

**FINAL REPORT OF
THE VIRGINIA DEPARTMENT OF CRIMINAL
JUSTICE SERVICES ON**

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

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



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**Final Evaluation of the
Richmond City Continuum of Juvenile Justice Services
Pilot Program**

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I. REPORT AUTHORITY

This report is submitted to the General Assembly as the final report on the City of 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 (DJJ), to evaluate the results of the City of Richmond Continuum of Juvenile Justice Services pilot program and submit a final report to the 1998 General Assembly (see Appendix A).

DCJS produced a preliminary report on the Continuum program in late 1995 as directed by Item 576B(3) of the 1994 Budget Bill. In addition, DCJS produced an interim report on the Continuum program (*Evaluation of the Richmond City Continuum of Juvenile Justice Services, Interim Report*, House Document No. 50, 1997) as directed by Item 476B(3) of the 1996 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, and evaluation of the system, began in 1995. Since that time, at least eleven new programs and services have become operational.

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. Program processes for fourteen programs were reviewed in detail during this phase of the evaluation: Intensive Supervision Program, Extended Day Treatment, Juvenile Boot Camp and Aftercare, Post-Dispositional Detention Program, Outreach/Electronic Monitoring, Law Related Education, Anger Management, Project Tutor, Weekend Community Service, Independent Living Program, Oasis House, Family Preservation, Spectrum/Family First, and Stepping Stone Group Home. Preliminary outcome information is also provided on re-offending and the progression of juveniles through the Continuum system.

The information reported in this document was primarily collected through a combination of interview, survey, and case file review activities. The evaluation results suggest that juvenile justice professionals in the City of Richmond are very satisfied with the Continuum system. Respondents were particularly pleased with the array of services and sanctions it provides and the efforts of programs to address the varied needs of Continuum juveniles. The system was also generally recommended for implementation in other localities.

Similar to last year, file review information reveals the striking life circumstances of Richmond City juveniles served by the Continuum programs. Characteristics of juveniles frequently included very low educational attainment, substance abuse, and mental health issues. Juveniles

often lived in single parent households, and families frequently had 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 in response to recommendations from the interim report.

Although preliminary outcome information indicates that many Continuum offenders have returned to the juvenile justice system, most are charged with Violations of Probation which may be attributed, in part, to increased supervision. Probation Officers and program staff also reported improving outcomes for Continuum clients, including positive changes in school attendance and compliance with court-ordered services. Unfortunately, objective and empirical assessments of program outcomes, such as educational achievement, school attendance, and substance abuse, were not possible due to a lack of documentation of these measures.

The Continuum also seems to be influencing the juvenile justice system. Richmond City commitments to the state Juvenile Correctional Centers have decreased since Continuum implementation. However, juvenile justice professionals who interact with the Continuum program reported both positive and negative impacts of the Continuum on system efficiency. While judges seemed pleased with the impact of the Continuum on case review procedures, probation officers reported undesirable increases in paperwork and contacts. The increased time for case management may be due, in part, to the increased supervision provided by Continuum program staff. It remains difficult to determine if the Continuum is operated as a graduated sanctions system, as originally intended. While preliminary findings suggest that many juveniles are eventually placed in more restrictive environments following new charges for technical violations or new offenses, some placements are also made into less restrictive sanctions.

The Continuum is a dynamic system and continues to be refined 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. Continued exploration of these concerns and the continuing effects of Continuum programming is necessary, most specifically regarding the outcomes of Continuum juveniles and its use as a graduated sanctions system. Therefore, evaluators also recommend that the General Assembly direct the Department of Criminal Justice Services to continue this evaluation effort. The evaluators have also developed several recommendations that may be currently useful in guiding program development and improving program effectiveness. These recommendations are also provided in this report.

III. INTRODUCTION

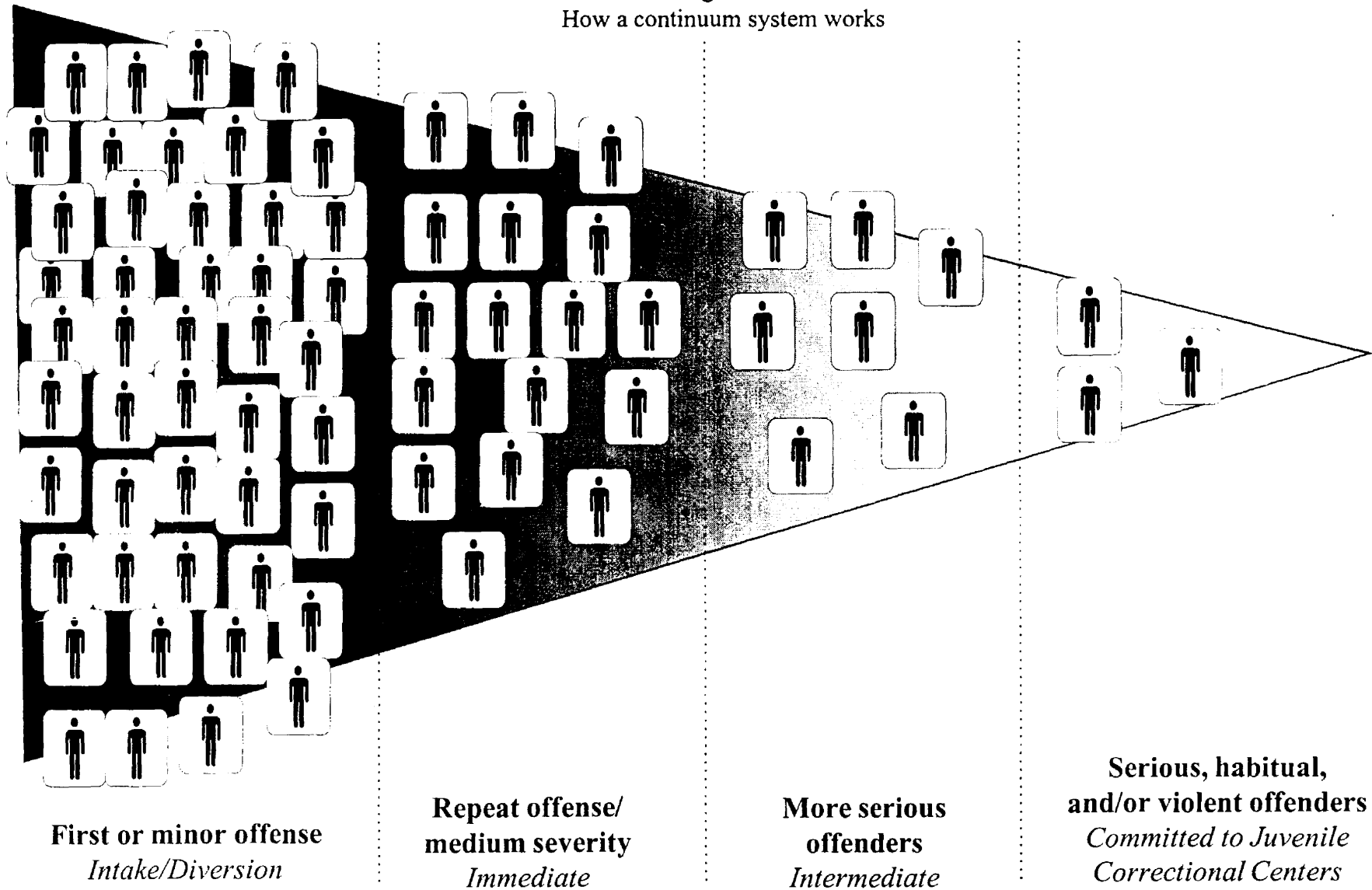
National Perspective on the Continuum Philosophy

During the past decade, the juvenile justice system has moved toward a continuum of services based on the model used in the adult criminal justice system. The purpose of a continuum system is to provide sanctions and services that progress in severity as the severity and number of offenses increase (see Figure 1). The continuum approach partners a graduated sanctions system with the pooling of community resources through a cooperative local effort to address the needs

of juvenile offenders. Ideally, delinquency prevention and intervention programs are integrated with the services of state and local agencies such as local police, social services, child welfare, health, mental health, schools, and family preservation efforts. This system should, ideally, be based on the use of risk and needs assessments as a means of objective decision-making. Risk and needs assessments allow each juvenile offender to be individually evaluated so the juvenile is placed at the appropriate level along the continuum to best address individual needs while adequately protecting the public.

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) is promoting the adoption of service continuums through its Comprehensive Strategy, a systematic approach that communities can adopt in planning and implementing a continuum of care. OJJDP's approach includes delinquency prevention activities targeted to at-risk youth, improvement of the juvenile justice system response to juvenile offenders through early and immediate interventions, and a system of graduated sanctions. Early and immediate interventions include programs for first-time non-violent offenders. A system of graduated sanctions includes a series of dispositional options in which the intensity of treatment increases as the number and severity of offenses increase.

Figure 1
How a continuum system works



Source: Modified version of Department
of Juvenile Justice document

OJJDP is assisting five states -- Iowa, Texas, Maryland, Florida, and Rhode Island -- that were selected to receive technical assistance to develop comprehensive approaches to juvenile delinquency and to implement resulting graduated sanctions systems. Virginia and Connecticut are two states who have not received this specific assistance from OJJDP in developing a graduated sanctions system but are regarded as highly developed in the area of graduated sanctions. Virginia is noted for its Juvenile Justice reform initiatives of 1996 and for the Virginia Juvenile Community Crime Control Act. In addition, Connecticut's Juvenile Alternative Sanctions Plan is a model of legislative reform being implemented by the judiciary.

Richmond Continuum of Juvenile Justice Services

In 1994, the Virginia General Assembly appropriated funds to the Department of Youth and Family Services (now known as the Department of Juvenile Justice) who entered into a Memorandum of Agreement with the City of Richmond. The funding established new community-based programs and services for adjudicated juveniles. The new programs and services augmented the existing system, creating a wider range of dispositional options called the Richmond City Continuum of Juvenile Justice Services (see Figure 2). The Richmond Department of Juvenile Justice Services (DJJS) administers and supervises the Continuum. In addition, a group of Stakeholders advise and act as resources to the Continuum. The Stakeholders include representatives from many of the public and private child service agencies in the City of Richmond, Department of Juvenile Justice (DJJ) regional office, the 13th District Court Service Unit (CSU), and the Richmond City Juvenile and Domestic Relations District (J&DR) Court. Implementation of the Richmond City Continuum began in 1995.

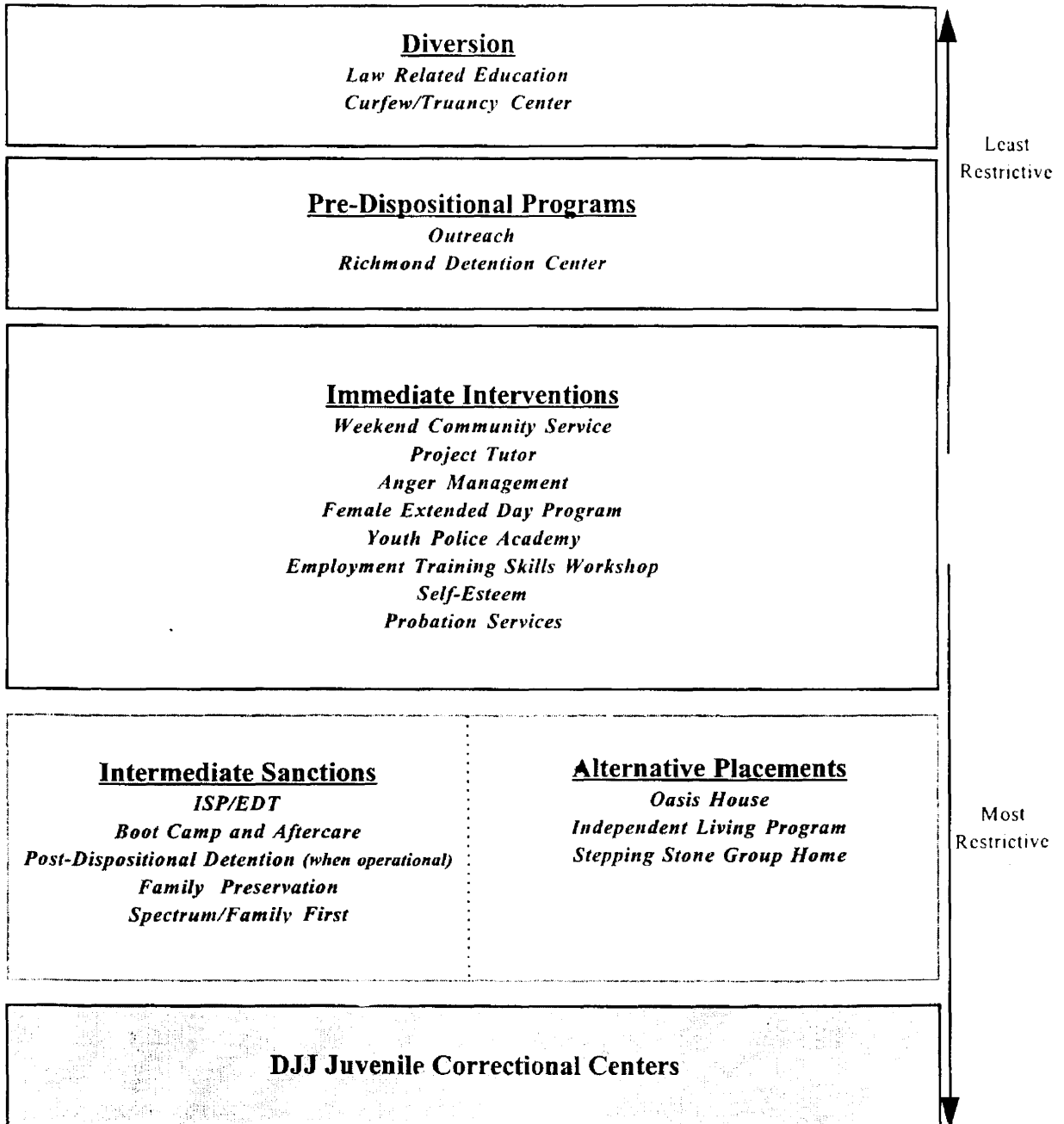
The Continuum Stakeholders developed a mission statement, goals, and objectives for the Richmond City Continuum of Juvenile Justice Services. The mission of the Continuum is "to promote public safety, to reduce recidivism, and to prevent juvenile delinquency through a continuum of services that empowers all participants to achieve measurable success."

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.

Figure 2
Richmond City Continuum

Juveniles in the Continuum may be placed into any of the following programs:



To achieve these goals, the Stakeholders defined the following objectives:

- 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 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, new programs and services are continually being planned to address the needs of juveniles who come in contact with the Richmond J&DR Court. The Richmond DJJS has designed and implemented at least eleven new programs and services as of August 1997. The majority of these programs are community-based and offer a range of services through cooperation, in part, with other community agencies, including mental health, private businesses, social services, health, educational institutions, and Parks and Recreation. The new programs offer Richmond City judges an array of alternative sanctions that hold juveniles accountable and provide appropriate rehabilitative services within the community. For example, an extended day program was developed specifically to address the needs of female offenders, and a curfew/truancy diversion program has been developed to address the needs of status offenders.

