :** Preliminary report.

Key JJC Priority Projects

- DMC Recommendation #2 – **Improve data.** Leader: CSU. **Outcome:** Worked with state DJJ to obtain relevant data.
- DMC Recommendation #3 – **Develop a Post-Disposition Program in detention.** Leader: Detention Superintendent. **Outcome:** Program became operational 7/1/2014.

Key JJC Priority Projects

- DMC Recommendation # 4 – **Reduce school based referrals. Leader:** RPS & Police. **Outcome:** Teske team presentation on Community Based Alternatives to School Discipline 10/2014. Follow up ongoing.
- DMC Recommendation #5 – **Incorporate objective assessment into diversion decisions. Leaders:** CSU, Prosecutor, Defense. **Outcome:** Instrument identified.

Teske Team Retreat-Toward Collective Impact

- Judge Stephen Teske of Clayton County, Ga. and his team conducted a 2-day training with JJC partners fall 2014.
- Theme - ***Community Based Alternatives to School Discipline: Encouraging the Development of a “System of Care” Approach in the City of Richmond.***
- Moving from a Collaborative to Collective Impact
- **Collective Impact** is the commitment of a group of important actors from different sectors to a **common agenda** for solving a specific social problem.

Teske Team Retreat

- Defining the specific social problem:
Reducing school arrest and referrals to the court.
- Stakeholders agreed to a timeline to work toward an Interagency Agreement.
- Agreed to develop a list of statements that everyone could agree to so that the message would be the same.

JJC Transitioning to Collective Impact

- Winter 2015 – present. A time of transition.
- JJC Steering Committee consisting of agency heads and policy makers was created.
- Working to refocus the larger JJC.
- Transitioning the work of the **Collaborative** from agencies that operate in silos to a **Collective Impact** model where agencies work together toward a common social problem.

Key JJC Dates in 2015/2016

- **Violence Prevention Training Grant** awarded to Richmond City Health District (RCHD) by Center for Disease Control (CDC) and JJC agreed to be interdisciplinary team needed.
- A.E. Casey **JDAI Assessment** results and recommendations presented to JJC.
- Consultant retained to assess partner readiness for Collective Impact – Erima Fobbs of **Collective Impact Health (CIH)**.
- National report from the **Center for Public Integrity** citing VA. as #1 in referring students from school to court released.

Key JJC Dates in 2015/2016

- JJC Steering Committee **strategic planning sessions** and **mapping process**.
- Police and Schools initiated **L.I.F.E. Program**. (Law Enforcement Intervention Focusing on Education) as a school diversion program.
- Governor McAuliffe created **Classrooms Not Courtrooms** to be executed by his Children's Cabinet consisting of Va. Department of Criminal Justice Services (DCJS), Va. Department of Education (DOE) and Va. Department of Juvenile Justice (DJJ).
- JJC Liaison Judge Angela Roberts attended a first ever **50-State Forum** to discuss advances in juvenile justice.

JJC Proposed Outcomes, Strategies and Priority Work Areas

OUTCOMES

- Robust, Committed, Ongoing Collaboration
- Data Driven, Evaluation Processes
- Thriving Resource Development and Funding
- Successful Intervention and Prevention Programs
- Comprehensive Evidence Based System

STRATEGIES

- Strengthen the JJC, build awareness about the JJC and expand membership. Ie. Parent, business community.
- Identify resources and processes for evaluation of programs.
- Seek grant, foundation and government funding.
- Implement prevention and intervention programs.
- Develop and implement a measurable action plan.

JJC Proposed Outcomes, Strategies and Priority Work Areas

PRIORITY WORK AREAS

- Maintain JDAI Strategies
- Improved School Discipline, School and Community Arrest Practices
- Evidence Based Programs for Court Involved Youth
- Violence Prevention

National JDAI

- State of JDAI Address Highlights from new Executive Director, Nate Balis 12/15 –

Detention reform has great momentum.

How do we sustain it? **Commitment to continuous improvement.**

- **Racial & ethnic disparities** remains a glaring problem.
- Great public and bipartisan support for change.
- Revisit *Pathways to Juvenile Detention Reform: Beyond Detention-System transformation through juvenile detention reform #14*. (A.E. Casey's JDAIHelpdesk.org)

Virginia Department of Juvenile Justice (DJJ)

- Expanded focus on reducing residential commitments (Deep end)
- Promoting community based treatments.
- Closed all but two facilities in last decade.
- Less than 400 youth currently committed.
- Shorter lengths of stay is norm.

50-State Forum Resources

- The Council of State Governments Justice Center:
Collaborative Approaches to Public Safety –
csgjusticecenter.org/youth/posts/juvenile-justice-forum/
- Status Offense Reform Center –
www.statusoffensereform.org
- Juvenile defense attorneys –
www.modelsforchange.net/resourcecenters
- Prosecutor perspectives on Juvenile Justice -
pewtrusts.org/publicsafety

50-State Forum Resources

- JDAIHelpdesk.org
- Systems of care for JJ and child welfare: Robert F. Kennedy National Resource Center for Juvenile Justice. www.rfknrcjj.org
- National Center for Mental Health and Juvenile Justice – www.ncmhjj.com
- Juvenile Justice Resource Hub – partnership between National Juvenile Justice Network, MacArthur Foundation and Juvenile Justice Information Exchange. Jjie.org/hub

Miscellaneous Resources

- “*Dear Colleague Letter*” from US Department of Justice, Civil Rights Division and US Department of Education, Office for Civil Rights to school administrators regarding nondiscriminatory administration of school discipline dated 1-8-2014.

Role of Judicial Leadership

- Code of Judicial Conduct
- National Council of Juvenile & Family Court Judges (NCJFCJ)
- Core Principles for Reducing Recidivism
- *Judges Can Do Enormous Good If They Look at What Works for Juveniles* by Judge Steven Teske 1/6/16 - jjie.org/judges-can-do-enormous-good-if-they-look-at-what-works-for-juveniles/

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