

**INTERIM REPORT OF THE
VIRGINIA DEPARTMENT OF CRIMINAL JUSTICE
SERVICES**

**EVALUATION OF THE
RICHMOND CITY CONTINUUM
OF JUVENILE JUSTICE SERVICES**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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TABLE OF CONTENTS

I.	REPORT AUTHORITY	1
II.	EXECUTIVE SUMMARY	1
III.	INTRODUCTION.....	2
	Continuum Philosophy	2
	Description of the Richmond City Continuum.....	3
	Richmond City Continuum Missions and Goals	4
	Continuum Program Description	5
IV.	ADMINISTRATIVE REVIEW	9
	Stakeholders Meetings.....	9
	Continuum Management.....	10
V.	PROGRAM EVALUATION METHODOLOGY	13
	Interviews.....	13
	Survey Data	14
	Review of Court Service Unit Files.....	14
VI.	PROGRAM EVALUATION FINDINGS.....	15
	Program Processes	15
	Continuum Client Characteristics.....	20
	Continuum Path for Juveniles	24
	Interview and Survey Findings.....	28
VII.	CONCLUSIONS & RECOMMENDATIONS	33
	Administrative Recommendations	34
	Interim Programming Recommendations	34
VIII.	ACKNOWLEDGMENTS.....	39

Appendix 1: Report Authority from 1996 Appropriations Act

Appendix 2: Administrative Review Interviews of Key Personnel

Appendix 3: Stakeholders in Richmond City's Continuum of Care Pilot Program

I. REPORT AUTHORITY

This report is submitted to the General Assembly as an interim report on the Richmond Continuum of Juvenile Justice Services pilot program. Item 476B(3) of the 1996 Budget Bill directs the Department of Criminal Justice Services (DCJS), in consultation with the Department of Juvenile Justice, to evaluate the results of the Richmond Continuum of Juvenile Justice Services pilot program and provide the General Assembly with an interim report by November 1996 and a final report by November 1997 (see Appendix 1).

DCJS produced a preliminary report on the Continuum program in late 1995 as directed by Item 576B(3) of the 1994 Budget Bill.

II. EXECUTIVE SUMMARY

In 1994, the General Assembly authorized funding for the development and implementation of new community-based programs and services for adjudicated juveniles in the City of Richmond. The new programs and services augmented the existing system, creating a wider range of sentencing options called the Richmond City Continuum of Juvenile Justice Services. The Continuum primarily strives to hold juvenile offenders accountable with appropriate sanctions, provide a diverse range of services, and retain offenders in the community. Implementation of the Continuum programs began in 1995. At this time, at least nine new programs and services are accepting offenders.

This evaluation was designed to provide information on the program characteristics and processes, the offenders participating in the Continuum programs, and professional reactions to the Continuum program. A limited amount of preliminary outcome information is also provided; however, outcome assessment will be pursued more thoroughly in the next year of the evaluation. Four post-dispositional sanctioning programs were reviewed in detail during this phase of the evaluation: Intensive Supervision Program, Extended Day Treatment, Juvenile Boot Camp and Aftercare, and the Post-Dispositional Detention Program. The information reported in this document was collected through a combination of interview, survey, and case file review activities.

The evaluation results indicate that juvenile justice professionals in the City of Richmond are very satisfied with the Continuum program and are particularly pleased with the array of services and sanctions it provides. File review information reveals the striking life circumstances of the children served by the Continuum programs, which frequently include very low educational attainment, substance abuse, a high proportion of deceased fathers, and family histories of criminal activity and substance abuse. A review of program processes indicates that programs are attempting to respond to these client needs by modifying programming as needed and integrating, to the degree possible, the Continuum services.

Juvenile justice professionals who interact with the Continuum programs are particularly pleased with the increased supervision provided by these programs. Although preliminary outcome information indicates that many Continuum offenders have returned to the attention of the juvenile justice system, most are charged with Violations of Probation which are attributed to increased supervision. Probation Officers and program staff reported improving outcomes for Continuum clients, and Probation Officers generally asserted that Continuum clients are responding more positively than juveniles in non-Continuum placements.

The Continuum is a dynamic system which continues to be developed in many respects, therefore conclusions are preliminary at this point. Response to the Continuum effort has been positive and programs do provide a diverse array of services; therefore, evaluators recommend that the General Assembly continue funding for these programs. However, juvenile justice professionals have identified areas of concern which require further study. To explore these concerns and the continuing effects of Continuum programming, evaluators also recommend that the General Assembly direct the Department of Criminal Justice Services to continue this evaluation effort. For this interim report, the evaluators have also developed several recommendations that may be useful in guiding program development and improving program effectiveness.

III. INTRODUCTION

CONTINUUM PHILOSOPHY

Historically, the juvenile justice system has had a greater focus on rehabilitation than has the adult criminal justice system. In the 1980s, adult system reform efforts focused on four sentencing goals -- treatment, general deterrence, retribution, and incapacitation -- and fashioned a service system designed to promote those goals through a series of penalties that progressed in severity. During the past decade both the adult and juvenile justice system have undergone a transformation based on a crime control theoretical model. One of the outcomes of this transformation is an adoption by the juvenile justice system of the progressive adult dispositional strategies.

The continuum approach partners a graduated sanction system with the pooling of community resources through a cooperative local effort to address the needs of juvenile offenders. The model advances that a juvenile in the court system for a first offense, or for a minor offense, should be treated less severely than a serious, chronic, or violent offender. The underlying precept of the continuum philosophy is that public safety can be improved by providing prevention, intervention, and treatment services to at-risk and delinquent youth. Through the use of risk and needs assessments, each juvenile offender is individually evaluated so the juvenile is placed at the appropriate level along the continuum to best address the needs of the individual while adequately protecting the public. As the number and severity of offenses increase, so should the severity of

treatment along a continuum of interventions with that offender. In theory, a graduated sanction system is more efficient than routine, standard, and sometimes uncoordinated juvenile justice interventions.

DESCRIPTION OF THE RICHMOND CITY CONTINUUM

In 1994, the Virginia General Assembly appropriated funds to the City of Richmond to establish new community-based programs and services for adjudicated juveniles. The new programs and services augment the existing system, creating a wider range of dispositional options called the Richmond City Continuum of Juvenile Justice Services. The Continuum, including all existing city sponsored programs, is administered and supervised by the Richmond Office of Juvenile Justice Services (OJJS). Implementation of the Richmond City Continuum began in 1995. As of October 1996, at least nine new programs and services have been implemented and are currently accepting adjudicated juveniles. New programs and services are continually being planned to address the unique, but common, needs of adjudicated juveniles. Continuum stakeholders (see Appendix 3) are currently working on addressing the high prevalence of substance abuse in juvenile offenders and their families. In addition, established programs continue to change and/or implement new services. Thus, the Continuum can be conceptualized as a dynamic system devised to hold juveniles accountable for their behavior while meeting the diverse needs of this population.

The main goals of the Richmond City Continuum may be characterized as follows:

1. To hold juvenile offenders accountable for criminal behavior with appropriate sanctions which fit the severity of the offense
2. To meet the needs of adjudicated juveniles by providing a diverse range of services
3. To retain offenders in the community by providing them with community-based services, while simultaneously increasing community safety.

To achieve the first goal, new dispositional options were incorporated into the pre-existing system. This provided an array of sanctions which increased in their restrictiveness. Consequently, the new system allowed judges to apply less restrictive sanctions to less serious offenders and more restrictive sanctions to more serious offenders. To achieve the second goal, the City of Richmond offered Continuum youths a range of services through the integration of various existing community systems, including mental health, education, and social services. The services offered within the Continuum system were designed to teach skills needed to obtain positive goals, such as educational achievement, employment, life skills, etc., while decreasing the risk of re-offending. To achieve the third goal, the majority of new sanctions and services are community-based. Thus, juvenile offenders can be held accountable for their behavior, while at the same time receiving treatment and

rehabilitative services. These three goals attempt to achieve benefits that exceed simple retribution for criminal activity.

RICHMOND CITY CONTINUUM MISSIONS AND GOALS

The Continuum Stakeholders have developed a mission statement, goals, and objectives of the Richmond City Continuum of Juvenile Justice Services. The mission of the Continuum is to promote public safety, to reduce recidivism, and to prevent juvenile delinquency through a continuum of services which empowers all participants to achieve measurable success. The Continuum targets both juveniles at-risk of offending and juvenile offenders. To achieve this mission, the Stakeholders defined the following objectives to address:

- Increase public education and awareness.
- Ensure that Continuum youth successfully complete residential and community programs.
- Increase school performance.
- Provide appropriate educational services and programs for Continuum youth with special needs.
- Ensure that Continuum youth attend substance abuse treatment classes and groups, implement random drug testing, and develop substance abuse treatment programs for this population.
- Ensure that Continuum youth complete Aftercare and Intensive Supervision programs, and create, and advocate for, support systems for Continuum youth.
- Increase family counseling and family support services to Continuum youth and their families.
- Create vocational and job skill opportunities, assist in acquiring job skills and teach positive values to Continuum youth.
- Create new and more effective programs for juveniles and make the public and lawmakers aware of juveniles' unique needs.

Stakeholders assert that by meeting specific objectives in these areas, the Continuum program may affect the Richmond City community in the following ways:

- Increase the public's feelings of safety and confidence.
- Reduce juvenile delinquency through the provision of residential and community-based programs for Continuum youth.
- Improve educational outcomes and reduce the drop-out rate.
- Reduce substance abuse among Continuum youth.
- Reduce recidivism among Continuum youth.
- Increase accountability and help mend families.
- Provide opportunities for Continuum youth to acquire pro-social values and vocational and life skills.
- Advocate for youth and promote juvenile justice system reforms.

To meet these goals and objectives, the Richmond OJJS has implemented a number of programs and services funded by the 1994 General Assembly Appropriations Act. However, there are a number of other services, not funded by this act, which are included in the Richmond City Continuum. Therefore, to gain a true understanding of the range of services in the Richmond City Continuum, both services funded by the 1994 Appropriations Act and those not funded by this Act will be discussed.

CONTINUUM PROGRAM DESCRIPTION

Pre-existing Programs

Outreach/ Electronic Monitoring Detention Services.

The Outreach Electronic Monitoring program is a non-residential, pre-dispositional program. The program was designed for juveniles who have been charged with non-violent offenses who would otherwise be detained in secure detention. Outreach case managers provide constant non-custodial surveillance of the juvenile. In addition, juveniles are required to have four face-to-face check-ins weekly. Outreach counselors also refer juveniles to appropriate services based on individualized treatment plans (e.g., substance abuse education, WellSprings self-esteem groups, individual and family counseling, etc.).

Secure Detention Services.

Secure Detention is a residential pre-dispositional program designed for juveniles who are judged to be a public safety risk. Juveniles reside in the Richmond City Secure Detention Center.

Post-Dispositional Detention Program.

The Post-Dispositional Detention program was designed for serious or chronic offenders as a last resort before commitment to the Department of Juvenile Justice Services. Post-Dispositional Detention is a two-phase program. The first phase is a residential program which should not exceed six months. During this phase, juveniles reside in the Richmond City Secure Detention facility, and receive counseling, educational, recreational, and/or vocational services in the community. The second phase is a non-residential aftercare program. In addition, juveniles may be given home and overnight visit privileges. During phase II juveniles receive the same services as in phase I, but reside either at home or in an alternative placement.