Established programs also continue to change and/or implement new services. For example, Spectrum/Family First incorporated a fatherhood component to address the needs of mother-only families. 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.

Management Structure

The Richmond City Continuum of Juvenile Justice Services, including all existing city sponsored programs, is administered and supervised by the Richmond DJJS. Richmond DJJS is staffed by a director, deputy director, and secretary. Grant-funded and city personnel report to the director, who, in turn, reports to the Richmond deputy city manager. In May 1997, the director resigned, and her position with the City has been assigned to an acting director. Juvenile justice services, including detention and group home services, are under the aegis of this office.

Stakeholders

As noted previously, Richmond's Continuum is advised by Stakeholders. The Stakeholders' meetings were designed to provide an opportunity for representatives of Continuum programs, the Court Service Unit, and J&DR judges to communicate. When the Continuum was first being established, the Stakeholders met monthly to discuss the development of the programs and to provide a forum for problem-solving. Once the basic Continuum programs were in place, the Stakeholders began their current schedule of meeting every two months. The Stakeholders' meetings now focus on developing ideas for new programs and sharing information on existing programs. All Stakeholders are invited to attend these meetings. (Because decisions often cannot wait until the regularly scheduled bimonthly Stakeholders' meeting, some of the problem-solving function has been handled on an ad-hoc basis by the affected persons and the Richmond DJJS director.) The Richmond J&DR Court judges routinely attended most of the early Stakeholders' meetings, but now attend sporadically. Currently, the judges are represented at the Stakeholder's meetings by the chief operating officer of the Richmond City J&DR. In addition, the Director of Richmond DJJS meet on a bi-monthly basis with the Court Administrator and Chief Judge of the 13th District J&DR court.

When an issue arises that the Stakeholders want to investigate further, a subcommittee is formed to address the specific topic. The subcommittee reports its findings and recommendations to the Stakeholders for debate and discussion. The Stakeholders have used subcommittees in a variety of situations. For example, a subcommittee examined sanctions within specific continuum programs and identified immediate consequences that could be applied within the programs so the court could be used in a collaborative manner (e.g., reviewing placement decisions, increasing sanctions, and reinforcing rehabilitative accomplishments). A further subcommittee was formed to address the high prevalence of substance abuse in juvenile offenders and their families. As a result of the recommendations of this subcommittee, the City successfully applied for and received a planning grant from the Federal Bureau of Justice Assistance to develop a Drug Court for the City's J&DR Court.

The Stakeholders hold an annual retreat, which was used this year as a strategic planning session. The retreat was attended by private vendors (who are contracted to provide services under Richmond's Continuum), City staff, CSU staff, and DJJ staff. Work groups were formed to resolve different issues of concern.

Funding for Continuum Programs

The Richmond Continuum receives funding from a variety of sources. The 1994 General Assembly appropriated funds to augment existing services for juveniles with new programs and the City was required to provide a match to those funds. Richmond used the majority of these appropriated funds and the City's match for the management and support staff for their Boot Camp and Boot Camp Aftercare, Intensive Supervision Program¹, and Extended Day Treatment program. Continuation funds for these programs were appropriated by the General Assembly for the 1996-1998 biennium. Additionally, State funds are used by the City to contract for mental health services for children in detention through the Virginia Treatment Center for Children. Funding information for these services appears in Table 1.

Table 1 1996 General Assembly Appropriations For Richmond Continuum Programs		
Continuum Service or Program	FY 1997 Reimbursed Expenditure (includes local match)	Purpose
Richmond Department of Juvenile Justice Services	\$191,396.39	Personnel
Service System Improvements	\$ 91,263.67	Nursing \$19,142.85 Psychological Services \$21,480.00* Security Staff \$47,884.82 Computers \$2,756.00
Other Related Services	\$115,144.97	Other Aftercare Services \$26,499.32 Consultant Services \$10,035.28 Interim School \$73,493.43** Training and Travel \$5,116.94
Intensive Supervision Program/ Extended Day Treatment	\$676,050.00	per diem of \$40 per youth
Boot Camp and Boot Camp Aftercare	\$746,565.00	per diems of: \$75 per occupied bed; \$20 per youth education fee, based on 5 day week; \$25 per Richmond City aftercare youth

* Through contract with the Virginia Treatment Center for Children

** Supplemental school services provided when school is not in session

In addition, the City of Richmond has been awarded a number of grants to support additional Continuum programs. Three grant programs -- Spectrum/Family First, Community Substance Abuse for Juveniles and Their Families, and Family Preservation Program -- have been providing services to juveniles in the Continuum. Three others -- the Richmond Juvenile Care Center

¹ The Intensive Supervision Program is operated by a private vendor; therefore, the ISP program is distinct from intensive probation services provided by the 13th District Court Service Unit.

(Curfew/Truancy Diversion Center), the Youth Police Academy, and the Female Extended Day Program -- were new grant awards effective July 1, 1997 and augment the existing array of programs in the Continuum. Funding information on these six programs appears in Table 2.

Table 2 Grant-Funded Programs in the Richmond City Continuum		
Continuum Program	Funding Source	Amount of Funding
Spectrum/Family First	DCJS (Title V JJDP funds); City of Richmond (required match)	\$71,174 JJDP funds; \$35,861 match
Community Substance Abuse for Juveniles and Their Families*	DCJS (Edward J. Byrne Memorial Anti-Drug Abuse Program)	\$98,959.12
Family Ties-includes a Family Preservation Program and a Regional Coordination component	OJJDP Federal Discretionary Grant	\$500,000; amount allocated to each component is unknown
Richmond Juvenile Care Center (Curfew/Truancy Diversion Center)	DCJS (Title V JJDP funds); City of Richmond (required match)	\$61,675 JJDP funds; \$212,709 match
Youth Police Academy	DCJS (Title II JJDP Innovative Youth Oriented Law Enforcement and Community Oriented Policing funds)	\$34,997
Female Extended Day Program	DCJS (Title II JJDP funds)	\$73,000

* Pays for residential and outpatient substance abuse services and relapse prevention through the Richmond Behavioral Health Authority which subcontracts outpatient services with the Treatment Assessment Services Ctr.

The Richmond Public Schools and the City Manager's Office entered into a memorandum of understanding regarding the provision of educational services for delinquent youth in the Richmond Continuum. The City provides the educational component for Continuum participants, called The Bridge. In addition, those Continuum youth for whom vocational training is deemed appropriate and for whom referrals are made attend the Adult Career Development Center, which is also funded through the Richmond Public Schools.

The functions of the CSU encompass a range of services including juvenile intake, investigations, probation services, domestic relations services, and community service work. Continuum activities are but a subset of the CSU's total function. The total CSU budget for FY97 was \$2,013,223 in State funds and \$68,000 in City funds. City funds support the leasing and maintenance of city vehicles, transportation, rental of the CSU's new Southside office, and telephone services. State funds are used for operations and personnel. There are 34 probation officers employed at the 13th District CSU, including three senior probation officers and two intensive parole officers. Although the funding cannot be broken down by program, a significant share of the work performed by the CSU focuses on delinquency.

A number of Continuum programs are operated by the 13th District CSU, including probation services and volunteer programs (for example, Anger Management). Although not shown in the table, funding for these programs comes directly from the total CSU budget. Some of the volunteer programs operated by the 13th District CSU represent the collaborative effort of various funding sources. For example, the Law Related Education Program represents a collaboration of resources including the Richmond DJJS, Virginia Commonwealth University (VCU), Community Development Block Grant, and volunteers. Project Tutor is operated collectively by the 13th District CSU and VCU.

Detention services, including Weekend Community Service and Outreach/Electronic Monitoring, are operated by the Richmond DJJS². Although not shown in the table, other Continuum programs are run by private providers and are paid for with City and other funds. These programs include Oasis House, Stepping Stone Group Home, and the Independent Living Program. Additionally, the City provides mental health services to Continuum juveniles through the Virginia Health Center, which subcontracts with the Richmond Behavioral Health Authority.

IV. PROGRAM EVALUATION METHODOLOGY

The purpose of the current evaluation was to provide information on program processes and outcomes. The evaluation incorporated qualitative and quantitative data from six primary sources:

- phone interviews with judges from the Richmond City J&DR Court;
- personal interviews with fourteen program managers: Intensive Supervision Program, Extended Day Treatment, Boot Camp, Boot Camp Aftercare³, Family Preservation, Spectrum/Family First, Stepping Stone Group Home, Anger Management, Law Related Education, Project Tutor, Weekend Community Service, Outreach, Oasis House, and the Independent Living Program;
- surveys of probation officers and staff from twelve Continuum programs⁴;
- a review of 13th District Juvenile and Domestic Relations Court Service Unit files;
- a review of program files from four Continuum programs: Intensive Supervision Program, Extended Day Treatment, Boot Camp and Boot Camp Aftercare, and Post-Dispositional Detention; and
- data from the DJJ Interim Intake Database.

Data collection, interview, and survey instruments are not included in this document due to length; they may be obtained from the Department of Criminal Justice Services.

Due to the complexity and the numerous services subsumed under the Continuum system, it was impossible to conduct a complete outcome evaluation of all programs and services. A review of program files was conducted only on clients from the four programs previously discussed in the interim report: Intensive Supervision Program (ISP), Extended Day Treatment (EDT), Boot Camp and Aftercare, and Post-Dispositional Detention. The evaluation of the remaining ten programs was limited to examining program processes and data on client recidivism. Auxiliary services offered by the Continuum, such as mental health and recreational activities, were not evaluated.

Interviews

Interviews provided information from four Richmond City J&DR judges and fourteen program managers³. The interview instruments for both the judges and program managers collected the

² The Richmond DJJS was also the agency charged with responsibility for the Post-Dispositional Detention Program. This program was terminated in May 1997.

³ Although conceptually the Boot Camp and Boot Camp Aftercare are one program, the two phases are operated by two different program managers and staff. Thus, although information was collected on thirteen programs, fourteen managers were interviewed.

⁴ Information from Program Tutor was not solicited because the tutors are student volunteers attending VCU. School was not in session at the time surveys were administered, thus we were unable to contact student volunteers.

following types of information: (1) the purpose of the Continuum, (2) common problems or needs of juveniles in Continuum programs, (3) how the Continuum programs are able and unable to meet these needs, and (4) suggestions for ways to improve the Continuum programs system.

Judges were additionally asked to rate:

- their overall satisfaction with each of the thirteen Continuum programs, and
- the factors which influence judicial referrals to each program.

Program managers were also asked to describe:

- program requirements,
- program selection criteria,
- factors which influence juvenile compliance,
- immediate consequences and legal recourse for juvenile non-compliance,
- staff training,
- program changes that have occurred following program implementation, and
- changes observed in juveniles' behavior while in the program.

Survey Data

Written surveys were administered to probation officers and Continuum program staff in twelve programs. Surveys distributed to probation officers collected information identical to the personal interviews conducted with the judges. In addition, probation officers were asked to indicate observed changes in juveniles' behavior following participation in a Continuum program and overall satisfaction with each of the thirteen programs. Program staff surveys collected information identical to the personal interviews conducted with program managers, excluding selection criteria and staff training information.

Additionally, probation officers and program staff were asked to describe the percentage of time spent on various job duties and changes in the efficiency of their jobs following the implementation of the Continuum programs.

Review of Court Service Unit (CSU) Files

This evaluation attempted to collect a wide range of information from each Court Service Unit file, including:

- juvenile and family demographics,
- court histories of abuse or neglect,
- court records of the family,
- offense and dispositional history of the juveniles,
- recidivism following program placement⁵,
- the juveniles' last grade completed,
- educational achievement scores,
- the number of repeated grades,
- the number of school suspensions,
- behavioral problems in school, and
- substance abuse and psychological disorders of the juvenile and family members.

⁵ Recidivism was based on the number and types of new petitions filed following program placement.

Although the 13th District CSU meets DJJ minimum record keeping standards, these standards may not require documentation of all of the above information in each CSU file. Therefore, these data were missing in many cases (see Appendix C).

As a starting point for the Court Service Unit file review, an initial sample of 328 juveniles was obtained from program census lists. Court Service Unit files were reviewed for only thirteen programs because very limited or no information was available for juveniles diverted into the Law Related Education program.

Lists from which the samples were drawn included juveniles who had been court-ordered into each of the following programs from:

- program onset (April 1, 1995) to a cut-off date of March 1, 1997 for ISP/EDT.
- program onset (January 1, 1996) to a cut-off date of March 1, 1997 for the Boot Camp.
- January 1, 1995 through March 1, 1997⁶ for Post-Dispositional Detention.
- program onset (January 1, 1997) through March 1, 1997 for Weekend Community Service.
- July 1, 1996 through March 1, 1997 for the remaining eight programs.

Only 75% of juveniles from the ISP/EDT and Outreach/Electronic Monitoring lists were randomly selected for review due to the large number of juveniles who had been placed into these three programs; all juveniles on the lists for the other programs were included in the initial sample list. Forty-five juveniles were excluded from examination because their CSU files were not available. Therefore, the CSU files for a sample of 283 out of the initial 328 juveniles were ultimately reviewed for this study.

The lists were used to initially identify juveniles placed into Continuum programs; juveniles were then tracked historically to determine placement in other Continuum programs. Thus, client information is not necessarily restricted to the census list time frame. Table 3 summarizes the Continuum programs for which CSU files were reviewed, the number of juvenile files reviewed for each program, and the time frame in which these juveniles were placed into each particular program. It is important to emphasize that many juveniles were placed into more than one program, consequently, data for some juveniles are included in the findings for multiple programs.

⁶ The Post-Dispositional Detention Program was not operating from May 1, 1995 through October 1, 1995 due to overcrowding in the Detention Center.

Table 3			
CSU File Review: Sample Information by Continuum Program			
Program Name	Number of CSU Files Reviewed	Time Frames of Continuum Program Dispositions	
		Earliest Date	Latest Date
ISP/ EDT ⁷	175	02/24/95	06/04/97
Boot Camp and Boot Camp Aftercare	56	01/30/96 06/04/96	03/07/97 07/25/97
Post-Dispositional Detention	39	03/01/95	01/24/97
Outreach Detention	134	09/27/94	03/03/97
Law Related Education*	0	N/A	N/A
Anger Management	31	09/16/94	03/03/97
Project Tutor	26	02/28/95	01/31/97
Weekend Community Service	7	01/04/97	03/01/97
Independent Living Program	2	10/03/95	04/03/96
Oasis House	20	08/20/92	01/01/97
Family Preservation	44	03/26/96	05/02/97
Spectrum/Family First	18	06/15/95	02/20/97
Stepping Stone Group Home	34	04/01/94	04/10/97

* Limited information was available from the Law Related Education program on 29 juveniles who had participated in the program between January 1 through April 1, 1997 (see Appendix C). CSU intake files were not reviewed for this program.

Review of Program Files

Data were also collected through a review of individual program files from four programs: ISP/EDT, Boot Camp and Boot Camp Aftercare, and Post-Dispositional Detention.

Information obtained from the program files included the following:

- the juveniles' status in the program,
- educational achievement level scores upon entrance and exit from the programs,
- school attendance,
- school suspensions while in the program,
- grade and school attending at program entrance and exit,
- behavioral infractions in the program,
- identified needs of the juveniles and treatment received,
- substance abuse assessment and results of urine screens, and
- employment at program entrance and exit.

DJJ Interim Intake Database

Recidivism was verified, in part, using petition information from the DJJ Interim Intake Database. This information was submitted by the 13th District Court Service Unit Intake Office from July 1, 1995 through June 30, 1997.

⁷ ISP/EDT are combined for analytical purposes because a significant number of juveniles participated in both programs; juveniles may be transferred from one program to the other if their behavior indicates the need for a transfer.

V. CONTINUUM PROGRAM DESCRIPTIONS

To provide a comprehensive picture of the range of sanctions and services in the Richmond City Continuum, programs funded by the 1994/1996 Appropriations Acts, as well as programs funded by other sources, are discussed below. The information in this section was reported by program managers and staff, but may not necessarily reflect program contracts or actual services provided. Program characteristics for the Continuum programs evaluated in this report are provided in Table 4. These characteristics include selection criteria, program type, staff-to-youth ratio, program capacity, referral sources, and program length. The fourteen Continuum programs described are:

- Intensive Supervision Program (ISP)
- Extended Day Treatment (EDT)
- Virginia Juvenile Boot Camp and Aftercare
- Post-Dispositional Detention
- Outreach/Electronic Monitoring Program
- Law Related Education
- Anger Management
- Project Tutor
- Weekend Community Service
- Independent Living Program
- Oasis House
- Family Preservation
- Spectrum/Family First
- Stepping Stone Group Home

Detailed descriptions of these programs follow Table 4. When relevant, significant programming changes that occurred since Continuum implementation are also discussed. Brief descriptions of traditional sentencing options available to the court (i.e., secure detention, probation services, community service work, and DJJ commitment), two CSU-administered programs (Self-Esteem and Employment Training Skills Workshop), and Continuum programs implemented after February 1997 are also presented; however, no further evaluation of these sanctions or programs is included in this report.

**Table 4
General Characteristics of Continuum Programs as Described by Program Managers**

Program Name	Selection Criteria	Program Type	Staff-to-Youth Ratio	Total Program Capacity	Referral Source(s)	Program Length
Intensive Supervision Program	<ul style="list-style-type: none"> Juvenile is on probation 13-18 years of age No prior DJJ commitment (If previously committed, a Length of Stay of 12 months or less) 	Non-residential	1:6	24	Judges Probation Officers	9 months
Extended Day Treatment	<ul style="list-style-type: none"> Juvenile is on probation 13-18 years of age No prior DJJ commitment (If previously committed, a Length of Stay of 12 months or less) 	Non-residential	1:6	25	Judges Probation Officers	9 months
Virginia Juvenile Boot Camp and Aftercare	<ul style="list-style-type: none"> 14-17 years of age at time of offense or violation Non-violent offenders No sexual or arson charges IQ of 75 or higher No assessed mental health disorders Physical ability to participate in Boot Camp drills 	Boot Camp: Secure Residential Aftercare: Non-Residential	Boot Camp: 1:6 Aftercare: 1:25	Total beds: Males: 75 Females: 20 Richmond beds: Males: 25 Females: 10 Aftercare: No capacity restrictions	Judges	Boot Camp: 5 months Aftercare: 6 months
Post-Dispositional Detention (when in operation)	<ul style="list-style-type: none"> Juveniles must be 14-18 years of age 	Phase I: Secure Residential Phase II: Non-residential	Phase I: 1:6 Phase II: 1:6	12	Judges	Phase I: No longer than 6 months Phase II: Average length 2 months
Outreach/Electronic Monitoring Program	<ul style="list-style-type: none"> 10-17 years of age Non-violent offenders No chronic offenders Must have a phone in the home 	Non-residential	1:8	17	Judges	Average length: 3-6 weeks
Law Related Education	<ul style="list-style-type: none"> 12-16 years of age No juveniles with felony offenses No history of drug use No juveniles with pending charge(s) No juveniles detained in the Detention Center No juvenile who has previously participated in a diversion program 	Non-residential	1:7	15	Intake Officers Judges Probation Officers	6-8 weeks
Anger Management	None	Non-residential	1:8	8	Judges	8 weeks
Project Tutor	None	Non-residential	1:1	40	Judges	Semester

**Table 4
General Characteristics of Continuum Programs as Described by Program Managers**

Program Name	Selection Criteria	Program Type	Staff-to-Youth Ratio	Total Program Capacity	Referral Source(s)	Program Length
Weekend Community Service	<ul style="list-style-type: none"> 10-17 years of age No violent offenses Youth who would normally be disposed for short-term stay in secure detention 	Residential	1:6	8	Judges	Short-Term
Independent Living Program	<ul style="list-style-type: none"> 16-20 years of age Juveniles who are willing to make the commitment to complete the program No juveniles with recent history of non-compliance in other placements No juveniles with suicidal ideation No juveniles with an assessed but untreated psychological disorder No juveniles with untreated substance abuse dependency No serious physically or mentally challenged youth 	Program: Residential Aftercare: Non-residential	Program: 1:6 Aftercare: 1:6	Total: 12 Richmond: 1	Judges Probation Officers Department of Social Services Relatives Self-referrals Adult Homeless Shelter Oasis House	Program: Average length 5 months Aftercare: 3 months
Oasis House	<ul style="list-style-type: none"> 12-17 years of age No juveniles with suicidal or homicidal ideation No serious physically or mentally challenged juveniles 	Program: Residential Aftercare: Non-residential	Program: 1:5 Aftercare: 1:5	Total beds: 12 Richmond beds: 4	Judges Probation Officers Department of Social Services Self-referrals: walk-ins Relatives National Runaway Switchboard	Program: up to 60 days for crisis intervention Aftercare: 2-3 months; only for families with no other agency support
Family Preservation	<ul style="list-style-type: none"> 11-18 years of age Accepts chronic serious offenders 	Non-residential	1:5	9	Judges	8-12 weeks
Spectrum/Family First	<ul style="list-style-type: none"> 8-15 years of age Should reside in the East End area of Richmond City (may be exceptions) Accepts chronic non-violent offenders Juvenile must be residing with his/her family 	Non-residential	1:15	50	Judges	14 weeks
Stepping Stone Group Home	<ul style="list-style-type: none"> 13-17 years of age No sexual assault charges No violent offenders IQ of 75 or higher Males only No juveniles taking psychotropic medication 	Program: Residential Aftercare: Non-residential	Program: 1:3 Aftercare: 1:3	11	Judges	Program: 9 months Aftercare: 2 months

Pre-existing Programs

Several programs and services were available to juveniles prior to the implementation of the Richmond Continuum. These programs and services, described below, were incorporated as components of the Continuum.

Pre-Dispositional Programs

Pre-dispositional programs are designed for juveniles awaiting adjudication by the court. The purpose of these programs is to ensure that juveniles “remain trouble free and available to the court prior to disposition” (Commonwealth of Virginia Standards for Secure Detention, 1983). These programs are designed for juveniles who judges perceive as a risk to public safety or at risk for not returning to court for adjudication. These programs are also used as post-dispositional sanctions; however, their primary purpose is pre-dispositional.

Outreach/Electronic Monitoring Program

Outreach/Electronic Monitoring Program (hereafter referred to as Outreach) is primarily designed as a pre-dispositional program. The main purpose of Outreach is to reduce overcrowding in the Detention Center by providing intensive supervision of juveniles in the community. Outreach is a non-residential program for juveniles with no history of violent offenses who would otherwise be detained in secure detention. In August 1997, Outreach was at full capacity with 17 juveniles, but anticipated an increase in the capacity to 30 in the near future.

Outreach provides supervision for juveniles on Electronic Monitoring and House Arrest without electronic monitoring. Outreach case managers use electronic monitoring devices to provide constant non-custodial surveillance of the juvenile. In addition, juveniles are required to have four face-to-face check-ins weekly. Juveniles in the Outreach program attend school daily and participate in group counseling, recreational activities, and community service work three times weekly. In addition, Outreach case managers develop an individualized treatment plan and refer juveniles for individual and family counseling when needed. Group counseling is offered by the case managers and includes conflict resolution skills, anger management, substance abuse education, peer relationships, and life skills training. Youth also participate in recreational activities (provided by Youth Services) and community service work. Additional youth courses include multi-cultural training, character development, relationships and dating, and career development.

Juveniles are required to attend school or work, return home immediately following school or work, and receive prior approval from program staff to leave their homes. Case managers have daily phone contact with the juveniles and perform nightly curfew checks. The curfew checks are conducted either face-to-face or with a ride-by unit which monitors the juveniles' whereabouts through the electronic monitoring bracelet. Immediate consequences for non-compliance are apology letters, one-on-one counseling with the case manager, or placement back in detention. Compliance with program requirements results in less restrictive supervision, such as removal of the electronic bracelet, removal from House Arrest, or removal from Outreach supervision. Subsequent non-compliance may result in placement back on electronic monitoring or placement in detention.

Changes in Outreach Following Implementation. Outreach has changed the type of community service work performed by the juveniles. Youth now volunteer for institutions within the community, which is designed to give them a personal connection to the community and develop a sense of self-worth by directly helping others in need. Outreach has also implemented a partnership with the ISP/EDT and Boot Camp Aftercare programs to increase program compliance in these three programs. All juveniles entering Boot Camp Aftercare and high risk juveniles from ISP/EDT are placed on electronic monitoring and receive Outreach services. It is anticipated that 10 juveniles from ISP/EDT and 12 juveniles from Boot Camp Aftercare will receive services from Outreach; three new case managers have been hired to handle the larger caseload due to this new partnership.

Secure Detention Services

Secure Detention is a secure residential program designed for juveniles who: (1) have allegedly committed a Class 1 misdemeanor or felony and whose release may constitute unreasonable danger, (2) have allegedly committed a crime and have absconded and/or threatened to abscond from prior court-ordered sanctions, and/or (3) may be placed in danger of being harmed if released (*Code of Virginia* §16.1-248.1). These juveniles reside and attend school in the Richmond City Secure Detention Center.

Immediate Intervention Programs

Immediate intervention programs target juvenile offenders who have recently entered the court system. These programs are less restrictive sanctions designed to deter first-time or minor offenders.

Project Tutor

Project Tutor is a non-residential program designed to increase academic performance and school attendance, and decrease behavior problems in school. The program provides juveniles with one-on-one tutoring by a VCU volunteer tutor/mentor who works with him/her throughout the program. Project Tutor provides transportation to and from the VCU campus, where juveniles attend the program every Saturday for two to three hours. Weekly sessions include one-on-one tutoring in math, reading, writing skills, science, and art topics. In addition, juveniles participate in group projects designed to develop educational and team-building skills.

Non-compliance with the program will result in contact with the probation officer and may lead to the filing of a Violation of Court Order or Violation of Probation petition.

Community Service Work

Community Service Work is a sanction which may be used alone for minor offenses or in concert with other sanctions for more serious offenders. The program is designed for juveniles who commit crimes in which restitution to the community is appropriate, such as vandalism, minor property offenses, etc. Community Service Work focuses on community betterment projects. This program is operated by the 13th District Court Service Unit.

Self-Esteem

The Self-Esteem program is a non-residential program designed to increase juveniles' self-esteem and improve their self-concept. The program provides juveniles with group counseling once a month aimed at increasing the juveniles' sense of self-worth. The Self-Esteem program is operated by the 13th District Court Service Unit.

Traditional Post-Dispositional Sanctions

Traditional post-dispositional sanctions include probation services, Post-Dispositional Detention, and commitment to a state correctional center.

Probation Services

Probation services are designed to monitor juvenile offenders placed on regular or intensive probation or parole by the court. Probation officers play an important and integral part in the Continuum system. They may refer or recommend juvenile offenders into Continuum programs and act as liaisons between Continuum staff and the court. Continuum staff also report the progress of each juvenile to the probation officer. Consequently, probation officers are responsible for informing the court when a juvenile is not complying with probation or parole terms.

Post-Dispositional Detention

The Post-Dispositional Detention program was designed as an alternative sanction to commitment to the Department of Juvenile Justice. Prior to the end of the program in March 1997, the Post-Dispositional Detention program was operating at full capacity with twelve juveniles.

Post-Dispositional Detention was closed due to chronic overcrowding in the Detention Center. The DJJ Standards for Post-Dispositional Confinement for Secure Detention, authorized under the *Code of Virginia* (§16.1-311), states that "a detention home approved to hold sentenced children shall not use more than 20% of its rated capacity for such children at any one time, and such sentenced child/children shall not be placed when the detention home is at capacity." The average daily population of the Detention Center for FY97 was 100.25, even though its capacity is only 80 juveniles. Thus, based on the DJJ standards, the City of Richmond decided to end the Post-Dispositional Detention program.

The Post-Dispositional Detention program consisted of two phases. Phase I was a residential program which lasted no longer than six months. Following judicial referral to the Post-Dispositional Program, juveniles were evaluated to develop an individualized service plan. This plan included appropriate educational placement, counseling services, and specialized programs.

The juveniles were referred to individual and family counseling centers based on the individualized treatment plan. In addition, the program counselors offered individual and group counseling on-site. The groups focused on self-esteem enhancement, substance abuse, anger management, life skills, and sex education. Juveniles were expected to regularly attend school, regularly attend their community counseling programs, and actively participate in group sessions. In addition, behavior in the Detention Center and at school was monitored by detention staff.

Immediate consequences for juveniles who were not complying with program requirements were time outs, disciplinary actions, and one-on-one counseling. If non-compliance continued, the probation officer was notified. Day and weekend passes were available to juveniles who did not incur any disciplinary actions and were complying with program requirements.

As required by the *Code of Virginia*, the youths' progress was reviewed every 30 days with the program counselors, probation officer, and the referral judge. Juveniles who were complying with their individualized service plan and did not have any disciplinary actions may have been placed into Phase II. In Phase II, the juveniles moved back into their homes or alternative placements and continued to receive the same services as in Phase I. However, in Phase II juveniles were responsible for their own transportation to and from school and counseling programs. In addition, the juveniles were required to contact their program counselor every day after school. Program counselors made weekly school and home visits to monitor juveniles' progress. If juveniles were not complying with the program requirements, they may have been placed back into Phase I or discharged from the program.

Commitment to the Virginia Department of Juvenile Justice (DJJ)

Commitment to the Department of Juvenile Justice places juveniles in a state correctional center for a period of confinement determined by order of the court or by the Department of Juvenile Justice where an indeterminate commitment has been made. Juveniles receive educational and vocational training, as well as counseling services based on individual needs assessed at the Reception and Diagnostic Center.

Alternative Placements

Alternative placement programs are designed for juvenile offenders who may no longer remain at home because of safety or parental control issues.