Probation/Parole Services.

Probation/Parole services are designed to monitor juvenile offenders on probation or parole. Probation/Parole Officers play an important and integral part in the Continuum system. They may refer or recommend juvenile offenders into Continuum programs, and act as a liaison between Continuum staff and the court. Continuum staff report the progress of each juvenile to the Probation/Parole Officers. Consequently, the

Probation/Parole Officers are responsible for informing the court when a juvenile is not complying with probation or parole terms.

Commitment to the Virginia Department of Juvenile Justice (DJJ).

Juveniles are committed to a juvenile correctional center for a period of confinement, determined by the court.

Stepping Stone Group Home.

Stepping Stone is a residential group home for male offenders requiring out-of-home placement. Stepping Stone focuses on the provision of structure, behavioral consequences, and educational assistance. Juveniles living at Stepping Stone are required to attend school regularly or secure employment. In addition, Stepping Stone provides educational, vocational, recreational, and community service activities.

Family-Operated Group Homes (FOGH).

FOGH is a residential program designed to allow adjudicated juveniles to live with a family which can provide the appropriate structure and supervision. They are private homes which can accept one to three adjudicated youths. In addition, FOGH provides referrals to appropriate services based on individual treatment plans. Currently, four families within the Richmond area have received training to meet the unique needs of juvenile offenders.

Oasis House.

Oasis House is a temporary residential crisis shelter for adolescent males and females. Oasis House provides individual, group, and family counseling, and educational and recreational services.

Independent Living.

Independent Living is a residential program for older juveniles aged 16-19. Juveniles are required to maintain an apartment, purchase and prepare their own meals, and secure employment. The Independent Living Program provides life skills training, individual and group counseling, educational services, and substance abuse counseling/education.

Project Tutor.

Project Tutor is a non-residential program designed to increase academic performance, school attendance, and decrease behavior problems in school. The program provides juveniles with one-on-one tutoring for two to three hours every Saturday. Project Tutor is operated in partnership by the DJJ 13th District Court Service Unit and Virginia Commonwealth University.

New Programs

Intensive Day Supervision and Extended Day Treatment.

The Intensive Supervision Program (ISP) and Extended Day Treatment (EDT) are two separate but interrelated sanctions. ISP and EDT are nine month non-residential sanctions developed to provide supervision to adjudicated youth during after-school hours and on weekends. EDT provides a more restrictive environment and offers more services than ISP. Juveniles in both programs receive educational and vocational services, anger management training, life skills training, random drug testing, community service activities, and group counseling based on the Positive Peer Culture Model.

Intensive Supervision Program (ISP). ISP was designed for juveniles who may be safely retained within the community, but are at a high risk of violating probation requirements (e.g., curfew violations). A major goal of ISP is to facilitate parental supervision of the juvenile through parenting skills training, family counseling, and four home visits per week.

Extended Day Treatment (EDT). EDT was designed for youth who may be retained within the community, but typically have severe emotional and behavioral problems, special education needs, a history of abuse, and are three to five years behind in their educational development. The primary focus of EDT is on meeting the severe psychological, behavioral, and educational deficiencies of these juveniles.

Virginia Juvenile Boot Camp and Aftercare.

The Virginia Juvenile Boot Camp is a five-month, military-style residential program. The Boot Camp was designed for non-violent, non-serious offenders who might otherwise be committed to the Department of Juvenile Justice. Juveniles receive educational and vocational services, individual and group counseling, physical training, life skills training, and anger management training. The main goal of the program is to create positive attitudes and behaviors through the successful completion of educational and physical goals using the Positive Peer Culture Model.

The Virginia Aftercare program is a six-month, non-residential program for offenders who have successfully completed the Virginia Boot Camp. The main goal of the Aftercare program is to help offenders transfer skills obtained at the Boot Camp to community life. Juveniles are required to attend the Aftercare program 11 hours weekly. Juveniles are also required to attend school regularly or secure employment. The Aftercare program provides group counseling for the juveniles and parents, assists juveniles in school enrollment, job placement, and makes referrals for substance abuse and individual/family counseling when needed.

Family Preservation.

Family Preservation is a non-residential program designed to prevent out-of-home placement for serious or chronic offenders. The main goal of the Family Preservation Program is to provide parents with skills to create a more structured, nurturing environment in the home. The specific needs of each family are assessed and referrals to appropriate services are made. In addition, Family Preservation provides assistance to

families through 24-hour emergency services contacts and in-home visits to train parents in appropriate parenting techniques.

Spectrum/Family First Initiative.

Spectrum is a non-residential program designed for families who have trouble maintaining control of their children. Spectrum focuses on teaching parents the skills needed to appropriately supervise and reduce or eliminate their child's problem behavior. Spectrum provides assistance to families through phone contacts, family conferences, family meetings, and referrals to appropriate services.

Diversion Programs for First Time Offenders

Currently, a number of diversion programs are being planned and implemented. Diversion programs are designed for first-time juvenile offenders. If the juvenile complies with the requirement of a diversion program, his/her charge may be dismissed.

Law Related Education Program.

The Law Related Education Program is a newly implemented non-residential program designed for first-time offenders. The Law Related Education Program provides education on consequences of unlawful behavior, self-esteem groups, and anger management training. Juveniles are required to participate two hours a week for six to eight weeks. This program is operated by the Department of Juvenile Justice 13th District Court Service Unit.

Community Service Work.

Community Service Work is a sanction which may be used alone for first time offenders or in concert with other sanctions for more serious offenders. Community Service Work is a community-based service which focuses on community betterment projects. This program is operated by the Department of Juvenile Justice 13th District Court Service Unit.

Weekend Community Service Work.

Weekend Community Service Work is a newly implemented weekend residential program. Weekend Community Service was designed for juveniles who would otherwise be placed in the detention center. Juveniles are required to perform community service work over the weekend while staying at Oasis House or Stepping Stone Group Homes. This program is operated by the Department of Juvenile Justice 13th District Court Service Unit.

Services Provided by Other Richmond City Systems

Mental Health Services.

A number of services are provided by state-funded and private mental health agencies. These agencies provide individual, group, and family counseling, including substance abuse assessment and treatment. Programs which typically provide services to juvenile offenders include the Virginia Health Center and Treatment Alternatives to Street Crime.

Virginia Health Center (VHC). The VHC provides relapse prevention services to adjudicated juveniles. Continuum youth may receive individual or group substance abuse education and training.

Treatment Alternatives to Street Crime (TASC). TASC is an out-patient treatment program for offenders and families with substance abuse problems. TASC provides on-site substance abuse screening and counseling to a number of Continuum programs.

Educational Services.

Bridge/Continuum. The Bridge/Continuum was designed to serve youth who have been court-ordered to attend either ISP or EDT programs, but have been expelled from the public school system. Juveniles attend school in a non-residential facility operated by the Richmond Public School System. The juveniles are required to attend six and a half hours of school daily and a five-week summer school program.

Adult Learning Center. The Adult Learning Center provides General Equivalency Degree classes. The Adult Learning Center has agreed to accept Continuum youth who wish to obtain their General Equivalency Degree.

IV. ADMINISTRATIVE REVIEW

This Administrative Review is an assessment of the Continuum across programs, program administrators, and executive personnel. The review involved three primary activities: 1) attendance at stakeholders meetings and review of minutes of stakeholders meetings; 2) review of written contracts, reports, and billings by the City of Richmond to the Department of Juvenile Justice (DJJ); and 3) interviews with key personnel (see Appendix 2) involved with the Continuum.

STAKEHOLDERS MEETINGS

The stakeholders meetings are held every other month. The purposes of the meetings are to facilitate communication, promote problem solving, and communicate changes in Continuum programs or policies. Participation in the stakeholders meetings has expanded and now regularly includes seventeen individuals representing more than twelve programs and organizations (see Appendix 3) Attendance ranged from nine to twenty-six persons at the seven meetings held since September of 1995. In addition, "pre-stakeholders" and other special ad-hoc meetings have been held to resolve issues which required detailed discussion, but which may not have necessarily involved the entire stakeholders group.

During the early stages of Continuum implementation, stakeholders meetings focused on discussing programs, reporting referrals and program capacity, and forging agreements regarding communication procedures. These agreements and the process for building consensus and approval were important in developing trust among city juvenile justice staff, court personnel, and service providers.

The stakeholders meetings also became an avenue for program problem solving and increasing access to services. For example, lack of telephones in some homes was a barrier to youth participation in the electronic monitoring program. Two stakeholders suggested using a restricted telephone program and researched the cost of providing the phone service necessary for youth to be electronically monitored. Funds were provided by the City of Richmond, thus removing the barrier to using the electronic monitoring. The judges were informed that they could start ordering youth into the program immediately. This is one example of cost savings through Continuum programs (assuming these youth would have otherwise been placed in secure detention): the phone cost plus the electronic monitoring cost of such a placement is 30% of the \$111 daily secure detention cost.

As the stakeholder meetings progressed, the meeting content began addressing more overarching considerations. Differences between the original "Continuum Plan" and actual experience emerged. These differences were the subject of a planning retreat. The retreat served to refocus the mission of the Continuum as well as to incorporate new participants as stakeholders. Currently, a stakeholders' task group is exploring integration of specialized services into the Continuum.

CONTINUUM MANAGEMENT

The Continuum, including all existing city sponsored programs, is administered and supervised by the Richmond Office of Juvenile Justice Services. The Juvenile Services Administrator reports to the Assistant City Manager for Human Services. This administrator has the authority to sign contracts, and approve and monitor expenditure of funds. A deputy administrator was hired in August of 1996. The deputy administrator has administrative responsibility for detention home and other programming. A secretary provides secretarial support and accounting functions.

Boot Camp Opening

The establishment of the Boot Camp Program was a significant accomplishment in this year. The Contract for the Boot Camp represented a unique partnership between the City of Richmond and DJJ. The City of Richmond issued the request for proposal (RFP) on July 25, 1995. The RFP requested a residential Boot Camp which included residential and educational services and provided for non-residential aftercare services. The daily population to be served in the residential and educational components is 45, with 25 youth placed by the 13th District Juvenile and Domestic Relations Court and 20 youth referred by the Department of Juvenile Justice. The Contract was awarded to Youth Services International (YSI) and included the Department of Correctional Education among the contracting parties. Compensation is not to exceed \$1,971,000, which is billable on a per diem basis of \$75.00 per occupied bed, and \$ 20.00 per student based upon a five day week for education. The Boot Camp, known as Camp Washington, accepted its first group of youth in late January of 1996.

Agreement on the referral process was a significant event in the relationship between the Judges of the Juvenile and Domestic Relations Court-13th Judicial District, the Court Services Unit, and the City of Richmond. Lack of clarity in the initial criteria and process resulted in a series of meetings and a final agreement regarding program referral. There has been some difficulty in maintaining a full cohort of referrals from the City of Richmond. Streamlining the "paperwork intensive" referral process is a focus of current problem solving efforts. Access to school reports was noted as a particular barrier in completing the referral process, along with psychological and diagnostic testing.