Stepping Stone Group Home

Stepping Stone Group Home is a residential program which operates within a group home setting and is designed for male juvenile offenders in need of alternative placement. Stepping Stone focuses on the provision of structure, behavioral consequences, and educational assistance. In August 1997, nine juveniles were receiving services from Stepping Stone.

Stepping Stone case managers provide tutoring services and group counseling daily. The group counseling includes self-development, relationships and dating, decision-making skills, substance abuse, sexual education, conflict resolution, anger management, and living skills. Juveniles also participate in recreational activities, provided by Youth Services, and community service work (e.g., volunteering for Habitat for Humanity). Families may also be given referrals to Spectrum/Family First, the VHC for substance abuse, and individual and family counseling based on assessed needs. Stepping Stone also provides a monthly parental support group for the juveniles' families.

Juveniles living at Stepping Stone are required to attend school regularly or secure employment, and participate in Stepping Stone activities. Case managers make random school checks to evaluate juveniles' school performance. In addition, the juveniles' teachers provide daily written

feedback on the juveniles' school performance which must be signed and returned to the case managers. The juveniles are also given daily feedback on their overall performance at the group home and, when appropriate, immediate consequences for non-compliance are discussed at that time. The juveniles are allowed to return home for the weekend. Non-compliance may result in a loss of daily privileges, including use of the phone and bed time. Continued non-compliance may result in a loss of recreational activities or weekend passes, or a Violation of Probation petition filed by the juvenile's probation officer.

The Aftercare phase of Stepping Stone Group Home is a non-residential, two-month program. Prior to returning home, the case manager, parent, and juvenile develop a home contract. The contract includes expected behavior at school and in the home, including curfew rules. Case managers conduct a weekly home visit to monitor the juvenile's progress in the home and the juvenile is required to attend one group session weekly. In addition, the parents are required to attend a monthly support group at Stepping Stone or Spectrum/Family First.

Oasis House

Oasis House is a short-term, residential crisis shelter for juveniles who are either runaways or living in unsafe family environments. It is the only crisis shelter for juveniles in the City of Richmond which accepts self-referrals. The primary goal of the program is to reunite juveniles with their families and provide referrals for services in the community. In cases where this goal is not appropriate, Oasis House works in cooperation with the Department of Social Services to find long-term alternative placements. In August 1997, Oasis House was operating at full capacity with twelve youth. Oasis has allocated four beds specifically for Richmond City youth. In October 1997, only two Richmond females, court-ordered by the 13th District J&DR, were attending Oasis House.

Case managers provide individual counseling, group counseling, tutoring services, and recreational/cultural activities daily. Group counseling includes problem-solving skills, job skills, life skills training, self-esteem, peer pressure, substance abuse education, human sexuality, and birth control methods. Additionally, training for anger management and aggression replacement are offered. Recreational services include activities provided by Youth Services, and special activities (such as trips to universities) are coordinated on a monthly basis. Once a week, the juveniles participate in a boys and girls night out which involves same-sex activities, including movies, miniature golf, skating, and laser tag. Case managers also provide in-home family counseling daily and make referrals for long-term services. Outpatient services are provided by the VHC for substance abuse counseling, and the Family and Children's Services Family Crisis Center or the Clinical Services Division for additional individual and family counseling.

Oasis House operates on a levels system. The juveniles are first assessed upon entrance into the program and individual short-term goals are developed. The juveniles are required to attend school and participate in program activities; those not enrolled in the public school system receive educational services at Oasis House. Compliance with the program requirements and obtaining goals results in placement into the next higher level. Privileges are increased in each higher level, including phone use, curfews, bed times, and participation in recreational activities. Immediate consequences for non-compliance are loss of level, time out, and problem-solving

sessions to determine what the juvenile can do to meet his/her goals. Continued non-compliance may result in a Violation of Probation filed by the juvenile's probation officer, or ultimately discharge.

Oasis House also has a two-to-three month aftercare component which monitors the juveniles' transition back into the home. Case managers continue to provide in-home services to the juvenile and his/her guardian for families not involved with other child service agencies. In addition, program staff continue to coordinate outside services.

Independent Living Program

The Independent Living Program (ILP) is a residential program for older juveniles, aged 16-20, designed to transition them into independent living situations. As of August 1997, ILP was operating with a total of eight juveniles. The City of Richmond has one bed space reserved at ILP for 13th District CSU referrals. Although a few referrals have been made, no juveniles from the 13th District CSU have started the program for over one year.

Juveniles are required to maintain an apartment, purchase and prepare their own meals, and secure employment. The juveniles live in dorm-style apartments and may receive substance abuse and family counseling off-site. On-site licensed counselors provide individual counseling and group counseling which include life skills training, interpersonal skill building, anger management and aggression replacement training, and vocational skills training.

Life skills training covers eight topics: (1) job acquisition, (2) money management, (3) job maintenance, (4) shopping, cooking, and cleaning, (5) housing search and legal issues, (6) community resources, (7) health and safety, and (8) leisure time and recreational activities. Interpersonal skill building provides three processes (juvenile feedback, mentors, and peer groups) through which juveniles may learn to develop and maintain positive relationships with peers and adults. Anger management and aggression replacement training includes problem-solving skills, interpersonal skills, stress management, anger control, moral reasoning, and empathy development. Vocational skills training includes pre-employment skills taught by treatment counselors. Vocational assessment, job training, and placement services are provided off-site. Additionally, ILP works in partnership with local businesses who reserve employment slots specifically for these youth.

To identify the individual needs and skills of the juveniles, a transitional living plan is developed during the first month of the program. Juveniles are required to work toward the short- and long-term goals developed in this plan, maintain their own apartments, and pay rent the second month following placement into the program. Additionally, they must buy and prepare their own meals. Juveniles are also required to attend public school, a vocational training program, or college and work 20 hours/week. If juveniles are not attending some type of educational program, they are required to maintain a full-time job. The juveniles must also participate in a volunteer/recreational activity once a month and complete a competency test covering the life skills training topic areas.

The progress of juveniles in meeting their individual treatment goals and compliance with program requirements is reviewed weekly. Treatment plans are modified when goals are

completed or new needs arise. Independent Living tries to use natural, logical consequences for non-compliant behavior. Case managers may also use non-confrontational, solution-focused counseling in which a solution for problematic behavior is reached with the juveniles. Juveniles may also be placed on a probation contract which stipulates that another rule violation will result in discharge. To graduate from the program, juveniles must: (1) have money saved in a bank account, (2) not owe the program over \$100.00 for rent, (3) have received either their GED, a high-school diploma, or a vocational training certificate, (4) have worked at the same job for three months, and (5) have an alternative living situation within their means.

ILP has a three-month, non-residential Aftercare component where treatment counselors follow-up on the juveniles. Referrals to community services are made and life skills training is continued individually.

New Programs

The Richmond DJJS has implemented several programs and services to offer a wider variety of sanctions which increase in their restrictiveness. The new programs, in conjunction with pre-existing programs, comprise the Richmond City Continuum of Juvenile Justice Services.

Diversion Programs

Currently, a number of diversion programs are being planned and implemented. Diversion programs reduce the number of juveniles who must be processed through the court system. In Richmond City, diversion programs are designed for juveniles who have no prior contact with the court and for whom it is determined that an adjudicatory hearing is not in their best interest. If the juvenile complies with the requirements of the program, his or her pending charge will be dismissed.

Law Related Education

Law Related Education is a non-residential program designed to provide juveniles with practical knowledge regarding legal terminology, laws, and the legal system. The program began accepting juveniles in December 1995. Law Related Education provides self-esteem groups, anger management training, and education on the consequences of unlawful behavior. Juveniles are required to participate in two-hour, weekly sessions for six to eight weeks.

Juveniles are required to be on time and actively participate in the sessions facilitated by volunteers. Non-compliance with the program will result in contact with the juvenile's probation/intake officer and may result in the filing of a Violation of Court Order or Violation of Probation petition. Law Related Education was developed and implemented by the 13th District CSU.

Curfew/Truancy Diversion Center

The Curfew/Truancy Diversion Center is designed for juveniles who are truant from school or violate curfew. The Center functions as a processing center for status offenders and began accepting juveniles in July 1997. The Center provides on-site counseling and follow-up for juveniles who are on the street during school hours or after curfew. Staff includes a truancy

officer, a social service worker, an intake officer, a police officer, and a licensed counselor. In collaboration with other agencies, groups, and volunteers, the Center provides tutoring, computer training, individual and family counseling, and recreational/cultural enrichment activities. Transportation is provided for group activities; if available, juveniles may also be transported to therapeutic appointments.

Immediate Intervention Programs

Anger Management

Anger Management is a non-residential program developed and implemented by the 13th District CSU and is designed for juveniles who lack appropriate skills to deal with anger and frustration. These juveniles typically have a history of violent behavior and simple assault charges. The program began accepting juveniles in January 1995 and, as of August 1997, was operating at full capacity with eight juveniles in the program and a waiting list for placement.

Juveniles participate in one-hour, weekly sessions which focus on teaching conflict resolution skills. Juveniles are required to be on time and actively participate in the sessions facilitated by both volunteers and CSU staff. Program staff report non-compliance to the juvenile's probation officer which may result in the filing of a Violation of Court Order or Violation of Probation petition.

Employment Training Skills Workshop

Employment Training Skills Workshop is a non-residential program designed to help juveniles gain skills needed to obtain and maintain employment. Volunteers provide juveniles with pre-employment training such as finding job openings, filling out job applications, and learning interview skills. Juveniles also participate in an apprenticeship/internship program; this program allows juveniles to volunteer for a business in the community with the goal of obtaining job skills and ultimately employment. The Employment Training Skills Workshop is operated by the 13th District Court Service Unit.

Weekend Community Service

Weekend Community Service is a weekend residential program designed for juveniles who would otherwise be placed in the Detention Center. The program, which began accepting juveniles in January 1997, was created in response to a judge's request and is administered by Richmond DJJS. The length of the program for each juvenile is determined by the court at time of disposition. Juveniles arrive at Weekend Community Service on Friday evening and remain in the program until Sunday evening. Females stay at Oasis House and males stay at Stepping Stone Group Home. As of August 1997, Weekend Community Service was operating at full capacity with eight juveniles (six males and two females), with a waiting list for placement into this program.

Juveniles participate in group sessions which focus on substance abuse education, career development, life skills, pregnancy prevention, and conflict resolution. Each weekend, under supervision by program staff, juveniles complete 16 hours of community service work organized by the City of Richmond Public Works (e.g., landscaping; removing litter and graffiti from public parks, facilities, and cemeteries; washing city vehicles; and cleaning and painting public facilities).

Female Extended Day Program

The City of Richmond has a contract pending for an six-month, non-residential Female Extended Day Program to begin accepting juveniles in November 1997. Designed specifically for females with Children In Need of Supervision (CHINSUP) offenses, the program will provide supervision during after-school hours and on weekends. A major goal of the program will be to address and reduce teen pregnancy within this population. Juveniles will receive individual and group counseling, career development, parenting classes, female issues classes, and job skills training.

Youth Police Academy

The Youth Police Academy is a short-term, non-residential training program. The program is designed to educate juveniles on the basic principles of Community Oriented Policing through discussions, speaker presentations, and role-playing. The training includes topics such as, forensics, Emergency Medical Services, SWAT teams, street gangs, and police athletic leagues. Juveniles attend ten three-hour training sessions over a ten-day period. All Richmond City youth can participate in the program and are recruited at Richmond parks, schools, and recreational centers and through judicial referrals. The first training began in July 1997 and included four Richmond juveniles who had been court-ordered to attend.

Intermediate Sanctions

Intermediate sanctions are designed for juveniles who commit first-time serious or violent offenses, or multiple misdemeanors. These juveniles require sanctions which are more restrictive than immediate interventions but less restrictive than state correctional centers.

Intensive Supervision Program and Extended Day Treatment

The Intensive Supervision Program (ISP) and Extended Day Treatment (EDT) are two separate, but interrelated, sanctions which are housed in the same facility. ISP and EDT are both nine-month, non-residential programs, designed to provide supervision to adjudicated youth during after-school hours and on weekends. Both programs began accepting juveniles in April 1995. As of August 1997, ISP and EDT were operating under capacity with a total of 31 juveniles attending these two programs.

Intensive Supervision Program (ISP). ISP is 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 is 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/or are three to five years behind in their educational development. The primary focus of EDT is meeting the severe psychological, behavioral, and educational deficiencies of these juveniles.

Placement into either ISP or EDT is determined by staff during a two-week assessment period. During this period, the assigned case manager develops an individualized treatment plan based

on the assessed needs of the juveniles and parental input. The individualized treatment plan addresses educational, psychological, behavioral, and vocational goals for the youths.

Case managers in the ISP and EDT programs offer individual, family, and group counseling based on individualized treatment plans. All juveniles participate in a number of different core groups (e.g., critical thinking, anger/stress management, life skills training, self-esteem, and family dynamics) provided by case managers, as well as recreational activities provided by Youth Services. Additionally, girls in the program attend a female issues group, and EDT juveniles participate in arts and crafts; computer science training; and groups focusing on sex education, substance abuse, and male-female issues.

Juveniles whose families have health insurance receive individual and family counseling from on-site licensed counselors. Uninsured juveniles are placed on a waiting list to receive services from Virginia Health Center or other off-site services. All juveniles who have been identified with a substance abuse problem receive on and off-site counseling from the Virginia Health Center, regardless of their insurance coverage.

The juveniles in both ISP and EDT are required to maintain curfew, regularly attend school, learn conflict resolution skills, and have negative drug screens. ISP juveniles must also complete ten 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. Compliance with these requirements is monitored by case managers. In addition, during home visits, case managers receive parental feedback regarding the juveniles' behavior. Any violation of program rules may be immediately reported to the juvenile's probation officer.

Both ISP and EDT consist of five levels and determine the juvenile's progress with a daily point system. Movement into the next level is based on the number of points earned per month. Additionally, juveniles with the highest points in a week are allowed to participate in special recreational activities during the evening. Juveniles on the fifth level are required to be employed and have a savings account in order to graduate.

Weekly treatment team meetings are held to evaluate the status of the juveniles. If the juveniles are not complying with program requirements, staff may apply one-on-one counseling, time out, restriction from recreational activities, or study hall as immediate consequences. Four study hall referrals or more serious incidents may result in the loss of a level, involving restricted privileges and longer time spent in the program. If non-compliant behaviors persist or the juveniles have three unexcused absences, a Violation of Probation petition may be filed by the probation officer. Progress of the juveniles is also reviewed every 30 days at a meeting that includes the juvenile's case manager, probation officer, a school representative, and program manager. Recommendations for continuation, level adjustment, or discharge are made at this time.

Changes in ISP/EDT Following Implementation. In discussing program changes, the ISP/EDT program managers and staff indicated that staff have reduced the size of groups to give juveniles more individualized attention. ISP and EDT programs have also implemented a behavioral modification program that reinforces compliant behavior with increased privileges and discourages non-compliant behavior with a loss of privileges. In addition, program staff report

they have increased the number of contacts with the juveniles, their families, and their schools. The ISP and EDT programs have also developed a more organized schedule that includes more structured activities for the juveniles. The two programs have also specialized the duties performed by case managers. There are case managers who only perform intake duties; case managers who only perform community status checks, including home visits, school attendance checks, and curfew checks; and staff who only teach and facilitate groups.

Virginia Juvenile Boot Camp and Aftercare

The Virginia Juvenile Boot Camp is a five-month, military-style secure residential program. The Boot Camp is designed for non-violent offenders who might otherwise be committed to the Department of Juvenile Justice. The Boot Camp became operational on January 1, 1996 and, as of August 1997, was operating under-capacity with 76 juveniles (62 boys, 14 girls). The Boot Camp allocates 35 beds for Richmond City (25 for boys, 10 for girls). In October 1997, Richmond City placements accounted for 33 juveniles (32 boys, 1 girl).

At the Boot Camp, juveniles attend school and participate in military drills, recreational activities, work duties, and group counseling daily. Residents receive individual and group counseling from their case managers. Groups focus on living skills, urban awareness, decision making, family issues, team building skills, depression/anger management, and alcohol/drug education. Females are also required to participate in a "Baby Think It Over" program designed to reduce teenage pregnancy and educate the girls on the financial and daily responsibilities needed to support an infant. Parenting classes for parents of Boot Camp juveniles are offered once a month during on-site visitation.

The Boot Camp consists of six phases: Orientation, Recruit, Cadet, Soldier, 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 daily behavior, daily schedules, consequences of non-compliance, and behavioral/attitudinal norms. In addition, individual treatment plans are developed based on educational testing and social-history reports. At all phases, the juveniles are required to participate in platoon group meetings, pass a physical test, pass a 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. 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 after Boot Camp graduation.

Reviews of the juvenile's progress are made every 30 days. Juveniles complying with program requirements may be moved into the next phase. Immediate consequences for juveniles who are not complying with program requirements are one-on-one counseling, an extra work load, or physical training for minor offenses and placement on a motivational contract or physical restraint for more serious incidents. 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 Virginia Boot Camp 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 living. Prior to graduation from the Boot Camp, an individualized Aftercare program plan is developed by the juvenile, the Aftercare case manager, probation officer, parents, and the Boot Camp case manager. 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. As of August 1997, a total of 75 juveniles (including 16 males and one female from Richmond City) were participating in the Aftercare program.

The Aftercare program provides group counseling two hours bi-weekly and community service work five hours every Saturday. Group counseling includes substance abuse education, life skills, and vocational training. The females also participate in a female issues group which focuses on sexuality, sexual abuse, and female identity issues. The Boot Camp licensed substance abuse counselor also provides on-site substance abuse education and counseling for the Aftercare program and acts as a part-time Aftercare case manager. In addition, the juveniles' parents are required to attend a two-hour parenting support group weekly. Aftercare has also developed a partnership with Parks and Recreation to provide the juveniles with hands-on vocational skills.

Juveniles in the Aftercare program are expected to meet the goals of their individualized Aftercare program plans. The juveniles are also required to actively participate in all Aftercare activities, regularly attend school or obtain their General Equivalency Degree, maintain curfew, and obtain part-time employment or attend a vocational training program. In addition, juveniles must submit to random drug screens. Positive results are immediately reported to the probation officer. Aftercare juveniles must also participate in two of five additional activities: (1) attending a minimum of two hours of off-site religious/spiritual activities per week, (2) participating in home activities and chores, (3) participating 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.).

Consequences for non-compliance with Aftercare requirements include placement back into the Boot Camp for 14 days of "re-focusing"; a conference with the juvenile, case manager, parents, and probation officer; or filing of a Violation of Probation petition by the juvenile's probation officer. If non-compliance continues, the juvenile may be discharged from the program.

Changes in the Boot Camp and Aftercare Programs Following Implementation. The Boot Camp's capacity for both males and females has increased since implementation. In September 1996, a separate camp for female offenders was implemented; however, the female camp closed in November 1997 due to underutilization. The Boot Camp has also integrated 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 improve drug and alcohol treatment 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, has increased tutoring services, and

has hired a licensed substance abuse counselor. To better ease the transition into the community, the Boot Camp is attempting to increase the number and length of home visits.

In direct response to a DJJ audit, a number of organizational and programmatic changes have been made. The audit found that the Boot Camp was not complying with DJJ regulations regarding physical restraints. In August 1997, a new program manager was hired to enact a program philosophy consistent with DJJ regulations. The Boot Camp philosophy was changed from a confrontational "in-the-face" approach to an environment based on the therapeutic community model. In addition, the use of physical restraints has been limited to situations involving juvenile-on-staff or juvenile-on-juvenile assaults in compliance with DJJ standards. The new program manager has also initiated 80 hours of staff training.

To address the high prevalence of substance abuse, the Boot Camp and the Aftercare program now share a substance abuse counselor who provides on-site substance abuse education and individual counseling. To address the problem of transition back into the community, juveniles must attend Aftercare meetings while on home visits from the Boot Camp. As previously discussed, all juveniles entering Aftercare will be placed on Outreach/Electronic Monitoring to increase supervision of these juveniles. The Aftercare program has also initiated a partnership with Richmond Parks and Recreation as partial fulfillment of the juveniles' vocational training and community service work.

Family Preservation

Family Preservation is a non-residential program designed to prevent out-of-home placement for serious or chronic offenders. The program began servicing juveniles and their families in March 1996. As of July 1997, the program was operating over their nine-family capacity with a caseload of 14.

The primary purpose of Family Preservation is to help families manage crisis situations through referrals to community resources. Family Preservation provides parents with skills to create a more structured, nurturing environment in the home. In addition, case managers provide assistance to families through 24-hour emergency services and regularly scheduled in-home visits to and train parents in appropriate parenting techniques.

The case manager meets with the family to develop a family treatment plan, which includes referrals to community resources that provide individual and family counseling. Case managers coordinate service provision and transportation, as well as provide individual counseling and in-home services (e.g., life skills, societal values, social skills, employment, sex education, parenting skills, and behavior modification techniques). The case manager meets with the family daily to monitor the families' progress. Juveniles in Family Preservation are required to attend school and participate in community service work. Case managers meet with the juveniles' teachers and counselors to monitor school attendance and performance. Recreational activities are provided by Youth Services (as described on page 35).

Non-compliance with program requirements will result in a family meeting with the case manager. Continued non-compliance may result in notification of the probation officer and a Violation of Probation petition may be filed. Families are automatically discharged if the family

moves and their location is unknown for five days. If the juvenile has not re-offended during the program, the family will graduate with recommendations for long-term treatment (when appropriate).

Changes Family Preservation Following Implementation. Family Preservation received funding specifically designated for transportation because the majority of families did not have access to transportation to community resources. Additionally, because of the large number of families who have limited knowledge of living skills or the capability to provide basic living needs (e.g., hygiene, lodging, food, clothing, etc.), the program began to first address these deficiencies in order to provide more effective higher-level psychological services.

Spectrum/Family First Initiative

Spectrum/Family First (also known as Spectrum) is a non-residential program designed to teach parents the skills needed to appropriately supervise and reduce/eliminate their child's problem behaviors. The program provides assistance to families through phone contacts, family conferences, referrals to appropriate services, and weekly family education meetings. Spectrum began providing services in March 1995 and, as of August 1997, was operating over its 50-family capacity (with 53 families attending the program).

Following referral to the program, family needs are assessed, and a family treatment plan is developed. Referrals to community resources, including individual and family counseling, are based on the families' treatment plans. Parents attend a weekly, two-hour parent education class which covers 14 topics, including behavioral consequences for children, finding positive assets in their children, male/female relationships, parental responsibilities, and age appropriate expectations.

Families are required to have weekly family dinners and meetings, participate in a monthly family outing, and meet weekly with their case manager. Spectrum provides a family mentoring component in which families from the community act as mentors for families in the program. Juveniles also participate in recreational services provided by Youth Services. Families graduate from the program upon completion of the 14-week parenting education classes if the juveniles have not re-offended during this time period. Non-compliance may be referred to the court for further action.

Changes in Spectrum Following Implementation. To address the lack of father involvement, Spectrum recently incorporated a fatherhood component, which focuses on increasing involvement and contact between juvenile offenders and their natural fathers. In addition, the program offers support groups specifically designed for fathers of juvenile offenders.

Services Provided by Other Richmond City Systems

Continuum juveniles who are experiencing more severe mental health and/or educational difficulties may receive intensive off-site services provided by other Richmond City institutions.

Mental Health Services

Mental health services are delivered by both state-funded and private mental health agencies. These agencies provide individual, group, and family counseling, including substance abuse

assessment and treatment. Programs which frequently provide services to Continuum juvenile offenders include the Virginia Health Center, Treatment Assessment Services Center, and Virginia Treatment Center for Children.

Virginia Health Center (VHC)

The VHC provides mental health and drug relapse prevention services to adjudicated juveniles. Continuum youth may receive individual or group substance abuse education and counseling. Additionally, the VHC offers substance abuse counseling at the ISP/EDT facility for juveniles with an identified substance abuse need.

Treatment Assessment Services Center (TASC)

TASC is an outpatient 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.

Virginia Treatment Center for Children (VTCC)

The Virginia Treatment Center for Children provides inpatient mental health treatment. The VTCC is designed for Continuum juveniles in emotional crisis (e.g., suicidal, etc.). The VTCC also has a contract with the Richmond City Detention Center to assess mental health needs of juveniles placed into detention.

Educational Services

Alternative schools are available for juveniles who have been expelled from the Richmond City public school system.

Bridge/Continuum

The Bridge/Continuum serves youth who are court-ordered to attend one of the Continuum programs and 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 6.5 hours of school daily and a five-week summer school program.

Adult Career Development Center

The Adult Career Development Center provides basic educational and vocational skills training and General Equivalency Degree (GED) classes. The Adult Career Development Center has agreed to accept Continuum youth who wish to obtain their General Equivalency Degree. Juveniles must be 16 or older to attend classes and 17 or older to obtain their GED.

Recreational Services

Youth Services

Youth Services is administered by the Richmond DJJS and provides recreational activities for a number of Continuum programs⁸. Juveniles participate in athletic, cultural, and educational training activities. Athletic activities include bowling, boxing, swimming, miniature golf, basketball, and skating. Cultural activities include attending museums, the theater, and events at local colleges and universities. Educational training activities include a ropes course, computer training, participation at a vocational center, life skills training, mentoring, and tutoring.

⁸ Youth Services works in partnership with Outreach, ISP/EDT, Family Preservation, Spectrum/Family First, Stepping Stone Group Home, Oasis House, and the Detention Center.

VI. CHARACTERISTICS OF CONTINUUM YOUTH AND FAMILIES

Information on Continuum youth was collected for Continuum programs implemented prior to February 1997. (Client characteristics were not collected for the traditional sentencing options of secure detention, probation services, community service work, or DJJ commitment; or for Continuum programs implemented after February 1997.) Please note that sample sizes vary by program and that limited information was available for juveniles in Law Related Education and the Independent Living Program. Information was collected from 13th District Court Service Unit files and program files from ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional Detention. While text below may identify aggregate findings, data are presented by program in Tables C1-C8 located in Appendix C.

Demographics

As seen in Table C1, the overwhelming majority of Continuum juveniles are African-American males (91%). The 1994 U.S. Department of the Census data indicate that 77% of Richmond residents 17 and under are African-American; therefore, the percentage of African-Americans disposed into Continuum programs is higher than the general population of African-American juveniles living in Richmond. Consistent with past research on the characteristics of delinquents, half of the Continuum juveniles are 16 or older. The three immediate intervention programs (Project Tutor, Anger Management, and Weekend Community Service), Spectrum/Family First, and Family Preservation tend to serve a larger percentage of juveniles aged 10-13 compared to other Continuum programs.

Educational Status

Prior research has found a strong relationship between poor school performance and juvenile delinquency (OJJDP). Consistent with this research, poor school performance characterizes the majority of Continuum juveniles (see Table C2). The majority (57%) of these juveniles are in "self-contained" classes (e.g., alternative schools, special education) and/or have repeated at least one grade (85%). The educational status of Continuum juveniles is striking when compared to the average student population in Virginia. Only 2.5% of students enrolled in the Virginia Public School system are in self-contained classrooms and only 5% have repeated a grade (Department of Education, 1997). In addition, the majority of Continuum juveniles have reading and math skills equivalent to a 5th grade level or lower, in spite of the fact that a substantial number of juveniles are in grade 9 or higher. Based on available data, Continuum juveniles' reading and math achievement scores are, respectively, an average of 4.3 and 3.7 grade levels behind their age-equivalent grade.

School Behavior Problems and Vocational Status

The majority of Continuum juveniles in this sample have documented chronic behavior problems in school (see Table C3). A large number of these juveniles have been suspended (82%) because of truancy, disruptive behavior in the classroom, and/or peer conflict. Due to the poor academic standing of these juveniles, learning vocational skills is particularly important and may be a

practical alternative. Unfortunately, a large number of juveniles in the Continuum have never been employed (75%), even though the majority of them are above the legal age for employment. The employment status of the juveniles is fairly consistent across all Continuum programs, excluding Weekend Community Service and Oasis House. Approximately half of the juveniles in these two programs have been employed at least once.

Juvenile Substance Abuse

Involvement with alcohol and/or illegal substances is commonly reported among Continuum juveniles (see Table C4). Information from the Court Service Unit files indicated that over half of the juveniles (66%) have used or are using alcohol or illegal substances regularly (excluding juveniles in Weekend Community Service). Information collected from the Boot Camp program files indicated that 82% of the juveniles in the Boot Camp have a substance abuse problem. This finding is particularly striking because substance abuse reported in the CSU and program files is typically assessed through verbal reports from the juvenile and his/her guardian. Therefore, the percentages reported are probably underestimates of actual substance use.

The most common substances used by Continuum juveniles are marijuana, alcohol, and cocaine. In addition, over a third of the juveniles in many of the Continuum programs have been charged with a drug distribution crime. The majority of these charges involved the sale of cocaine. Juveniles in two programs, Weekend Community Service and Spectrum/Family First, were less likely than other Continuum juveniles to be charged with drug distribution offenses.

Psychological Disorders

As seen in Table C5, the majority of Continuum juveniles (64%) who have received a psychological assessment were diagnosed with some type of psychological disorder. The lower number of psychological disorders in the Boot Camp, as compared to other programs, may likely be due to the Boot Camp's selection criteria. The most commonly diagnosed disorders were: (1) clinical depression (33%), (2) Attention Deficit with Hyperactivity Disorder (ADHD, 18%), and/or (3) emotional disturbance (16%). A striking finding is that approximately two out of ten juveniles in ISP/EDT, Post-Dispositional Detention, Spectrum/Family First, and Stepping Stone programs had experienced suicidal ideation. Although a large number of these juveniles have been referred by the court for treatment, probation officers report that juveniles do not consistently attend counseling sessions.

Family History

In general, Continuum juveniles are living in stressful family environments (see Table C6). A number of these juveniles (23%) have had neglect/abuse cases adjudicated in court; over 60% of juveniles placed in Oasis House have a documented court history of abuse or neglect. These numbers are particularly alarming because they are indicative only of court cases, and may be much lower than actual incidents of abuse or neglect.