The referral criteria, by necessity, eliminates youth with mental health or serious emotional disturbances, and those with medical conditions which would limit their ability to participate in physical training requirements. Physical examinations and immunizations are provided through the detention center health care staff for youth who do not have access to private health care. Placement of youth awaiting Boot Camp admission is also an issue. At present, the stakeholders have agreed to recommend that youth who do not meet the Boot Camp admission criteria be placed in secure detention.

In late June, the contract was supplemented to provide capacity for twenty females. The twenty slots are evenly divided between the City of Richmond and the Virginia Department of Juvenile Justice. The first cohort of seven females was admitted in early September. The vendor was required to erect an additional building at the Boot Camp site to accommodate females. This building is used as a residence and for exercise and school attendance. Visual contact between males and females is blocked. The dining room, computer lab, and recreational field are used in time phases to prohibit male and female contact. The addition of juvenile females is an innovation for the field of juvenile justice, nationally only one other known Boot Camp admits female juvenile offenders.

The aftercare component for the City of Richmond Boot Camp participants involves extensive contacts with the YSI aftercare staff. Aftercare is provided for six months and involves a minimum of two youth contacts per week. Weekly parenting classes are also provided to the parents of Boot Camp youth.

The contract for the aftercare program specifies that the program provides the structure and services described below. Aftercare be conducted in phases involving very close monitoring in the initial days and weeks after release and a gradual lessening of contacts in the later stages. Youth are encouraged to find employment and to participate in sports and extracurricular school activities. Tutoring services are provided. Juveniles earn points during their aftercare program participation. As a juvenile's point level increases, his required reporting and participation requirements diminish. The Department of Juvenile Justice conducted a preliminary certification visit to the Boot Camp in October of 1996 in preparation for a formal certification procedure to be held in 1997.

Partnership with Richmond Public Schools

Development of Educational Programming and involvement of the Richmond Public Schools has led to an innovative partnership. The initial involvement through the Bridge School and Educare program has resulted in improved cooperation and focus on Continuum youth.

Associated Educational Services (AES) has undergone many programmatic changes since their initial Continuum contract. Staff have indicated that they view their role as part security officer, part counselor, part educator. Staff screen participants for weapons and drugs. Special efforts have been made in providing staff development and training for this staff to equip them to meet the challenges of working with this population.

Interrelated "System" of Sanctions and Services

Progress in moving from a series of programs to a system or "true continuum of services" is apparent. Programming in the Continuum has expanded beyond the three programs included in the initial agreement between the City of Richmond and the DJJ. This is reflected in a more diverse set of provider contracts. The YMCA and Child and Family Services are two new partners in the services to Continuum youth. There are also a variety of special placements contracts. This progress is also reflected in a more "family friendly" and fluid definition of program options. For example, a parent may receive parenting services from a number of sources. If a parent misses the weekly aftercare parents meeting, they can attend the parenting class offered by Richmond Spectrum First.

An innovative program partnership has resulted in the "Weekend Community Program." The program is designed to ease overcrowding in secure detention by providing youth with non-violent offenses an opportunity to participate in community service projects. Up to seven youth are detained in "staff" secure custody on weekends at the Stepping Stone Group Home for boys and the Oasis House for girls. The juvenile justice Continuum's security staff provides security for community service work projects designed by the City of Richmond's Department of Public Works. Up to 16 hours of community service is provided by youth in a weekend.

Redefinition of Continuum Leadership

Leadership roles have been redefined throughout the Continuum. DJJ reports that staff is "more in tune" with the concerns of the localities as a result of this project. There have been crucial lessons in how entities can work together for greater efficiency.

The City of Richmond has also served as a prototype for the strategy used to implement the Virginia Community Crime Control Act. It has been instructive as an example in developing other programming for other localities and within DJJ. Notably the establishment of administrative costs of 8% for localities was based on the experience in Richmond, among other factors.

The purchase of service through private vendor contracts has assisted the DJJ and other localities in developing privatization strategies which rely on contractual controls rather than direct supervisory and program implementation.

V. PROGRAM EVALUATION METHODOLOGY

This evaluation incorporates qualitative and quantitative data from four primary sources: 1) phone interviews with judges of the Richmond City Juvenile and Domestic Relations Court, 2) personal interviews with the Continuum program managers of Intensive Supervision (ISP), Extended Day Treatment (EDT), Boot Camp and Boot Camp Aftercare program, and Post-Dispositional Detention, 3) surveys of Probation/Parole Officers and Continuum program staff, and 4) a review of court and program files.

Due to the complexity of the Continuum and the numerous services subsumed under this system, it was impossible to conduct a complete and thorough investigation of all Continuum programs and services. Therefore, four Continuum programs were selected for examination: ISP, EDT, Virginia Juvenile Boot Camp and Aftercare, and Post-Dispositional Detention. ISP, EDT, and the Boot Camp, were selected for study because they are funded directly through the General Assembly 1994 Appropriations Act. The Post-Dispositional Detention program was selected because, in contrast to other Continuum programs, it is most comparable to ISP, EDT, and the Boot Camp programs.

INTERVIEWS

Interviews provided information from Richmond City Juvenile and Domestic Relations Court judges and information from Continuum program managers.

The interview instruments for both the judges and program managers collected the following types of information: 1) the purpose of the Continuum, 2) general needs of Continuum juveniles, 3) how the four Continuum programs have been able and unable to meet these needs, 4) program selection criteria, 5) changes observed in juveniles' behaviors while in one of the four programs, 6) changes in the effectiveness and efficiency of the juvenile justice system following the implementation of Continuum programs, 7) factors that influenced juvenile compliance, and 8) suggestions for ways in which the Continuum programs could be improved. Judges were additionally asked to rate their overall satisfaction with each of the Continuum programs and factors which influenced judicial referral decisions. Program managers were also asked to describe program requirements and program changes that have occurred following program implementation.

SURVEY DATA

Additional data were collected using survey instruments. Surveys were administered to two different samples, Probation/Parole Officers and Continuum program staff in the four selected programs. Prior to distribution, survey materials were reviewed by relevant parties within the juvenile justice system.

The survey instruments collected information identical to the personal interviews. Additionally, Probation/Parole Officers were asked to rate overall satisfaction with the four Continuum programs and factors that influenced their referral decisions. Program staff were additionally asked to describe program requirements and program changes that occurred following program implementation.

REVIEW OF COURT SERVICE UNIT FILES

Additional data were collected through a review of juveniles court and Continuum program files. A list of 166 juveniles was generated from census lists from ISP/EDT, Boot Camp, and Post-Dispositional Detention programs: 105 juveniles who had attended EDT/ISP and were not receiving Outreach services between April 1995 and July 1996; 27 juveniles who had attended the Boot Camp between January 1996 and July 1996; and 34 juveniles who had attended the Post-Dispositional Detention program between January 1994 and July 1996. Because a number of juveniles had attended more than one program, a duplicate of any name was deleted from the list. This resulted in a list of 129 juveniles who had attended at least one of the four Continuum programs prior to July 1996. Twenty-one juveniles were discarded from the evaluation because their files were not available (e.g., the Probation/Parole Officers had the files out in the field, the juveniles had been committed to an adult penal system, etc.). Therefore, 108 Court Service Unit juvenile files were reviewed.

The information collected from each Court Service Unit file covered a wide range of areas, including juvenile and family demographics, offense history of the juvenile, court contact with family members, substance abuse and psychological disorders of the juvenile and family members, last grade completed, suspensions from school, extra-curricular activities, behavioral problems in school and at home, and the number of contacts with a Probation/Parole Officer. However, the types of information in the Court Service Unit files was not consistent across cases, because Probation/Parole Officers varied considerably in their methods of documentation. Therefore, information relevant to this report was unavailable for a subset of cases due to documentation inconsistencies.

In addition, a review of individual case files at the program sites was conducted. Information was collected for 10 cases from ISP/EDT programs (fifteen percent of the ISP and EDT files were randomly selected for review due to limited time), 18 cases from the Boot Camp and Aftercare, and 13 cases from Post-Dispositional Detention (four case files were not available). Due to time limits, the review of case files focused on

determining what types of information were documented in each case file, not specific outcome or demographic information.

VI. PROGRAM EVALUATION FINDINGS

Program managers and staff were asked for information regarding the process of each program. Respondents reported on selection criteria, program requirements, consequences of non-compliance, and program changes following implementation for their specific programs.

PROGRAM PROCESSES

Intensive Supervision and Extended Day Treatment Programs

The program supervisor of the Intensive Supervision (ISP) and Extended Day Treatment (EDT) programs indicated that the following are the selection criteria for these programs:

- Juvenile is on probation
- 13-18 years of age
- No prior DJJ commitment
- If committed, a Length of Stay of 12 months or less

The selection criteria are broad because both programs strive to accept all adjudicated juveniles referred to the programs.

ISP and EDT are nine-month, non-residential treatment programs, in lieu of commitment to the Department of Juvenile Justice (DJJ). The staff/youth ratio is 1:6. As of September 1996, 52 juveniles were attending the programs, which have a combined capacity of 59. Juveniles may be referred to the ISP/EDT programs by either judges or Probation/Parole Officers. Following a referral, during a two week assessment period, appropriate placement into either ISP or EDT is determined.

Following entrance into the program, the assigned case manager spends the next two weeks devising an individualized treatment plan. At least two to three home visits are conducted to allow parents input into the treatment plan. The individualized treatment plan addresses educational, psychological, behavioral, and vocational goals for the youth.

Both ISP and EDT programs have specific requirements for the juvenile. The juveniles must maintain curfew, regularly attend school, learn conflict resolution skills, and have negative drug tests. ISP juveniles must also complete 10 hours of community service work per week and EDT juveniles must complete a minimum of 50 hours community service work within the nine-month program. Case managers call schools every day to determine if the juveniles are attending. In addition, telephone and face-to-face check-ins are conducted daily to ensure that juveniles are complying with curfew. In addition, case

managers conduct home visits to receive parental feedback regarding the child's behavior. To detect substance abuse, random drug tests are conducted on all ISP and EDT juveniles. Any violation of these rules is immediately reported to the juvenile's Probation/Parole Officer.

ISP and EDT programs also offer individual, family, and group counseling based on individualized treatment plans. All juveniles may participate in a number of different core groups, such as anger/stress management, life skills training, self-esteem, and family dynamics. EDT juveniles, in addition, participate in groups on sex education, arts and crafts, computer science, substance abuse, and male-female issues. If the families have insurance, the juveniles receive individual and family counseling from on-site counselors. Otherwise, the juveniles are placed on a waiting list to receive services from Virginia Health Center, Behavioral Health Association, or the Court Service Unit. Group Counseling is offered on-site by the case managers.

Both ISP and EDT programs consist of five levels. Juveniles who comply with program requirements are placed into the next higher level. If the juveniles are not complying with program requirements, staff may use one-on-one counseling, time out, or study hall as immediate consequences. For more serious offenses, the juvenile may be placed down a level, which involves a loss of privileges and may result in longer time spent in the program. If non-compliant behaviors persist, or the juvenile has three un-excused absences, the Probation/Parole Officer may file a Violation of Probation petition. Weekly treatment team meetings are held to determine the status of the juvenile. The progress of the juvenile is also reviewed every 30 days, at a meeting which includes the juvenile's case manager, Probation/Parole Officer, a school representative, and the program coordinator. Recommendations for continuation, level adjustment, or discharge are made at this time.

Changes in the Program Since Implementation.

In discussing program changes, the ISP/EDT program manager and staff indicated that staff have increased the intensity of their interventions by incorporating smaller groups to give juveniles more individualized attention and through the use of a behavior modification program. In addition, they are making more frequent contacts with the juveniles, their families, and their school. The ISP and EDT program has also developed a more organized and structured schedule which includes additional activities for the juveniles.

Virginia Juvenile Boot Camp and Aftercare

The program managers and judges reported the following selection criteria for the Virginia Juvenile Boot Camp.

- 14-17 years of age at time of offense or violation
- Nonviolent offenders
- No sexual or arson charges
- IQ of 75 or higher
- 5th grade reading level or higher
- No assessed mental health disorders
- Physical ability to participate in Boot Camp drills

The Stakeholders are currently discussing the need to change the 5th grade reading level criteria to a 3rd grade reading level, due to the number of juveniles who do not meet this requirement.

The Boot Camp is a five-month residential program. There is a 1:6 staff/youth ratio. As of November 1996, the Boot Camp was at full capacity with three platoons of 15 juveniles. Juveniles are referred to the program by judges of the Richmond City Juvenile and Domestic Relations Court. Residents receive daily individual and group counseling from their case managers. Groups focus on living skills, urban awareness, decision making, family issues, depression/anger management, and alcohol/drug education. Parenting classes for the parents of the juveniles are offered once a month on-site during visitation.

The Boot Camp consists of five phases: Orientation, Recruit, Cadet, Citizen, and Patriot. The first two weeks of the Boot Camp are devoted to Orientation, where teamwork and accountability are stressed as integral parts of the Boot Camp philosophy. The juveniles receive strict guidelines of behavior, daily schedules, consequences of non-compliance, and behavior norms. In addition, individual treatment plans are developed from information based on educational testing, and Social-History reports. Requirements at each phase must be met to move on to the next phase. At all phases, the juveniles are required to participate in platoon group meetings, pass a physical and written test on rules and guidelines of the Boot Camp, maintain at least a C average in all classes, and act in accordance with the Boot Camp's expected code of behavior. All juveniles must also perform designated work duties during the week.

During the last two phases of the Boot Camp, the juveniles may earn the privilege of two home visits. During home visits, the juveniles may seek employment and take the steps necessary to re-enter school. Reviews of the juveniles progress are made every 30 days. Juveniles who are complying with the program requirements may be moved into the next phase. Immediate consequences for juveniles who are not complying with program requirements are physical training for minor offenses or placement on a motivational contract for more serious offenses. Juveniles who continue to disobey the rules or refuse to participate in platoon group meetings may be held back and continued in the same phase. If non-compliance continues, recommendations for discharge may occur.

The Boot Camp Aftercare program is a six-month non-residential program. Prior to graduation from the Boot Camp, the juvenile, Aftercare case manager, Probation/Parole Officer, parents, and Boot Camp case manager together develop an individualized Aftercare program plan. The plan addresses the juvenile's living situation, educational plans, vocational plans, extra-curricular interests, rules in the home, substance abuse treatment if necessary, and individualized and family counseling. The juvenile is expected to meet the goals of his/her Aftercare program plan. The juvenile is also required to actively participate in all Aftercare activities, regularly attend school or attend a General Equivalency Degree course, maintain curfew, obtain part-time employment or attend a vocational training program, and complete five hours per week of community service

work. In addition, the juvenile must submit to random drug tests. Positive results are immediately reported to the Probation/Parole Officer.

Aftercare juveniles must also participate in two of five activities: 1) a minimum of two hours of religious/spiritual activities per week, 2) participation in home activities and chores, 3) participation in an extracurricular/recreational activity, 4) volunteering for a community program, or 5) becoming involved in a community program for victims (e.g., crisis intervention hotline, victim-witness programs, etc.). Juveniles receive points for each behavior they perform which meets the above goals. In addition, points are given for Aftercare Activities based on the following: attendance, attitude, appearance, participation, and teamwork.

If the juvenile is not complying with program requirements, he/she will not gain any points toward graduation, resulting in a longer stay in the program. Non-compliance with program requirements may also be reported to the juvenile's Probation/Parole Officer. A Violation of Probation petition may be filed by the Probation/Parole Officers and the juvenile may be placed back into the Boot Camp for 7-10 days. If non-compliance continues, the juvenile may be discharged from the program.

Changes in the Boot Camp and Aftercare Programs Since Implementation.

The Boot Camp recently implemented a separate camp for girls. They also have and are integrating new activities for Boot Camp residents, such as intramural sports which compete with city leagues, an obstacle and ropes course, marching in community festivals and parades, and speaking engagements at local high schools and churches. In addition, they are trying to develop better drug and alcohol groups. They have implemented a program to allow juveniles to work toward their General Equivalency Degree, and are trying to obtain educational accreditation so that credit for course work completed in the Boot Camp will more easily transfer to the public school system. In addition, the Boot Camp hired a special education teacher and increased tutoring services.

Aftercare is developing and implementing three new groups, substance abuse education, life skills, and vocational training. In addition, they are preparing for the transition when females begin to enter Aftercare by designing a female issues groups which focus on sexuality, sexual abuse, and female identity issues.

Post-Dispositional Detention

Juveniles must be 14-18 years of age to be referred to the Post-Dispositional Detention program.

As of October 1996, the program was servicing nine juveniles with a full capacity of 12. Following judicial referral to the Post-Dispositional Program, juveniles are evaluated to develop an individualized service plan. This includes appropriate educational placement, appropriate counseling services, and appropriate specialized programs. The Post-Dispositional Detention program consists of two phases.

The first phase of Post-Dispositional Detention is a residential program which should last no longer than six months. The juveniles are referred to appropriate individual and family counseling centers based on the individualized treatment plan. In addition, the program counselors offer individual and group counseling on-site. The groups focus on self-esteem enhancement, substance abuse, anger management, life skills, and sex education. Juveniles are expected to regularly attend school, regularly attend their community counseling programs, and actively participate in group sessions. In addition, behavior in the detention home and at school is monitored. Immediate consequences for juveniles who are not complying with program requirements are time out and disciplinary actions. In addition, counselors may give juveniles one-on-one counseling. The form of this counseling is giving juveniles "options for change" (letting them know consequences for bad behavior and providing them with positive alternatives). If non-compliance continues, the Probation/Parole Officer may be notified. If a Violation of Probation petition is filed, the juvenile may be discharged. Day and weekend passes are available to juveniles who do not incur any disciplinary actions and are complying with program requirements.

The youths' progress is reviewed every 30 days with the program counselors, Probation/Parole Officer, and the referral judge. Recommendations based on the juveniles' behavior are reported by the program counselors. If the juveniles are not complying, recommendations for discharge may occur. If the juveniles are complying with their individualized service plan, and do not have any disciplinary actions, they may be placed into phase two. In phase two, the juveniles may move back into their home, or an alternative placement. Juveniles still receive the same services as in phase one, however, now they are responsible for transportation to and from school and their counseling programs. The juveniles are required to contact their program counselor every day after school. In addition, the counselor has weekly school and home visits to monitor the juvenile's progress. If the juvenile is not complying with the program requirements they may be placed back into phase one.

Changes in Program Since Implementation.

A major structural change took place for the Post-Dispositional program when the new detention facility was completed. Post-Dispositional juveniles are now on a pod separate from the other detention center juveniles. The Post-Dispositional Detention staff are also currently addressing transition difficulties inherent in placing the child back into the home after receiving residential treatment. Additionally, the age criteria for admissions dropped from 16 to 14.

CONTINUUM CLIENT CHARACTERISTICS

Characteristics of Continuum youth are based on information collected from the 13th District Richmond City Court Service Unit files.

Demographics

As seen in Table 1, the overwhelming majority of Continuum juveniles are African-American males ranging in age from 10-13. Juveniles in the ISP/EDT programs tend to be younger (most are 15 or younger) compared to juveniles in the other two programs (most are 15 or older). Continuum youth typically live with their mother only or another relative; less than five percent live in two parent homes.

Demographic Characteristic	ISP/EDT n=81	Boot Camp n=18	Post-Dispositional n=17
<i>Gender</i>			
Male	95.2%	100%	86.4%
Female	4.8%	0%	13.6%
<i>Race</i>			
White	0%	5.3%	4.5%
African-American	100%	94.7%	90.9%
Other	0%	0%	4.5%
<i>Age^a</i>			
10-13	19.4%	5.6%	0%
14	13.9%	11.1%	19%
15	23.6%	22.2%	23.8%
16	25%	44.4%	23.8%
17	18.1%	16.7%	33.3%
<i>Living Situation</i>			
Both Natural Parents	4.9%	5.3%	0%
Mother Only	61.8%	47.2%	50%
Father Only	2.5%	0%	0%
1 Nat. 1 Step	7.4%	15.8%	22.7%
1 Nat, 1 Sig. Other	8.6%	5.3%	4.6%
Other Relative	14.8%	21.1%	22.7%
Group Home	0%	5.3%	0%

^a Age at time of offense which placed juvenile in Continuum

* No cases were missing in this table

Educational and Vocational Status

Table 2 present educational and vocational data for the Continuum juveniles. One notable finding is that poor school performance, both academically and behaviorally, characterizes the overwhelming majority of Continuum juveniles. The majority of these juveniles, when tested, could not read above a 2nd grade level. The majority of ISP/EDT and Boot Camp juveniles have math skills below the 4th grade level. In addition, 70% of juveniles in the ISP/EDT and Boot Camp programs have been suspended from school due to disruptive behavior or fighting. Juveniles in the Continuum programs also typically have an extremely large number of un-excused absences from school. Almost 40% of juveniles in

the ISP/EDT and Boot Camp programs have either dropped out or been suspended from school due to absences. What is even more striking is that despite the juveniles' academic and behavior problems in school, less than half have ever been assessed by the schools for Learning Disabled status. Finally, the overwhelming majority of Continuum juveniles have never been employed.

Table 2			
Educational and Vocational Status of Continuum Clients			
Education and Vocational Status	ISP/EDT n=81	Boot Camp n=19	Post-Dispositional n=17
<i>Current Grade</i>			
4	1.6%	0%	0%
5-6	28%	21.5%	14.2%
7-8	36%	35.7%	42.9%
9-10	32.8%	42.8%	42.9%
11-12	1.6%	0%	0%
	17 cases no info	5 cases no info	3 cases no info
<i>Verbal Achievement Grade</i>			
1-2	53.5%	76.9%	58.3%
3-4	30.5%	7.7%	33.3%
5-6	7.6%	15.4%	8.4%
7-8	4.6%	0%	0%
9-10	3.8%	0%	0%
11-12	0%	0%	0%
	55 cases no info	6 cases no info	5 cases no info
<i>Math Achievement Grade</i>			
1-2	47%	50%	20%
3-4	31.8%	50%	10%
5-6	15.9%	0%	30%
7-8	5.3%	0%	30%
9-10	0%	0%	10%
11-12	0%	0%	0%
	62 cases no info	17 cases no info	7 cases no info
<i>Learning Disability (LD) Assessment</i>			
Assessed as LD	47.1%	42.9%	70%
	65 cases no info/never assessed	12 cases no info/never assessed	10 cases no info/never assessed
<i>Absences from school</i>			
No Problem	30%	14.3%	36.4%
Large number	35%	57.1%	36.4%
Dropout	18.3%	14.3%	18.1%
Suspended due to absences	16.7%	14.3%	9.1%
	23 cases no info	5 cases no info	11 cases no info
<i>Suspended due to behavior</i>			
Yes	69.5%	69.2%	38.5%
No	30.5%	30.8%	61.5%
	24 cases no info	6 cases no info	9 cases no info
<i>Juvenile Employment</i>			
Employed at least once	20%	17.6%	25%
Never Employed	80%	82.4%	75%
	9 cases no info	4 cases no info	4 cases no info

Juvenile Substance Abuse and Psychological Disorders

As shown in Table 3, substance abuse and psychological problems were very common among Continuum juveniles. Information from the Court Service Unit files indicated that over half of the juveniles have a substance abuse problem. This finding is even more striking because typically substance abuse is assessed through verbal reports from the juvenile and his/her guardian. Therefore, the percentages reported are probably underestimates of substance use. Information collected from the Boot Camp program files indicated that 100% of the juveniles in the Boot Camp have a substance abuse problem. The most common substances used by these juveniles are marijuana and alcohol.