Half of all juveniles in the Continuum have an adjudicated custody case and less than 10% live with both natural parents. The majority of these juveniles live with their mother only (56%) or another relative (15%). In addition, almost one-fifth of these juveniles have experienced the death of at least one parent (19%). A startling statistic is that almost 90% of juveniles in Anger Management have experienced the death of a parent. Interestingly, juveniles placed in the family-focused programs (Oasis House, Family Preservation, and Spectrum/Family First) have experienced fewer parental deaths compared to juveniles in most of the other programs.

Educational and Vocational Status of Continuum Parents

The majority of mothers (59%) and fathers (47%) of Continuum juveniles have never received their high school diploma (see Table C7). While a substantial number of these mothers (40%) report that they work full-time, they are apparently not making enough money to support their families; many of them receive public financial assistance (38%). In addition, a minority of the fathers were either unemployed or incarcerated (16%). These factors suggest that many Continuum juveniles are living in financially impoverished environments.

Illegal Activity of Continuum Families

A large number of the parents of Continuum juveniles reported using some type of illegal substance or experiencing problems with alcoholism (see Table C8). Based on self-report information, a substantial percentage of the juveniles' fathers (61%) and one-third of the juveniles' mothers have experienced substance abuse problems. The most common substance used by both mothers and fathers typically involved alcohol, followed by narcotics, such as cocaine or crack. Although less common, parents of juveniles in most programs also reported heroin use. In addition, a large number of juveniles have a mother (31%), a father (59%), or a sibling (39%) who have themselves been involved in the court system at some point in time.

VII. PROGRAM OUTCOMES

Offense History

Prior offense history is one indicator of the use of Continuum programs as graduated sanctions; on average, we would expect that juveniles disposed into diversion and immediate sanctions would have less court contact compared to juveniles disposed into intermediate sanctions. In addition, the number of prior offenses committed by these juveniles is an important indicator of the chronicity of delinquent behavior. The number of offenses prior to program placement are presented in Table 5. Please note that the number of juveniles disposed into each program in our sample varies greatly from a low of seven juveniles in Weekend Community Service to 175 in ISP/EDT. Also, offense histories and outcome data were not collected for the traditional sentencing options of secure detention, probation services, community service work, or DJJ commitment; or for Continuum programs implemented after February 1997.

Consistent with this prediction, juveniles in Law Related Education, Anger Management and Project Tutor have less extensive court contacts compared to juveniles disposed into the intermediate sanctions programs. (One exception is Weekend Community Service. The majority of juveniles disposed into this program committed five or more offenses prior to placement; however, this finding may be idiosyncratic because of the small sample size.) Juveniles in the immediate intervention programs are more likely to have committed two or less offenses, while juveniles in the intermediate sanctions are more likely to have committed three or more offenses. Juveniles in the alternative placements of Stepping Stone and Oasis House are less likely to have a prior offense history compared to juveniles in Family Preservation and Spectrum/Family First.

**Table 5
Number of Previous Offenses Prior to Placement in Continuum Program**

Number of Previous Offenses	Intermediate Sanctions			Diversion	Immediate Interventions			Alternative Placements		Family-Focused Programs	
	ISP/ EDT N=175	Boot Camp N=56	Post-Dispositional Detention N=39	Law Related Education N=29	Anger Management N=31	Project Tutor N=26	Weekend Comm. Service N=7	Oasis N=20	Stepping Stone N=34	Spectrum N=18	Family Preservation N=44
0	15%	7%	13%	100%	29%	60%	20%	44%	46%	6%	15%
1 - 2	29%	32%	27%	0%	46%	32%	20%	11%	13%	44%	41%
3 - 4	28%	19%	18%	0%	13%	4%	0%	11%	16%	25%	11%
5 or more	28%	42%	42%	0%	12%	4%	60%	34%	25%	25%	33%
Range of offenses	0-20	0-15	0-26	0	0-11	0-6	0-8	0-15	0-8	0-12	0-13
Missing	0%	0%	0%	0%	0%	4%	29%	0%	29%	11%	31%

Types of Offenses That Placed Juveniles in Continuum Programs

A review of the types of offenses which placed the juveniles into each Continuum program is important for two reasons. First, this information can be used to determine if judges are following program selection criteria. Second, it is another indicator of the use of the Continuum programs as graduated sanctions; juveniles in less restrictive programs should be more likely to have committed minor offenses compared to juveniles in more restrictive programs.

Figure 3 presents the percentage of juveniles placed into each Continuum program by type of offense. Percentages are based on data that may include multiple offenses that place a juvenile into a program. In addition, Figure 3 does not present data for Continuum placements resulting from Probation Officer referrals (which were minimal for most programs) or for a small proportion of offenses for which evaluators were unable to determine the type of offense. Therefore, the percentages on the bar charts may not equal 100% and may underestimate total proportions of offense types. For example, evaluators were not able to determine the type of charge for 35% of offenses that placed juveniles into Oasis House.

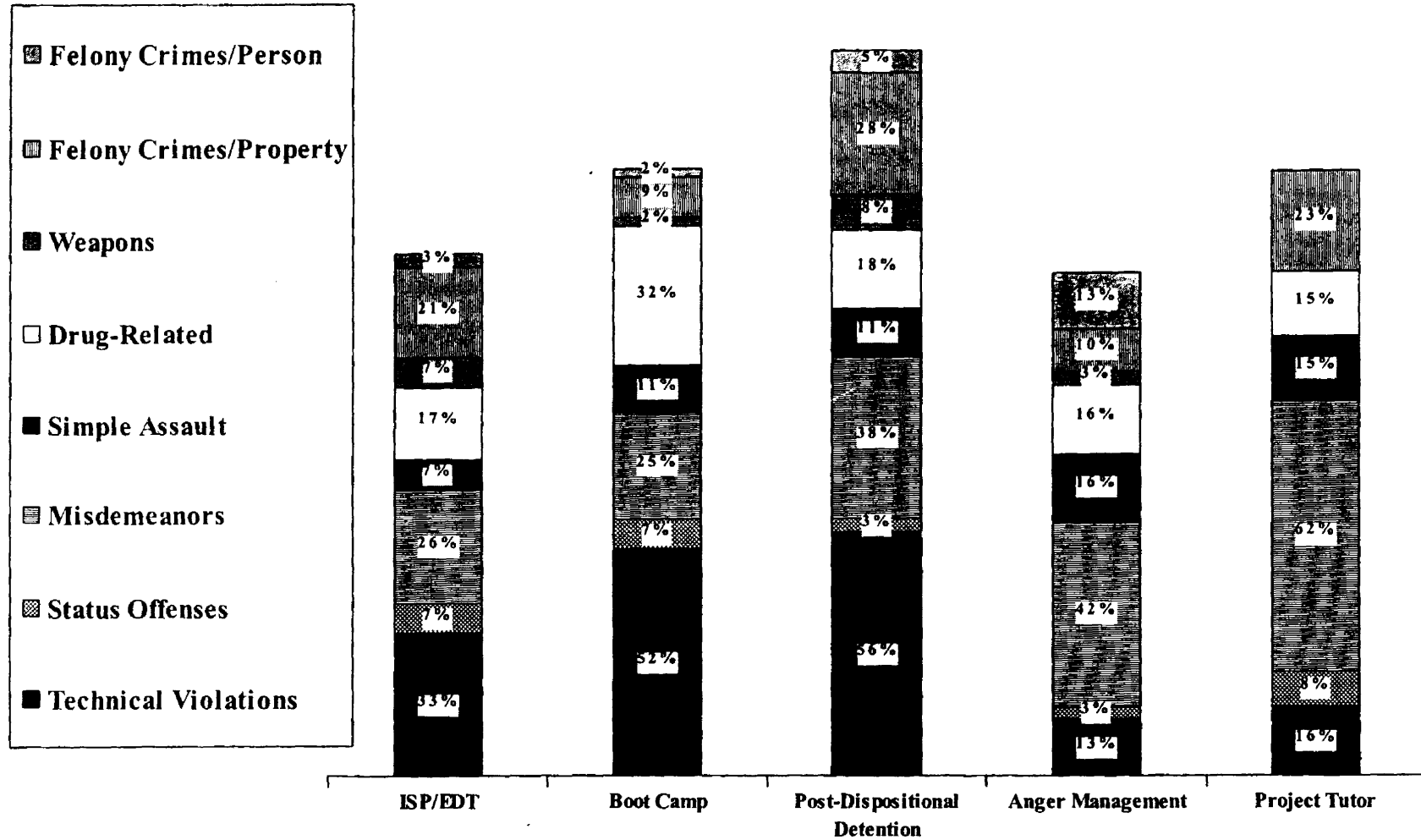
Alternative placements and family-focused programs (Oasis, Family Preservation, Spectrum, and Stepping Stone) were more likely to have juveniles charged with status offenses compared to the other programs. Status offenses may be indicative of families who are having difficulty supervising their children (i.e., children are truant, not meeting curfew, etc.). Thus, these juveniles are good candidates for sanctions which focus on providing services to the family. The

most common offenses which placed juveniles into intermediate sanctions (ISP/EDT, Boot Camp, and Post-Dispositional Detention) were technical violations (violations of probation, parole, or a court order)⁹. This may be indicative of less judicial tolerance for juveniles with extensive court histories who are not complying with court or probation requirements. It is also consistent with a graduated sanctions approach; juveniles who are not complying with requirements need more restrictive sanctions. Juveniles in ISP/EDT, Family Preservation, Post-Dispositional Detention, and Spectrum are more likely than other programs to have been charged with weapons-related charges. This finding may indicate a need for these programs to evaluate services to address these types of charges.

The wide range of offenses observed within individual Continuum programs, however, may be problematic in some instances. Juveniles who have committed minor status offenses may be placed into programs with juveniles who have committed serious felony crimes, such as malicious wounding or weapons-related offenses.

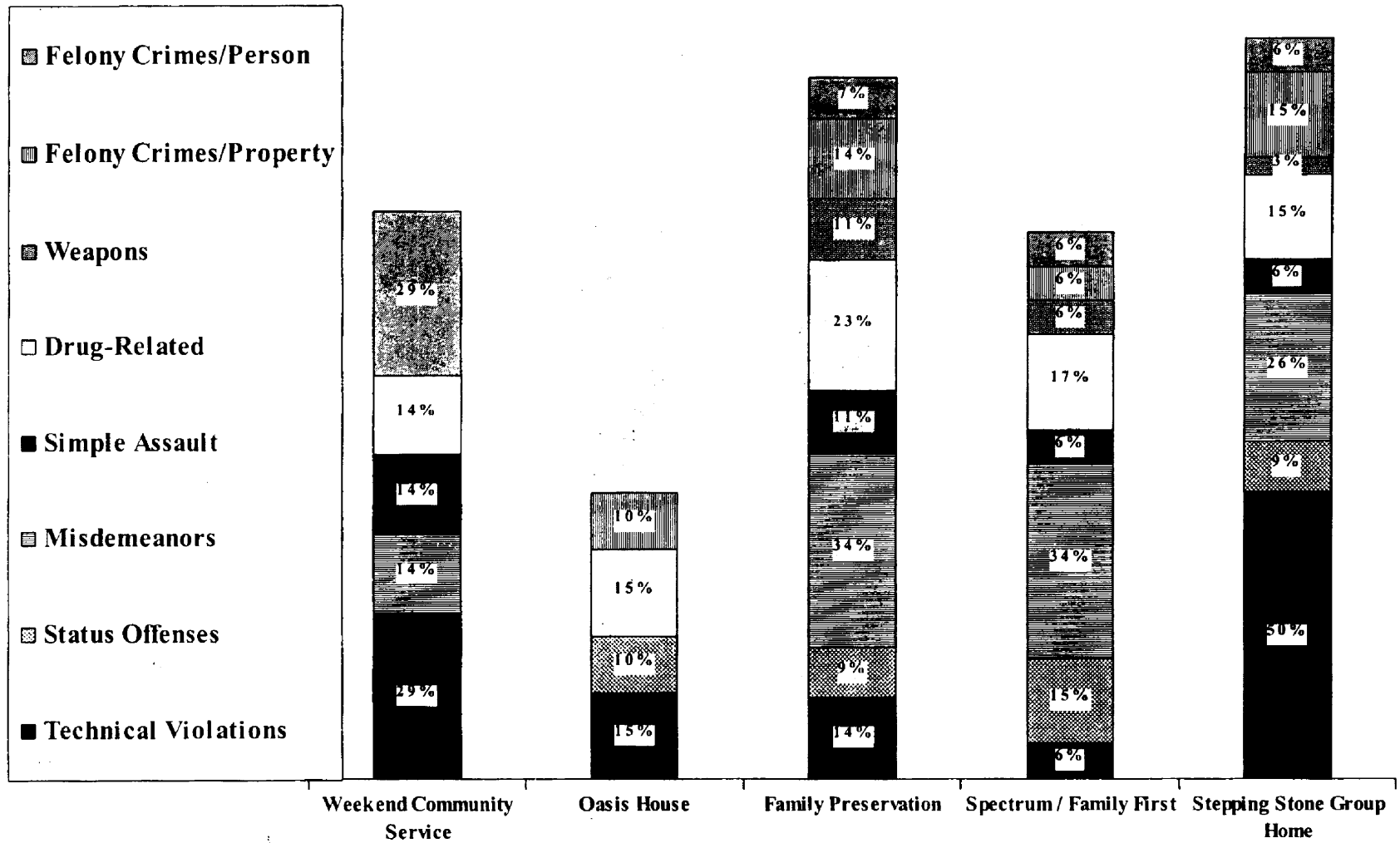
⁹ Note that the felony crime against person charge that placed one juvenile into Boot Camp was consistent with program selection criteria.

Figure 3: Offenses that Placed Juveniles in Continuum Programs



Note: Percentages in bars indicate the percentage of juveniles in the program placed there due to each different offense type. Many juveniles are placed in a program for more than one type of offense, therefore percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles placed in a program for multiple offense types. If an offense type is not shown in a program bar, no juveniles were placed in the program for that offense type.

Figure 3 continued: Offenses that Placed Juveniles in Continuum Programs



Note: Percentages in bars indicate the percentage of juveniles in the program placed there due to each different offense type. Many juveniles are placed in a program for more than one type of offense, therefore percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles placed in a program for multiple offense types. If an offense type is not shown in a program bar, no juveniles were placed in the program for that offense type.

Effectiveness of Continuum Programs

The effectiveness of the Continuum programs was examined in several ways: (1) the graduation rates of juveniles in four Continuum programs, (2) changes in juveniles behavior following program placement, and (3) recidivism, including the number of juveniles who re-offended following program placement and graduation, changes in the severity of new offenses compared to offenses which placed juveniles into the Continuum, and time elapsed from program placement to first re-offense.