Approximately 40% of juveniles in the ISP/EDT and Post-Dispositional Detention programs have been diagnosed with a psychological disorder. The lower number of disorders in the Boot Camp compared to the other two programs is most likely due to the Boot Camp's selection criteria. The most common disorders of Continuum juveniles are Depression and Emotionally Disturbed.

Table 3			
Substance Abuse and Psychological Disorders Among Continuum Clients			
Substance Abuse/ Psychological Disorder	ISP/EDT n=81	Boot Camp n=19	Post-Dispositional n=17
<i>Substance Abuse</i>			
Marijuana	27.9%	38.5%	36.8%
Cocaine	14.8%	23.1%	26.3%
Crack	1.6%	0%	5.3%
Heroin	6.6%	7.7%	0%
Alcohol	21.3%	23.1%	31.6%
"Drugs"	9.8%	0%	5.3%
Other	0%	0%	5.3%
None	42.6%	38.5%	42.1%
	22 cases no info	6 cases no info	3 cases no info
<i>Psychological Disorders</i>			
Emotionally Disturbed	14.8%	0%	10%
Depression	16.4%	6.3%	20%
ADHD	11.5%	0%	5%
Conduct Disorder	6%	0%	5%
Homicidal Ideation	1.6%	0%	5%
Suicidal Ideation	4.9%	0%	10%
None	57.4%	81.3%	60%
	22 cases no info	3 cases no info	3 cases no info

* Categories in the table are not mutually exclusive, thus percentages will not sum to 100.

Offense History

Most juveniles in the Continuum had a history of offenses prior to the offense which placed them into the Continuum (see Table 4). Juveniles in the ISP/EDT programs typically have committed less violations or offenses prior to their Continuum disposition compared to juveniles in the other two programs. The majority of juveniles in the ISP/EDT programs have committed less than three violations or offenses prior to their Continuum disposition. The majority of juveniles in the Boot Camp and Post-Dispositional programs have committed six or more offenses; over 30% have committed eight or more prior offenses.

Offense History	ISP/EDT n=81	Boot Camp n=19	Post-Dispositional n=17
<i>Number of prior offenses</i>			
0-1	22%	10.6%	13.6%
2-3	32.9%	21.1%	18.1%
4-5	20.8%	21.1%	18.1%
6-7	8.5%	15.8%	13.6%
8 or more	15.8%	31.4%	36.6%

* No cases were missing in this table.

Family History

The Court Service Unit files indicated that a large number of Continuum family members have not received a high school diploma and often have a court record. As seen in Table 5, over half of Continuum juveniles have a father with a criminal record. The majority of the juveniles' mothers had not graduated from high school (educational data for fathers was missing in most cases and is not presented in the table).

Although not shown in the table, many parents of these juveniles, like the juveniles themselves, have substance abuse problems. Almost 40% of the parents of juveniles in the Boot Camp and Post-Dispositional programs reported that they had a substance abuse problem. In addition, a large minority of the families have experienced the death of a parent.

Table 5			
Family History of Continuum Clients			
Family History	ISP/EDT n=81	Boot Camp n=19	Post-Dispositional n=17
<i>Father Court Record</i>			
Yes	54.5%	80%	50%
No	45.5%	20%	50%
	50 cases no info	9 cases no info	10 cases no info
<i>Mother Court Record</i>			
Yes	27.9%	21.4%	14.3%
No	72.1%	78.6%	85.7%
	22 cases no info	5 cases no info	8 cases no info
<i>Mothers' Education</i>			
No H.S. Diploma	60.6%	58.8%	65%
H.S Diploma/GED	25.4%	29.4%	15%
Some College	14.1%	11.8%	15%
Bachelors	0%	0%	5%
Graduate	0%	0%	0%
	12 cases no info	2 cases no info	2 cases no info
<i>Mothers' Marital Status</i>			
Married	16.9%	7.1%	16.7%
Divorced	33.9%	14.3%	27.8%
Separated	15.3%	42.9%	5.6%
Widowed	3.4%	0%	11.1%
Single	28.8%	28.6%	27.8%
Deceased	1.7%	7.1%	11%
	22 cases no info	5 cases no info	0 cases no info
<i>Fathers' Marital Status</i>			
Married	31%	10%	26.7%
Divorced	23.8%	20%	13.3%
Separated	14.3%	20%	6.7%
Widowed	0%	0%	0%
Single	14.3%	20%	13.3%
Deceased	16.6%	30%	40%
	39 cases no info	9 cases no info	2 cases no info

CONTINUUM PATH FOR JUVENILES

The following discussion will track the path of 108 juvenile offenders through the Continuum system (see Figure 1). The discussion will only focus on dispositions which placed these youth into one of the following Continuum programs: ISP/EDT, the Boot Camp, or Post-Dispositional Detention. The path description begins with the juveniles' initial Continuum placement following the violation (i.e., violations of Probation, Parole, or a Court Order) or offense which led to that placement. Following initial placement into one of the four Continuum programs, a number of juveniles returned to the court for a new violation or offense. The path includes information regarding new charges incurred by these juveniles and subsequent placement.

Throughout the discussion, three factors should be kept in mind. First, information retrieved from court petitions was only collected from the Court Service Unit files through September 1996. Thus, only violations or offenses for petitions documented in the Court Service Unit case files prior to this time were included. This is particularly important when tracking Boot Camp juveniles; the first platoon did not graduate until July 1996, thus, documentation of subsequent violations or offenses were unlikely to be available at the time of data collection. Second, it may appear that the Continuum is ineffective in reducing violations due to the large number of juveniles who returned to the court system following an initial Continuum placement. However, this is misleading because violation charges typically increase with increased supervision offered by Continuum programs. Consistent with this finding, the most common charge which returned juveniles to the court was a Violation of Probation. Third, at the time of the evaluation more juveniles were placed into ISP/EDT than any other program. This is because the ISP/EDT programs began accepting juveniles before the Boot Camp and they have a greater capacity than the Post-Dispositional Detention program, not necessarily because the ISP/EDT programs were used as a first step in a graduated hierarchy.

Juveniles Initially Placed Into ISP/EDT

First Continuum Disposition Into ISP/EDT.

Eighty juveniles entered the Continuum system through the ISP/EDT program. The most frequent charges which placed juveniles into ISP/EDT were Violations of Probation, drug-related crimes, or referral into the program by Probation/Parole Officers.

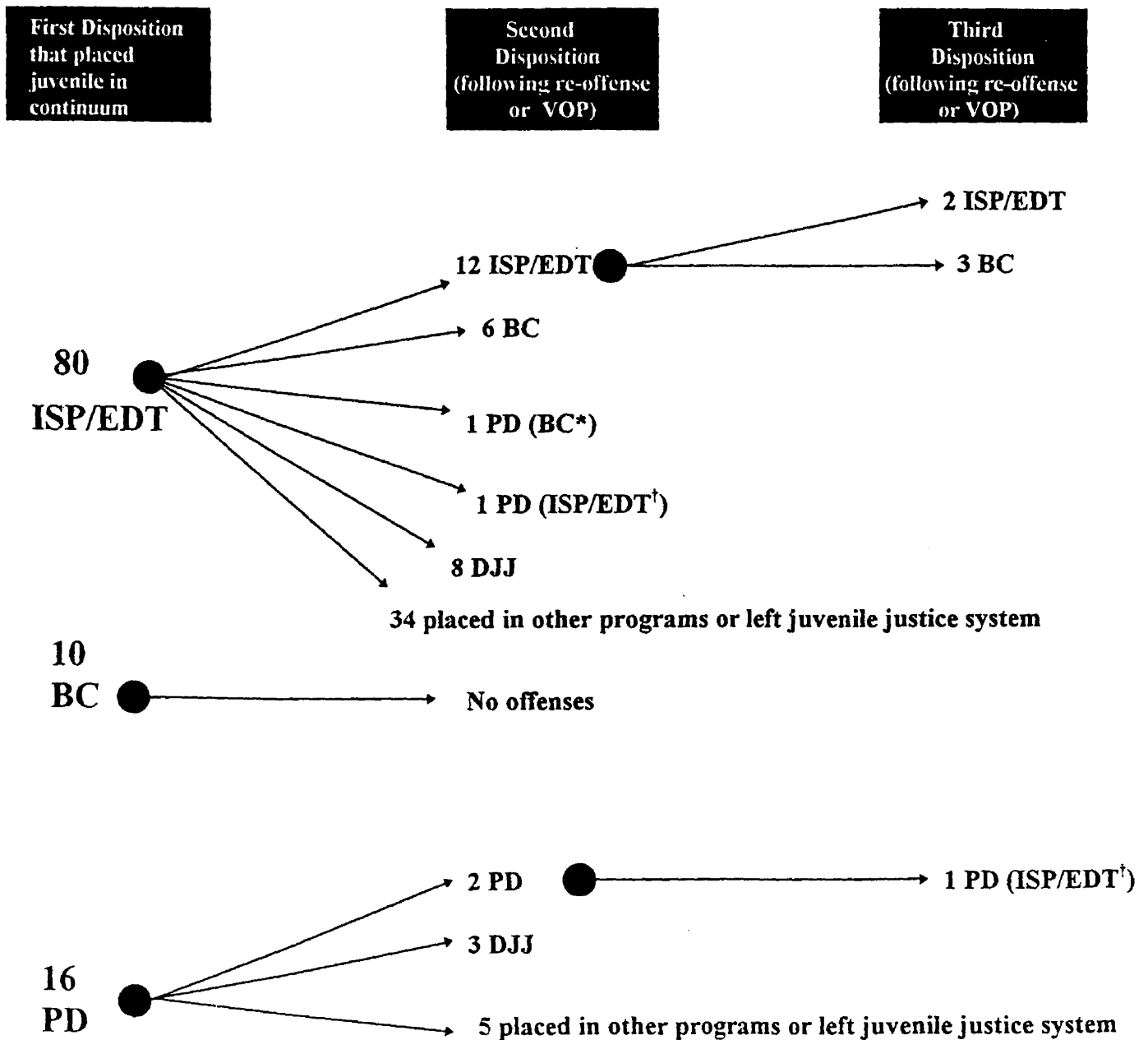
Following initial placement into ISP/EDT, 18 juveniles successfully completed the program without incurring any subsequent violation or offense, while 62 juveniles subsequently reentered the court system. The most common charges of juveniles who were initially placed into ISP/EDT were Violation of Probation, assault and, Failure to Appear/Capias charges.

Second Continuum Disposition Following Initial Placement Into ISP/EDT.

Of the 62 juveniles returned to the court following an initial disposition to ISP/EDT, 12 were placed back into the ISP/EDT programs for a second time. The most common charge leading to this disposition was Violation of Probation. Of these 12 juveniles, six had not incurred any new charges or violations, two were charged with Violations of Probation, two were charged with a Violation of a Court Order, and two were charged with assault.

Six other juveniles who returned to court were placed into the Boot Camp, most frequently due to a Violation of Probation or a drug-related charge. Juveniles placed into the Boot Camp all successfully completed the program and have not returned to the court.

Tracking Dispositions of Juveniles in the ISP/EDT, Boot Camp (BC), and Post-Dispositional Detention (PD) Programs



Post-Dispositional Detention was used for holding until entrance into Boot Camp.
 ISP/EDT Disposition used in conjunction with the Post-Dispositional Detention.

FIGURE 1

Two additional juveniles were placed into the Post-Dispositional Detention program for Larceny of Auto charges; one juvenile was placed into Post-Dispositional Detention as a holding program prior to entrance into the Boot Camp and one juvenile was placed into ISP/EDT in conjunction with Post-Dispositional Detention. The juvenile placed into the Boot Camp completed the program and has not incurred any new charges. The juvenile placed in the Post-Dispositional Detention program in conjunction with ISP/EDT is currently attending both programs in good standing.

Eight other offenders who were returned to the court were subsequently committed to DJJ. All eight juveniles were charged with a Violation of Probation. No information regarding their current status was available.

Of the 62 juveniles who returned to the court, 34 juveniles were not subsequently placed into any of the four programs being evaluated and thus were excluded from further discussion.

Third Continuum Disposition Following Initial Placement Into ISP/EDT

Of the six juveniles who incurred a new violation or offense following placement into ISP/EDT for the second time, two were placed back into ISP/EDT a third time. One offender was charged with a Violation of Probation and one with Violation of a Court Order. Currently, one is attending the program in good standing, and one successfully graduated; neither have incurred any new charges or violations.

The other four juveniles who incurred a new violation or offense following placement into ISP/EDT for the second time were placed into the Boot Camp. Two were convicted of assault, one was convicted of a Violation of a Court Order, and one was convicted of a Violation of Probation. All four of these juveniles have successfully graduated and have not incurred any new violations or charges.

Juveniles Initially Placed into the Boot Camp

Ten adjudicated juveniles were initially placed into the Continuum system through the Boot Camp. The majority of offenses committed by these individuals were drug-related crimes (28%) or Violations of Probation (16.7%) charges.

All ten individuals successfully completed the program and have not incurred any subsequent charges.

Juveniles Initially Placed into Post-Dispositional Detention

First Continuum Disposition into Post-Dispositional Detention

Sixteen juveniles entered the Continuum system with a court order into Post-Dispositional Detention. The majority of charges incurred by these juveniles were Violation of Probation charges (26.9%), Auto Larceny charges (15.3%), and drug-related charges (11.4%).

Of the 16 juveniles, 19% successfully completed the Post-Dispositional Detention program without any subsequent violations or offenses. Sixty-three percent reoffended following their initial Post-Dispositional Detention disposition; 16 percent had successfully completed the Post-Dispositional Detention program prior to the new violation or offense. The most frequent offense was AWOL while participating in the Post-Dispositional Detention program.

Second Continuum Disposition Following Initial Placement into Post-Dispositional Detention.

Of the ten juveniles who reoffended following initial placement into Post-Dispositional Detention, two were returned to Post-Dispositional Detention for a second time, one for assault and one for a Violation of Probation. Both juveniles reoffended following their second placement into Post-Dispositional Detention; one was charged with possession of a firearm and one with a Violation of Probation.

Three juveniles who reoffended following initial placement into Post-Dispositional Detention were subsequently committed to DJJ. All three juveniles committed to DJJ were on AWOL status prior to commitment. No information is available regarding the status of these juveniles.

Of the ten juveniles who returned to the court, five either left the system or were placed into programs not the subject of this investigation.

Third Continuum Disposition Following Initial Placement into Post-Dispositional Detention.

One of the two juveniles who returned to the court following his/her second placement into Post-Dispositional Detention was charged with a Violation of Probation and placed back into Post-Dispositional Detention for a third time in conjunction with a disposition to ISP/EDT. This juvenile is currently attending both programs in good standing. The second juvenile was charged with carjacking and has a court date pending.

INTERVIEW AND SURVEY FINDINGS

Interviews and surveys were used to collect information from individuals working within the Richmond City Continuum of Juveniles Justice Services. Phone interviews were conducted with all four judges of the Richmond City Juvenile and Domestic Relations Court and with two program managers from the Boot Camp. Personal interviews were conducted with one program manager from each of the following programs: 1) ISP/EDT, 2) Boot Camp Aftercare, and 3) Post-Dispositional Detention.

In addition, written surveys were distributed to Probation/Parole Officers and program staff. Twenty-one of 27 Probation/Parole Officers completed the surveys, yielding a response rate of 78%. However, five of these surveys (completed by intake and investigative officers) were not included in these analyses because respondents had no

specific knowledge of juveniles after placement in the Continuum. Therefore, responses for 16 Probation/Parole Officers were analyzed. Of the 17 surveys distributed to ISP/EDT staff members, 10 responded, yielding a response rate of 59%. Of the 35 surveys distributed to Boot Camp and Boot Camp Aftercare staff (Boot Camp and Aftercare responses were combined for analyses), 29 responded, yielding a response rate of 83%. Both of the surveys distributed to Post-Dispositional Detention staff were completed and returned.

Purpose of the Richmond City Continuum

All interview and survey respondents were asked to report the purpose of the Richmond City Continuum. The purposes commonly reported across groups were:

- to rehabilitate juvenile offenders,
- to provide alternative dispositional options which reduce the number of juveniles committed to DJJ, and
- to provide services that are appropriate to meet the individual needs of adjudicated juveniles.

Needs of Richmond City Juvenile Offenders

Judges and program managers were asked to report common problems or needs of adjudicated juveniles. The majority of respondents were concerned with three common areas: family issues, educational deficiencies, and substance abuse.

Respondents indicated that problems within the families contribute to juvenile delinquency. Parents of adjudicated juveniles often lack parenting skills, have substance abuse problems, have a court record, and/or lack occupational skills. Additionally, the majority of program managers indicated that the juveniles' primary needs which are not adequately being provided by families are for structure and supervision. Interviewees also indicated that Continuum juveniles have serious educational deficiencies. A major problem is that many of these juveniles have never been assessed in the school system for special education needs, even though the majority have severe behavioral problems and have failed a number of grades. Finally, respondents reported that a majority of juvenile offenders and their families either use or deal drugs. Half of the judges indicated that substance abuse problems are so severe that a residential drug treatment program in the City of Richmond is warranted.

Meeting the Needs of Continuum Youth

All interview and survey respondents were asked to indicate how the Continuum programs meet the needs of adjudicated juveniles. At least three of the groups of respondents commonly reported that the Continuum programs provide:

- intensive supervision,
- structure that is lacking in the juveniles' lives,
- one-on-one tutoring in hopes of increasing educational attainment, and

- a variety of services (i.e., anger management, substance abuse counseling, job training skills, parenting skills) to meet juveniles' needs, on- and off-site.

Additionally, all program managers indicated that their programs are able to provide positive role models that are absent in these juveniles' lives. Both ISP/EDT and Boot Camp respondents indicated that their programs initiate positive changes in juveniles' self-worth (i.e., pride, self-esteem, self-respect, self-discipline).

Factors that Affect Juveniles' Responses to the Programs

All interview and survey respondents were asked to indicate the types of factors that may affect how a juvenile responds in the Continuum programs. Responses commonly cited across groups indicated that juveniles are more likely to succeed in programs when:

- families provide supervision, set boundaries, encourage program compliance, are more emotionally supportive, and are intact; and
- Continuum staff are respectful, caring, establish boundaries for behavior, and have positive expectations.

Respondents further indicated that juveniles from low-income neighborhoods with negative peer influences are more likely to exhibit a negative response to Continuum services than those from higher income neighborhoods.

Perceived Continuum-Related Changes in Juveniles and Families

Probation/Parole Officers were asked to rate observed changes in juveniles' behavior on a scale of one to five, from significant positive change to significant negative change. Table 6 below displays Probation/Parole Officers ratings of perceived changes in juveniles' behavior after entering the Continuum programs.

Table 6			
Perceived Continuum-Related Changes in Juveniles			
Observed Changes:	Moderate to Significant Positive Change	No Change	Moderate to Significant Negative Change
Overall level of self-esteem	75%	19%	6%
Response to boundaries set by their families	63%	13%	25%
School attendance	81%	19%	0%
Educational achievement	88%	13%	0%
Compliance with court ordered services	88%	6%	6%
Criminal activity	73%	7%	20%

* Box totals may not always total 100% due to rounding.

In all areas, a majority of Probation/Parole Officers reported moderate to significant positive changes in juveniles' behavior. However, 25% of the respondents indicated a moderate negative change in the juveniles' response to boundaries set by their families. Respondents also reported perceived differences in overall changes between juveniles in the Continuum and those who have not received Continuum services. Specifically, 68% of Probation/Parole Officers indicated moderate to significant positive changes in Continuum juveniles, but reported similar positive changes with only six percent of juveniles who did not receive Continuum services. Although not shown in the table, 69% of the Probation/Parole Officers also perceived moderate to significant positive changes in parents' assistance with the juvenile's compliance with court ordered services and the parents' compliance with court ordered services.

Program staff were likewise asked to rate observed changes in juveniles' behavior on a scale of one to five, from significant positive change to significant negative change. When queried about changes in juveniles' behavior after entering the Continuum program, at least 77% of ISP and EDT, Boot Camp, and Post-Dispositional Detention respondents reported moderate to significant positive changes in:

- overall level of self-esteem,
- response to boundaries set by families,
- school attendance,
- educational achievement,
- compliance with court-ordered services, and
- avoidance of criminal activity.

However, 18% of the Boot Camp staff reported a moderate negative change in the juveniles' response to boundaries set by families.

At least 62% of the ISP and EDT, Boot Camp, and Post-Dispositional Detention respondents indicated moderate positive changes in the following parental behaviors:

- assistance with the juveniles' compliance with court ordered services, and
- compliance with court ordered services.

At least 24% of the Boot Camp respondents noted no change and 10% reported a moderate negative change in these parental behaviors.

Efficiency of Juvenile Justice System

Judges were asked to report how the implementation of the Continuum program has affected the efficiency of the Richmond City juvenile justice system. Three judges indicated that the Continuum has increased the workload for both judges and Probation/Parole Officers. Because there are more programs, the judges must learn about each new program and determine which program may be the most appropriate for a particular juvenile. In addition, one judge indicated that the Probation/Parole Officers have a large number of increased contact with the juveniles through case managers which has resulted in an increased number of Violation of Probation charges, which has resulted in the increased workload.