Program Status of Juveniles in ISP/EDT, Boot Camp and Boot Camp Aftercare, and Post-Dispositional Detention

One method of evaluating program effectiveness is to examine the number of juveniles who complete the requirements of the program and graduate. Juveniles who do not comply with program requirements, such as regularly attending the program, will not fully benefit from the services provided. In addition, if juveniles commit new offenses while participating in the program, public safety may be compromised. Therefore, this evaluation examined the status of juveniles who were disposed into one of four programs: ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional Detention. For secure residential facilities, like the Boot Camp, success in the Aftercare program is more relevant because it provides information on how juveniles perform within their community.

Table 6 presents the program status of juveniles disposed into one of these four programs. Based on data in the program files, high attrition is a particular problem in all four programs. Only 11% of juveniles in the ISP/EDT programs completed all program requirements and graduated. While, only 5% of the juveniles attending the Boot Camp were discharged, 27% did not complete the Aftercare program. (Please note that data collection was terminated with almost one-third of the juveniles in Boot Camp Aftercare still attending that program.) In the Post-Dispositional Detention program, over one-half of the juveniles graduated from Phase I. However, only 69% of the juveniles who graduated from Phase I also graduated from Phase II, yielding a total graduation rate of 38%. Thus, the Boot Camp Aftercare and Post-Dispositional Detention programs had comparable graduation rates.

**Table 6
Program Status of Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Boot Camp Aftercare N=50	Post- Dispositional Detention Phase I N=24	Post- Dispositional Detention Phase II N=13
STATUS					
Did Not Attend Orientation/Never Entered Program	6%	0%	2%	0%	0%
Successful Completion	11%	90%	40%	54%	69%
Total Still Attending*	8%	5%	32%	0%	0%
Attending in good status	42%	100%	56%	N/A	N/A
Attending - not complying with program requirements	8%	0%	31%	N/A	N/A
Attending - additional charge while in program-pending disposition	50%	0%	13%	N/A	N/A
Attending - major incident in program	8%	0%	0%	N/A	N/A
Discharged Total*	75%	5%	27%	46%	31%
Committed offense while in program	27%	0%	19%	0%	25%
Not complying with program requirements	83%	100%	62%	27%	75%
Major incident in program	7%	0%	0%	9%	0%
AWOL	21%	0%	46%	64%	0%
Average length of time juveniles participated in program	4.5 mos.	5 months	4.5 months	3.25 months	2 months
Range of time juveniles spent in program	0-13 mos.	4-6.5 mos.	0-6 mos.	less than 1 mo.-6 mos.	1-4.5 mos.

* Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

The most common reason for discharge from the ISP/EDT and Boot Camp Aftercare programs was non-compliance with program rules (e.g., program attendance, curfew, etc.). Of juveniles discharged, a number of juveniles in ISP/EDT and Boot Camp Aftercare (27% and 19%, respectively) were also discharged because they committed a new offense while participating in the program. The most common reason for discharge from Post-Dispositional Detention depended on the phase of the program; discharges from Phase I were primarily due to AWOL status, while non-compliance with program requirements was the most common reason for discharge from Phase II. In addition, one-fourth of juveniles in Phase II were also discharged because they committed a new offense while they were in the program.

The status of juveniles who were still attending ISP/EDT and Boot Camp Aftercare, at the time data collection was terminated, also appears problematic. Approximately one-half of the juveniles were either not complying with program requirements or had incurred a new charge. Note that eight of the juveniles in Boot Camp Aftercare had only recently entered the program and were attending in good status at that point in time.

Changes in Juveniles' Behavior Following Program Placement

Another measure of program effectiveness is the observed positive changes in juveniles' behavior following program placement. The types of changes investigated were guided by

Continuum goals. However, an evaluation of juvenile outcomes was limited due to lack of outcome measures in program files for ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional Detention. Limited data were available in program files on school attendance and achievement levels, grade and type of school attending, employment, and substance use at the time juveniles left the programs. Therefore, measurable changes in the juveniles could not be determined in the current evaluation. However, information was collected through surveys and interviews with program managers, program staff, and probation officers on the perceived changes in the juveniles' behaviors. This information is presented in a subsequent section regarding interview and survey findings.

Recidivism

A third measure of effectiveness is recidivism following program placement. In the current evaluation, recidivism was investigated in two ways. First, the number of juveniles who received a new petition following program placement was measured. Second, the type of new offense was evaluated. It is important to distinguish between technical violations (which are violations of probation, parole, and/or court orders) and other charges when considering program effectiveness. Technical violations are indicative of juveniles who are not complying with requirements of probation or parole; thus, these juveniles may not necessarily threaten public safety. In addition, technical violations for juveniles in Continuum programs may be high because of the increased supervision offered by these programs.

A number of factors must be considered before drawing conclusions based on the recidivism data in the current evaluation. First, recidivism information does not measure other changes in the juveniles which may have resulted from program participation (e.g., changes in educational achievement, self-esteem, etc.). Second, the lengths of time during which recidivism data were collected varies extensively between programs. These tracking periods ranged from seven to almost 20 months for ISP/EDT, from 4.5 to six months for Boot Camp Aftercare, and from eight months to almost two years for Post-Dispositional Detention. Third, no comparable data were available on which to base comparisons to other programs or traditional sanctions. (Although JLARC has recently published recidivism data, it is currently unreasonable to compare Continuum data to JLARC's findings due to substantial differences in follow-up periods, etc.) With these factors in mind, evaluators examined the number of re-offense petitions filed in two ways: new petitions following program graduation (from ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional Detention) and new petitions following placement in a Continuum program.

New Petitions for Juveniles Following Program Graduation

One outcome measure is the number of juveniles who received new petitions following program graduation. These data were only available on the four programs for which program files were reviewed: ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional Detention. Limited post-graduation data were available on juveniles who completed the ISP/EDT, Boot Camp and Aftercare, and Post-Dispositional programs for several reasons. First, only a small number of juveniles (19, 20, and 9, respectively) successfully graduated from these programs during the data collection time period. Second, the time period for tracking re-offenses varied between programs, spanning the time from graduation for each juvenile to the end of data collection in June 1997. Due to the small number of juveniles in the graduation sample and the short and

irregular time periods of post-graduation tracking, these data should not be considered as a full measure of program recidivism, but merely as a snapshot of outcome for a limited number of Continuum juveniles. Information on Continuum graduates is presented in Table 7.

Table 7			
Juveniles With New Petitions Filed Following Program Graduation			
	ISP/EDT N=19	Boot Camp Aftercare N=20	Post- Dispositional Detention N=9
Percent of Graduating Juveniles With New Petitions	37%	0%	33%
Number of Graduating Juveniles With New Petitions	7	0	3
Most Serious Charge: Technical Violation	5	N/A	2
New Offense	2	N/A	1
Range of tracking periods	7 to 19.5 mos.	4.5 to 6 mos.	8 to 23.5 mos.

The number of new petitions (including technical violations) for juveniles who graduated from the programs is relatively low. Of the graduating juveniles, 37% of ISP/EDT juveniles, no Boot Camp Aftercare juveniles, and 33% of Post-Dispositional Detention juveniles received a new petition following graduation.

Types of New Petitions Post-Graduation. Graduating juveniles from these four programs were more likely to return to court because of technical violations as opposed to new offenses. Twenty-six percent of the graduating juveniles (five out of 19 juveniles) in the ISP/EDT program incurred a technical violation compared to 11% (two juveniles) who committed a new offense. Twenty-two percent (two juveniles) who graduated from Post-Dispositional Detention received a technical violation compared to 11% (one juvenile) who committed a new offense. However, because of the small number of juveniles who graduated from these programs, it is difficult to determine if re-offending is attributable to programming or characteristics of the juveniles who graduated.

Recidivism Data Following Program Placement

As previously noted, post-graduation data were not available for most Continuum programs. However, evaluators were able to obtain data on the numbers and types of new petitions following program placement for juveniles in 11 of the Continuum programs.

As seen in Table 8, the percentage of juveniles who re-offended and had new petitions filed ranged from 16% to 69% of all juveniles placed in the Continuum programs. Juveniles in two of the three immediate intervention programs (Anger Management and Project Tutor) had comparable re-offense rates. While one intermediate sanction program (Boot Camp) had the lowest percentage of juveniles who re-offended, another intermediate sanction (ISP/EDT) had the highest percentage. It should be noted that ISP/EDT are non-residential programs while the Boot Camp and Phase I of Post-Dispositional Detention are residential. Re-offense rates were similar across alternative placements. Although re-offense rates for technical violations were similar between Spectrum and Family Preservation, juveniles disposed into Family Preservation were slightly more likely than Spectrum juveniles to incur a new charge.

**Table 8
Juveniles With New Petitions Filed Following Continuum Placement**

	<i>Intermediate Sanctions</i>			<i>Immediate Interventions</i>			<i>Alternative Placements</i>		<i>Family-Focused Programs</i>	
	ISP/EDT N=175	Boot Camp N=56	Post-Dispositional Detention N=39	Anger Management N=31	Project Tutor N=26	Weekend Comm. Service N=7	Oasis House N=20	Stepping Stone N=34	Spectrum N=18	Family Preservation N=44

Percentage of Juveniles Who Re-offended Following Continuum Placement

Total	69%	16%	44%	58%	54%	28%	55%	56%	45%	59%
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Most Serious Re-offense Charge

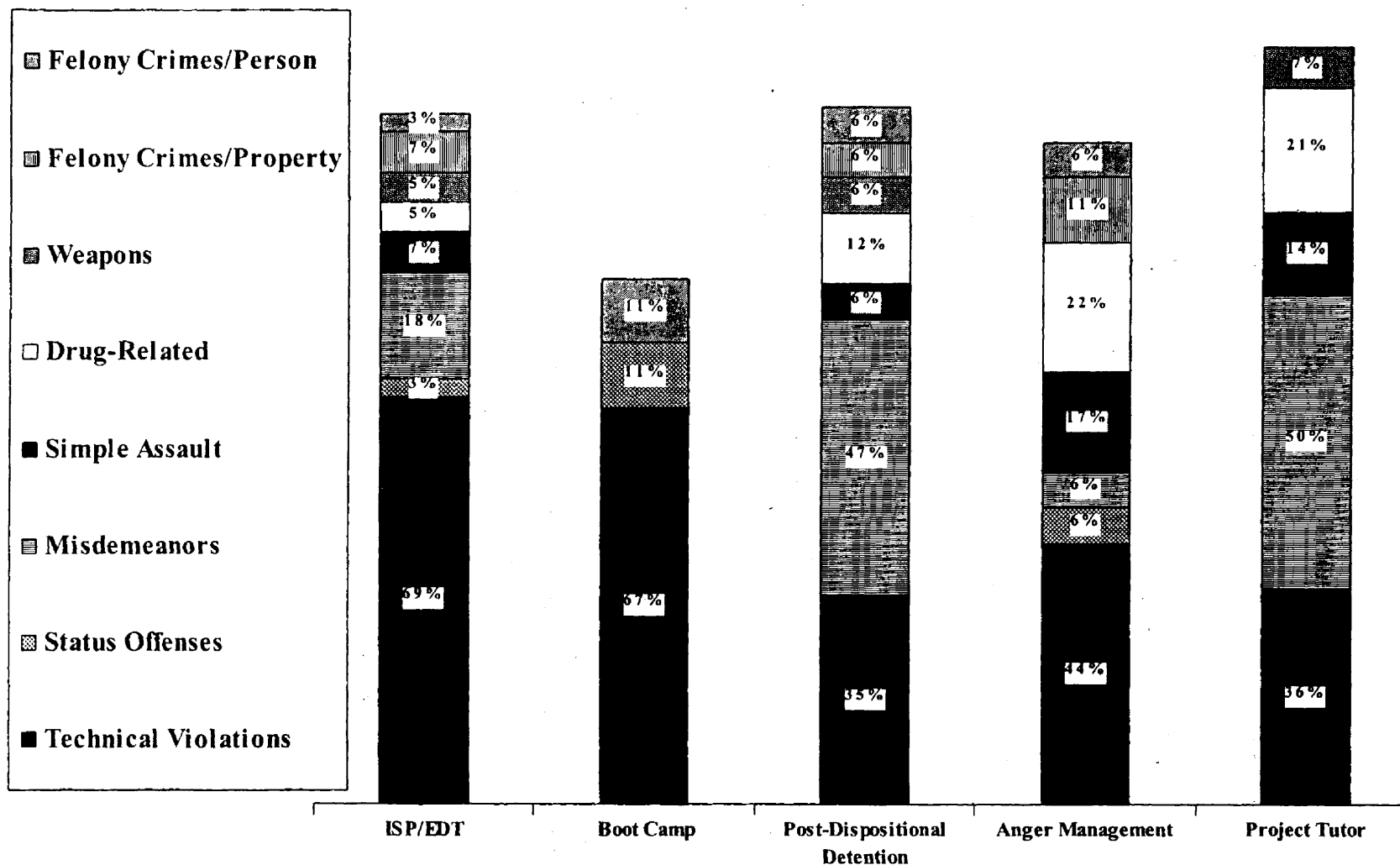
Technical Violation	38%	11%	13%	23%	15%	14%	15%	21%	17%	18%
New Charge	29%	3%	31%	32%	31%	14%	30%	32%	28%	39%
Unknown Charge	2%	2%	0%	3%	8%	0%	10%	3%	0%	2%

Type of New Petitions for Subsequent Disposition. There are observable differences in the types of charges committed by juveniles in the different programs. When petitions are analyzed for the most serious charge (see Table 8), ISP/EDT and Boot Camp are the only Continuum programs for which the majority of new petitions are technical violations. Juveniles in the other Continuum programs are more likely to commit a new offense compared to a technical violation.

The charges on new petitions which led juveniles to return to court were also analyzed. Figure 4 presents the percentages of juveniles who re-offended by type of offense. Percentages are based on data that may include multiple re-offenses but do not include a small proportion of offenses for which evaluators were unable to determine the type of charge. Therefore, the percentages on the bar charts may underestimate the proportions of types of re-offenses and may not equal 100%. (Please note that the numbers of juveniles in each Continuum program vary. In addition, the time periods over which re-offenses were tracked varied across programs.)