Suggestions for Changes

Judges and Probation/Parole Officers were asked to indicate how the Continuum programs were unable to meet the needs of Continuum youth, what they disliked about the programs, and suggestions for improvement of the programs. In addition, program managers and program staff were asked to report on the same questions in relation to their individual programs. Table 7 below identifies common suggestions, as well as the groups that frequently reported them.

Table 7 Suggestions for Continuum Improvement*					
Suggestion:	Judges	Program Managers	Probation/ Parole Officers	ISP/EDT Staff	Boot Camp Staff
1) Continuum programs should address the needs of female offenders.	X	X			
2) Continuum programs should increase immediate consequences for non-compliant behaviors.		X		X	
3) Boot Camp Aftercare should provide more structure and supervision.		X	X		X
4) Boot Camp selection criteria should be less restrictive.	X		X		

* No responses are noted for Post-Dispositional staff because responses did not correspond with the most common suggestions across groups.

Interviewees indicated the need for appropriate services which address the special needs of female offenders. They reported that two problems should be addressed: 1) better services within the Continuum for females (i.e., Stepping Stone only accepts males), and 2) services for females who enter the system as Children in Need of Supervision (CHINS) or runaways. Respondents also indicated that more legal accountability and a shortened timeframe between non-compliant behavior and consequences is needed in the programs. Often legal consequences do not occur until three months following non-compliant behavior. In addition, respondents suggested implementing a program which provides more structure and supervision than the current Aftercare program, but less supervision than the Boot Camp setting. This type of program would better ease the juveniles transitions back into the community. Finally, respondents further indicated the need for less restrictive Boot Camp admissions criteria. A large number of juveniles who may benefit from the Boot Camp are ineligible due to IQ (must be above 75) and/or educational level (must be able to read at a 5th grade level) criteria.

Satisfaction with Programs

Judges and Probation/Parole Officers were asked to report their satisfaction with each of the individual programs as well as with the overall Continuum. While the majority of respondents were moderately to very satisfied with the ISP/EDT and Boot Camp

programs, they were slightly more satisfied (very to extremely) with the Post-Dispositional Detention program. Similarly, the majority of respondents were moderately to very satisfied with the Richmond City Continuum as a whole.

VII. CONCLUSIONS & RECOMMENDATIONS

Preliminary findings from both the administrative and program evaluations indicate that the Richmond City Continuum of Juvenile Justice Services has, in general, had a positive effect on the Richmond City juvenile justice system. Judges in the Richmond City Juvenile & Domestic Relations Court were very pleased with the increased number of sanctions and services which were developed via the Continuum system for juvenile offenders. Judges also expressed the belief that the number of commitments to the Department of Juvenile Justice has significantly decreased since the Continuum's implementation.

Both Probation/Parole Officers and program staff indicated that they observed significant positive behavioral changes in juveniles' receiving Continuum services (e.g., increased school attendance). Probation/Parole Officers specifically reported that Continuum youth appear to respond better to juvenile court intervention than do non-Continuum offenders. The Continuum has also provided intensive supervision for adjudicated juveniles. This development was reported by survey respondents, and supported by high frequencies of Violations of Probations for Continuum youths.

Individuals working within the Continuum system indicated that, overall, they are very satisfied with the Continuum programs. However, the Continuum program is a dynamic juvenile offender system that continues to: 1) implement new programs to address service gaps, and 2) adapt existing programming to meet offender needs. Recognizing that this complex program is in the early stages of development, evaluators developed two major administrative recommendations to guide the future funding and evaluation of the Continuum programs.

Programming recommendations are also provided to address important issues within the Continuum system that emerged during this phase of the evaluation. These recommendations should be considered during the continued implementation of the Richmond City Continuum. Because outcome data were not thoroughly assessed, conclusions and recommendations about the effectiveness of the Richmond City Continuum programming are preliminary. Evaluators will attempt to research these issues more extensively as evaluation efforts continue.

ADMINISTRATIVE RECOMMENDATIONS

Funding

The General Assembly should appropriate such funds as are necessary to continue the Richmond Continuum of Juvenile Justice Services pilot program.

The City of Richmond should be encouraged to continue development of the Continuum of Juvenile Justice Services. Significant progress has occurred over the past year since the preliminary evaluation was shared with the 1996 General Assembly; program adjustments, expansion, and cohesion all indicate the positive direction of Continuum development. The current biennium budget includes 1997 funding for the pilot program. Beyond this biennium, it is anticipated that continued funding will be required. Development of a long-term plan for funding Richmond's Continuum of Juvenile Justice Services should be considered.

Evaluation

The General Assembly should direct the Department of Criminal Justice Services to continue its evaluation of the Richmond Continuum of Juvenile Justice Services pilot program.

The Department of Criminal Justice Services should continue to evaluate the Continuum of Juvenile Justice Services program. A long-term evaluation perspective of three to five years is appropriate in this type of system improvement and coordination effort. This allows for Continuum evolution and maturation before pronouncing program outcomes and results. A participant outcomes study as well as a program impact and management review should be required.

INTERIM PROGRAMMING RECOMMENDATIONS

Admissions Criteria

Review program selection criteria.

The judges and Probation/Parole Officers feel that the Boot Camp selection criteria is too restrictive. A number of juveniles who might benefit from the Boot Camp are ruled out due to the IQ and reading level criteria.

The other Continuum programs have a very broad selection criteria, which gives the judges little information regarding what programs will best fit different types of juveniles. Therefore, program managers should consider developing a set of guidelines for judges stating what types of juveniles respond more positively to their particular program.

Treatment Planning

The delivery of individualized services by Continuum programs should be reviewed.

In one instance, 50% of the individualized treatment plans were identical except for the name of the client (however, it must be noted that this finding may be due to the small number of case files reviewed for each program). Such consistency may be appropriate if achieving a standard set of program objectives by all participants is expected. However, if the program's goal is to develop individual treatment plans and objectives, then the delivery of appropriate services should be dependent upon assessment of individual risks and needs.

Staff Training

The need for staff training should be examined.

There does not appear to be any standard training for Continuum staff. Training regarding behavior modification techniques may help address program staff's complaints that there are no immediate consequences for non-compliant behavior.

Staff training may also address reports that staff express anger and use inappropriate behavior to control youth. This evaluation identified grievances from program staff involving two separate programs, which had been researched. Controlling aggressive behaviors and setting limits are important rehabilitative tools in the effort to reduce unlawful behaviors among participants in Continuum programs. Although complaints and critical incidents are not unexpected in the conduct of such programs, training may be useful to clearly communicate techniques for reacting effectively and appropriately to negative offender behaviors.

Barriers to Services

Barriers to mental health services need to be assessed.

A substantial number of youth in all programs have mental health needs. Access seems to be restricted to youth who have a private pay mechanism, such as health insurance. Youths without such mechanisms have documented needs for mental health services, but have limited access to professional treatment services. Thus, the individual, family, and group counseling these offenders receive is generally performed by unlicensed counselors.

Additional or More Intensive Services

Program managers should consider developing and implementing more intensive services to address educational needs, substance abuse, family issues, and female issues. In addition, consistent methods of measuring these needs should be considered.

Service provision and/or assessment should be reviewed in the following areas:

1. *Education.* The findings of this report indicate that Continuum juveniles have extreme educational deficiencies and are infrequently tested for special education needs in the school system. Developing a relationship with special education programs/teachers in the public school system may provide Continuum program teachers with necessary tools and skills to address these needs better.
2. *Substance Abuse.* An overwhelming number of juveniles have also reported substance abuse problems or been assessed as requiring substance abuse treatment. The Continuum is currently trying to address this prevalent problem, however, more intensive efforts may be needed to produce the desired impact.
3. *Family Issues.* The family was most consistently cited as the most influential factor on the effectiveness of Continuum services. Evaluation data shows that a large number of parents in the Continuum have serious needs themselves. It was also reported that the juveniles' families are unable to appropriately provide needed supervision and structure for their children. In addition, at this time the Family Court Unit, which provided free family counseling, has been dissolved. Therefore, new avenues for family counseling should be assessed.
4. *Female Offenders.* The number of females participating in the Continuum is increasing. Continuum program managers and judges indicated the need for better services which address issues specific to female offenders (e.g., pregnancy, single motherhood, self-esteem, etc.)

Client Compliance Inducements

Responses to non-compliance by offenders and clients should be swift and effective.

Increasing compliance to programming requirements and court orders may be facilitated by judges, program staff, and Probation/Parole Officers in the following ways:

1. *Program staff should include parental compliance information in 30-day court reviews and judges should consider holding parents accountable when non-compliance occurs.* Both judges and program staff indicated that parental involvement with a program has a direct effect on juvenile compliance. However, program staff feel that judges should

be more involved in inducing compliance, while judges feel that program staff need to better convey non-compliance information to the court. To address this issue, program staff could report parental non-compliance as part of 30-day reviews.

2. *Program managers need to consider developing and implementing a standard for immediate consequences which program staff can enforce.* Program staff, judges, and Probation/Parole Officers indicated the need for immediate consequences for non-compliant ISP/EDT and Aftercare individuals. Due to the length of time that passes between non-compliance, a Violation of Probation petition, and a court date, the connection between the juveniles' behavior and court action is not evident to the juvenile. Implementation of immediate consequences would allow ISP/EDT and Aftercare staff to hold juveniles accountable for their behavior.

3. *Probation/Parole Officers and program managers need to develop a system whereby legal recourse for offender non-compliance is swift and immediate.* Program staff and managers reported that Probation/Parole Officers often do not always respond swiftly or consistently when a juvenile's non-compliant behavior is reported. Therefore, the juveniles are not as likely to take program requirements seriously, because they are not held accountable for non-compliant behavior. The staff indicated that they are frustrated because they feel they have no recourse to induce compliance themselves.

Aftercare Improvement

The development and implementation of a more gradual step-down procedure is recommended for the Boot Camp Aftercare program.

A number of Probation/Parole Officers, program managers, and program staff indicated concern regarding the Aftercare program. All see this service as central to the success of the Boot Camp program. However, respondents felt that the current Aftercare structure, in contrast to life in the Boot Camp environment, abruptly returns the offender to conditions of limited supervision and structure. In addition to the current Aftercare programming, it was suggested that a more gradual step-down procedure should be incorporated immediately following Boot Camp graduation. This programming would provide more structure than the current Aftercare program and allow a more progressive return to community life.

Monitoring and Reporting of Continuum Performance

Improve data collection and management, both at the system and program level.

Improvement of data collection techniques may be addressed in the following ways:

1. *The Richmond City Department of Juvenile Justice or the Department of Juvenile Justice should consider developing and implementing a comprehensive data system which may be accessed by program managers, program staff, Probation/Parole Officers, and*

judges. Program managers indicated that one purpose of the Continuum is to share resources and services. A main goal of the Continuum is to become a comprehensive and integrated system of services. This goal could be more easily achieved with a database containing information on all Continuum juveniles and services offered by programs within the Continuum. This data system would allow Continuum personnel easy access to resources available to all Continuum programs and detailed information on the juveniles. Although Richmond City has begun developing a computer database in one Continuum program, progress on this task has been very limited.

2. Program staff and managers need to develop and implement a better system of accurate, consistent, and easily accessible recordkeeping, particularly with regards to outcome information. An evaluation of program records indicated that the documentation of information, such as assessments and school attendance, was inconsistent in case files. In addition, specific indicators of program progress were often not present in case files.

The consistent documentation of outcome data that is easily accessible is imperative for two reasons: 1) It is the only way to show how program services are affecting the juveniles receiving the services, and 2) judges, Probation/Parole Officers, and program staff can use this information to accurately evaluate juveniles' changing treatment needs. Programs should document outcome measures for behaviors targeted by treatment services, such as educational level, school attendance, self-esteem, anger management, etc. Programs should investigate existing methods for measuring and assessing changes in these behaviors.

VIII. ACKNOWLEDGMENTS

The Continuum Pilot Project workgroup would like to acknowledge the following individuals for their cooperation and assistance on this project.

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Department of Juvenile Justice
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Richmond, Virginia

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In addition, we would like to thank the Probation/Parole Officers of the Richmond City 13th District Court Services Unit, the program staff of Extended Day Treatment, Family Preservation, Intensive Supervision, Oasis House, Outreach, Post- Dispositional Detention, Spectrum/Family First, Stepping Stone Group Home, Virginia Juvenile Boot Camp, and Virginia Juvenile Boot Camp Aftercare, and the Continuum Stakeholders. These individuals provided valuable information and time for the Continuum Pilot Project Evaluation.

APPENDIX 1

Report Authority from 1996 Appropriations Act

2024

ACTS OF ASSEMBLY

[VA., 1996

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
Fund Sources: General _____	\$22,090,795	\$22,154,720		
Special _____	\$6,000	\$6,000		
Federal Trust _____	\$1,225,751	\$1,225,751		
Authority: Title 22.1, Chapter 18, Code of Virginia.				
Total for Department of Correctional Education _____			\$25,448,383	\$25,512,000
General Fund Positions _____	520.05	520.05		
Nongeneral Fund Positions _____	18.50	18.50		
Position Level _____	538.55	538.55		
Fund Sources: General _____	\$23,880,122	\$23,943,739		
Special _____	\$6,000	\$6,000		
Federal Trust _____	\$1,562,261	\$1,562,261		
§ 1-115. VIRGINIA PAROLE BOARD (766)				
473.	Probation and Reentry Services (35100) _____		\$771,870	\$737,308
	Adult Probation and Parole Services (35101) _____	\$771,870	\$737,308	
	Fund Sources: General _____	\$771,870	\$737,308	
Authority: Title 53.1, Chapter 4, Code of Virginia.				
	Total for Virginia Parole Board _____		\$771,870	\$737,308
	General Fund Positions _____	9.00	9.00	
	Position Level _____	9.00	9.00	
	Fund Sources: General _____	\$771,870	\$737,308	
§ 1-116. DEPARTMENT OF JUVENILE JUSTICE (777)				
474.	Omitted.			
475.	Administrative and Support Services (31900) _____		\$10,484,307	\$10,590,921
	General Management and Direction (31901) _____	\$4,345,835	\$5,073,049	
	Computer Services (31902) _____	\$1,934,833	\$1,922,833	
	Accounting and Budgeting Services (31903) _____	\$2,191,176	\$2,191,176	
	Architectural and Engineering Services (31904) _____	\$283,766	\$183,766	
	Food and Dietary Services (31907) _____	\$87,701	\$87,701	
	Personnel Services (31914) _____	\$929,351	\$920,251	
	Planning and Evaluation Services (31916) _____	\$212,145	\$212,145	
	Fund Sources: General _____	\$10,548,275	\$10,454,389	
	Special _____	\$100,000	\$100,000	
	Federal Trust _____	\$36,532	\$36,532	

A. A joint subcommittee composed of members of the House Appropriations and Senate Finance Committees shall review the current and projected juvenile offender populations and the feasibility of establishing caps on the population of juvenile correctional facilities at Bon Air and Beaumont. The joint subcommittee shall consider the costs and benefits of closing older housing units at these facilities and replacing the necessary bed capacity with new construction, private placements, or other alternatives to incarceration, consistent with the need to reduce overcrowding, assure institutional security and public safety, and minimize the adverse affects of increasing populations on the surrounding communities. The joint subcommittee shall report its findings and recommendations not later than December 20, 1996.

Item	Item Details(\$)		Appropriations(\$)		
	First Year	Second Year	First Year	Second Year	
<p>B. The Department of Juvenile Justice shall solicit proposals for the private site selection, construction, financing, maintenance, and operation of a 225-bed medium or maximum security juvenile correctional facility. The department shall present a pre-planning study to the Governor and the Chairmen of the Senate Finance and House Appropriations Committees by September 1, 1996, and shall request sufficient funds to enter into a contract for such a facility as part of its budget request to the 1997 General Assembly.</p>					
<p>C. The Department of Information Technology, the Council on Information Management, and the Virginia Criminal Sentencing Commission shall provide assistance as needed and shall assure that the information concerning juveniles required for Virginia's new-adult felony sentencing guidelines will be provided by the statewide intake system being implemented by the Department of Juvenile Justice in the juvenile court services units. A report on the development of this system shall be provided jointly by these four agencies to the Governor and the Chairmen of the Senate Finance and House Appropriations Committees by December 15, 1996.</p>					
475.10.	<p>Confinement and Custody Research, Planning, and Coordination (35500) _____</p> <p>Other Services (35599) _____</p>			\$198,449	\$198,449
	Fund Sources: General _____	\$198,449	\$198,449		
	Federal Trust _____				
		\$186,500	\$186,500		
		\$11,949	\$11,949		
	Authority: §§ 66-3 and 66-10, Code of Virginia.				
475.20.	<p>Crime Deterrence (30100) _____</p> <p>Juvenile Delinquency Prevention (30102) _____</p>			\$1,375,842	\$1,384,342
	Fund Sources: General _____	\$1,375,842	\$1,384,342		
	Authority: Title 66, Chapter 3, Code of Virginia.				
476.	<p>Community-Based Custody (35000) _____</p> <p>Community Residential Custody and Treatment Services (35002) _____</p> <p>Community Non-Residential Custody and Treatment (35004) _____</p>			\$10,757,007	\$13,037,132
	Fund Sources: General _____	\$8,233,757	\$10,513,882		
	Federal Trust _____	\$2,523,250	\$2,523,250		
		\$10,737,707	\$13,017,832		
		\$19,300	\$19,300		
	Authority: § 16.1-246 through 16.1-258, 16.1-286, 16.1-291 through 16.1-295, 66-13, 66-14, 66-22, 66-24, Code of Virginia.				
	<p>A.1. Out of this appropriation \$1,000,000 the first year and \$1,000,000 the second year from the general fund shall be used to contract for residential and non-residential post-sentencing alternatives in localities or combinations of localities for juvenile offenders sentenced to confinement in a state juvenile learning center pursuant to §16.1-278.3, Paragraph 14, Code of Virginia, but who may require confinement less secure than a state juvenile learning center. The goal of such programs shall be to reduce the incidence of repeat juvenile offenders.</p>				

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
	<p>2. Such funding shall be used exclusively for the development or improvement of community-based services for those juvenile offenders specified in Paragraph 1, but shall not be used for capital expenditures. Contracts entered into under the provisions of this paragraph shall not be used in lieu of supervised probation or parole. It is the intention of the General Assembly that the use of supervised probation for offenders not be decreased by the use of such post-sentencing alternatives and that release from such programs be followed by an appropriate period of supervised parole.</p>			
	<p>3. The State Board of Juvenile Justice shall prescribe standards for the development, operation and evaluation of programs and services authorized in this paragraph. State funds for such contracts shall be matched at a rate of 33 percent from non-state sources.</p>			
	<p>B.1. Out of this appropriation \$1,339,600 the first year and \$1,339,600 the second year from the general fund shall be used to continue a pilot program in the City of Richmond to provide a range of services for juveniles adjudicated delinquent by the court. The city shall be required to provide a cash match of 33 percent from non-state sources.</p>			
	<p>2. Services funded out of this appropriation may include intensive supervision, day treatment, boot camp, and aftercare services, and should be integrated into existing services for juveniles.</p>			
	<p>3. The Department of Criminal Justice Services shall, in consultation with the Department of Juvenile Justice, evaluate the results of this pilot program and present an interim report to the Governor and the Chairman of the Senate Finance and House Appropriations Committees no later than November 1, 1996 and a final report no later than November 1, 1997.</p>			
	<p>C.1. Out of this appropriation \$885,500 the first year and \$885,500 the second year from the general fund shall be used to contract for boot camp programs for juveniles sentenced to confinement in a state juvenile correctional center pursuant to § 16.1-278.3, Paragraph 14, Code of Virginia, but who may be appropriate candidates for such an intensive treatment program. The goal of such programs shall be to divert offenders from a juvenile correctional center and reduce the incidence of repeat juvenile offenders. Any such programs shall emphasize improving academic achievement, promoting literacy and communication skills, and developing workplace skills, personal accountability, and self-discipline. In addition to a physically challenging residential component, the programs shall include intensive aftercare in the community.</p>			
	<p>2. The State Board of Juvenile Justice shall prescribe standards for the development and operation of a juvenile boot camp program and services.</p>			
	<p>D. Out of this appropriation \$4,781,625 the first year and \$5,520,750 the second year from the general fund shall be used to contract for the placement in public or</p>			

APPENDIX 2

Administrative Review Interviews of Key Personnel

List of Administrative Review Interviewees

Virginia Department of Juvenile Justice --

Thaddeus F. Aubry, Jr., Region II Administrator
William R. Bader, Regional Manager
Ron Batliner, Deputy Directory for Programs
Tim Bishton, Fiscal Director
Francisco Cividantes, Financial Analyst
Clarice Booker, 13th District Court Service Unit Director

13th Judicial District Juvenile and Domestic Relations Court --

The Honorable Kimberly O'Donnell, Chief Judge
Dr. Thomas D. Dertinger, Chief Operating Officer

City of Richmond --

Sheila Hill-Christian, Juvenile Justice Services Administrator

APPENDIX 3

Stakeholders in Richmond City's Continuum of Care Pilot Program

Juvenile Court Judges

Kimberly O'Donnell
Angela Roberts
Richard Taylor
Audrey Franks

Juvenile Court Administrator

Tom Dertinger

City of Richmond Office of Juvenile Justice Services

Sheila Hill-Christian
David Avery
Tim Frances

Juvenile Detention

Ellis Henderson
Sandra Martin

Richmond Behavioral Health Authority

Karen Redmond

Grant Funded Programs

Vernell Brown - Family Ties Program
Jane Talley - Specrum, Family First
Initiative
Kenisha Christian - Regional Programs

Richmond Public Schools (RPS)

Hugo Thompson

Youth Service Coordinator

Eugene White

Virginia Department of Juvenile Justice

Clarice Booker, CSU Director
Bill Talley, Probation Supervisor
Bill Bader, Regional Manager

Private Organizations and Individuals

Associated Educational Services
Purcell Branch
Elbert Galloway
Betsy Draine
Frank Nelson

Youth Service International (YSI)

Major James Scott
Roscoe Brown
John Johnson

Oasis House

Larry Lacina

Evaluation Consultant

Stan Orchowsky