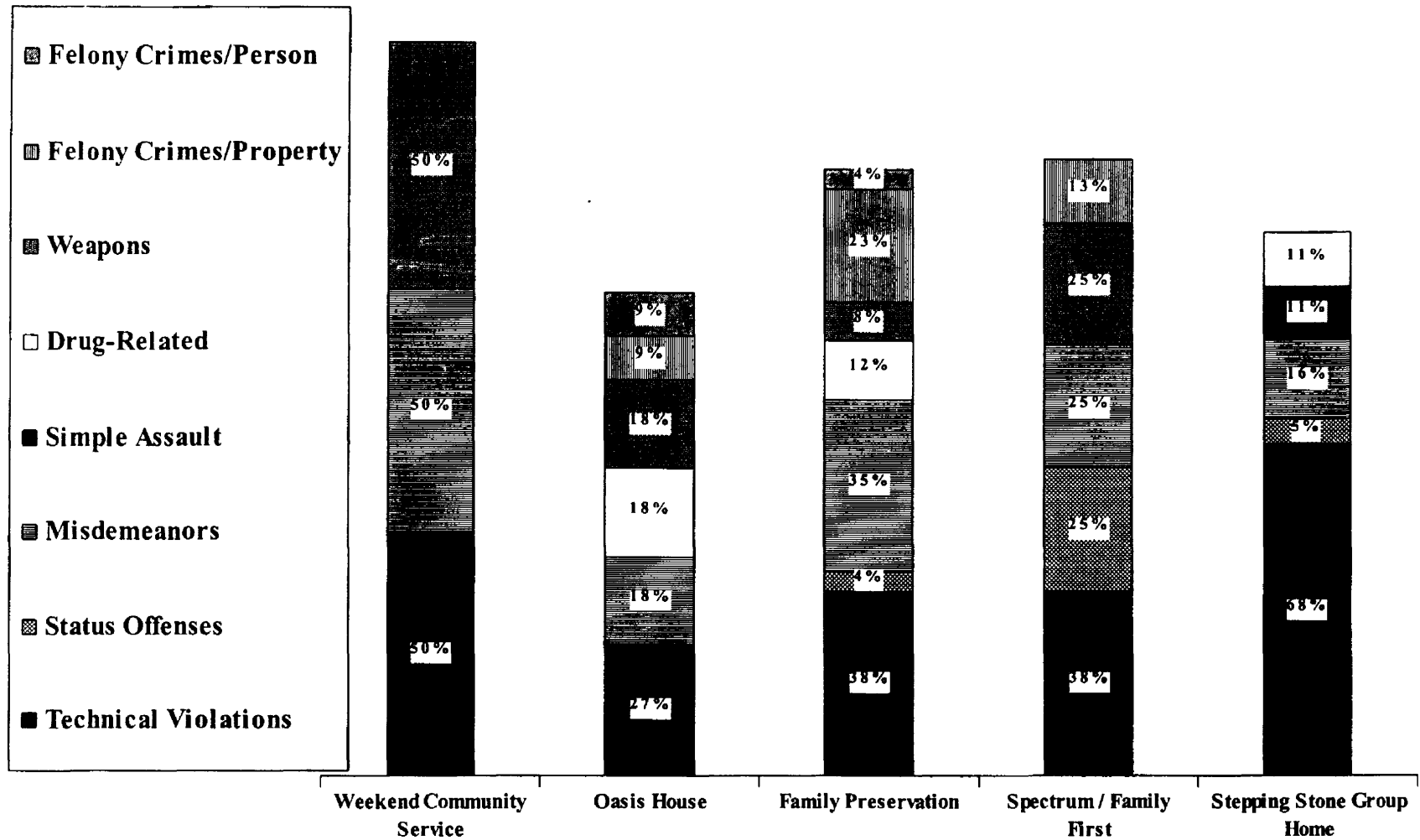
By far, the most common charges for new petitions, across all programs, were technical violations and misdemeanors. These findings indicate that, for the most part, the types of new petitions following program placement were non-serious crimes.

Figure 4: Re-offenses Following Continuum Placement



Note: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the Continuum. Many juveniles committed more than one type of offense after program placement, therefore percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

Figure 4 continued: Re-offenses Following Continuum Placement

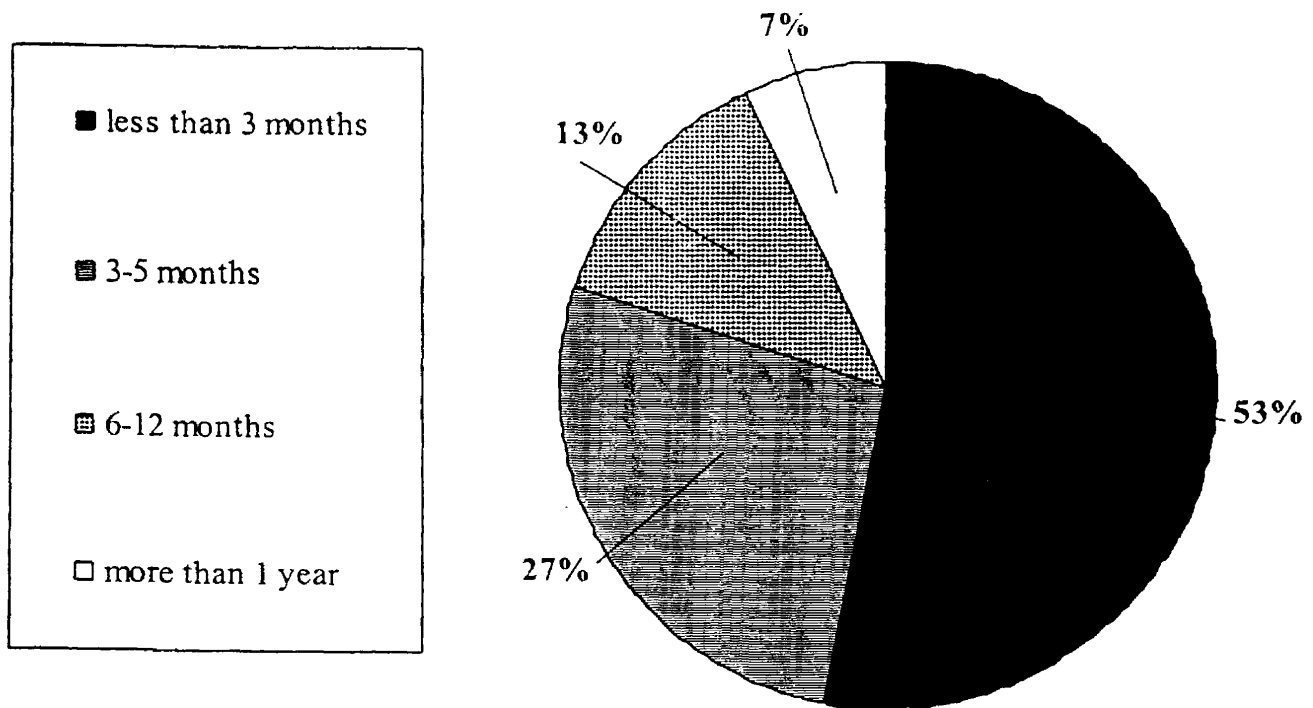


Note: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the Continuum. Many juveniles committed more than one type of offense after program placement, therefore percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

A second analysis compares the types of offenses which placed juveniles into Continuum programs to the types of offenses committed by juveniles following program placement. Overall, it appears that for the majority of programs, serious charges tend to decrease while less serious charges, such as technical violations, tend to increase following Continuum placement. Increases in the percentage of technical violations can be seen in nine of the ten programs evaluated (see Figures 3 and 4). The increase in technical violations may be due, in part, to increased supervision following placement into a Continuum program.

A third analysis investigated the re-offense latency, which is the length of time between Continuum placement and re-offense. While the latency to re-offend varies between programs, the majority of juveniles who re-offended did so less than six months following Continuum placement (see Figure 5). Seventeen percent of these juveniles re-offended less than one month after being placed in a Continuum program.

Figure 5
Latency Before First Offense Across Continuum Programs



Continuum Path for Juveniles

To illustrate how juveniles move through the Continuum's array of sanctions, this section describes the path of 237 juvenile offenders following initial placement into one of four Continuum programs: ISP/EDT, Boot Camp, or Post-Dispositional Detention. The path description begins with the juveniles' initial Continuum placement into one of these four programs and tracks subsequent dispositions for re-offenses.

Throughout the following discussion, two factors should be kept in mind. First, the Court Service Unit files for 106 of the 237 juveniles were initially reviewed for the interim report. For the current evaluation, the DJJ Interim Intake Database was used to update re-offense data on these 106 juveniles. Subsequent disposition information for the remaining 131 juveniles investigated this year was collected only from the Court Service Unit files. Thus, as noted in the outcome section, the time period for data collection following initial placement differs between juveniles. In addition, for a variety of reasons, the DJJ database is highly incomplete; thus, recidivism rates for these juveniles may be much higher than reported here. Second, at the time of this evaluation, more juveniles had been placed into ISP/EDT than any other program. This is because the ISP/EDT programs began accepting juveniles before the Boot Camp and had a greater capacity than Post-Dispositional Detention, not necessarily because the ISP/EDT programs were used as a first step in a graduated sanctions hierarchy.

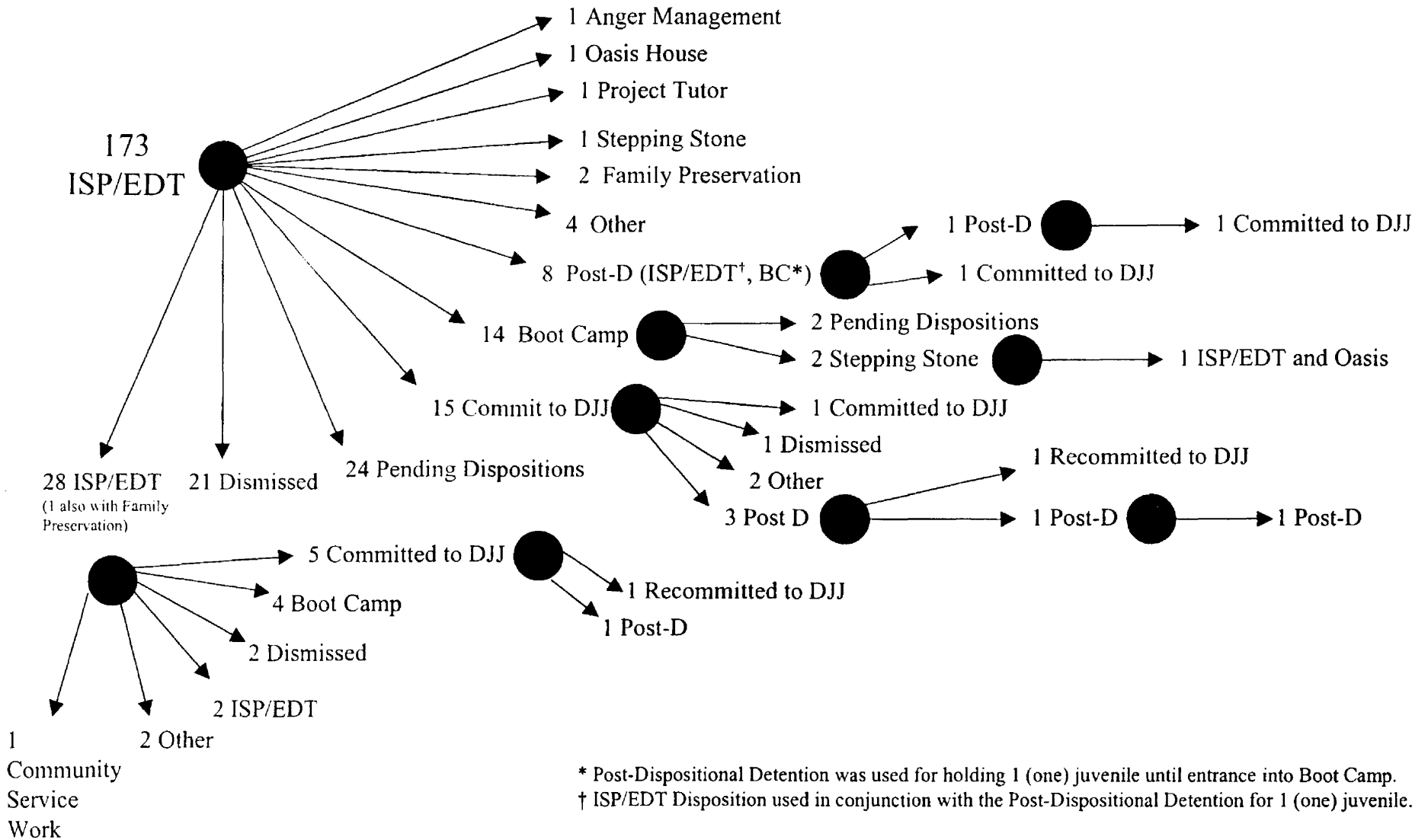
Path of Juveniles Initially Placed into ISP/EDT

One hundred seventy-three juveniles entered the Continuum system for the first time through the ISP/EDT programs (see Figure 6). (Two additional juveniles were initially placed into Post-Dispositional Detention and were subsequently placed into ISP/EDT; therefore, they are included in the Post-Dispositional Detention sample depicted in Figure 8.) The majority of charges which placed these juveniles into ISP/EDT were technical violations and other misdemeanors. Following initial placement into ISP/EDT, 120 juveniles re-offended and had new petitions filed. The majority of new petitions which placed juveniles back into the court system were technical violations.

Of the 120 juveniles who re-offended, 28 were placed back into the ISP/EDT programs for a second time, 14 were placed into the Boot Camp, eight were placed into Post-Dispositional Detention, 15 were committed to DJJ, two were placed into Family Preservation, one was placed into Oasis House, one was placed into Stepping Stone Group Home, one was placed into Anger Management, and one was placed into Project Tutor. Dispositions were pending for 24 juveniles. Thus, excluding the 28 juveniles placed back into ISP/EDT, the majority of juveniles who were convicted of a new charge were placed into more restrictive sanctions.

Juveniles who were returned to ISP/EDT typically were charged with a technical violation due to not complying with program requirements. Thus, judges may have placed them back into the program to give them a second chance before placing them in a more restrictive environment. Consistent with this explanation, the majority of juveniles who had been placed back into ISP/EDT for a re-offense, and who were subsequently convicted of another charge, were then disposed into the Boot Camp or committed to a state correctional center.

Figure 6
Tracking Dispositions of Juveniles in the ISP/EDT Programs



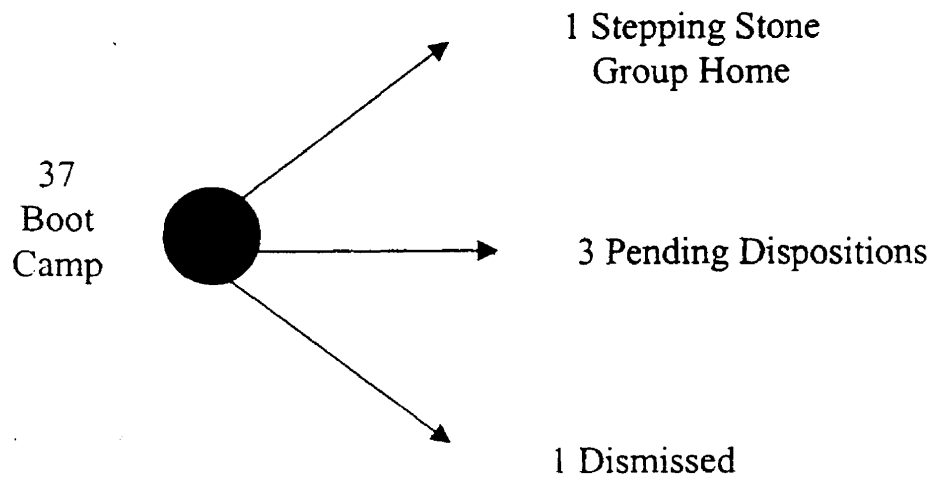
* Post-Dispositional Detention was used for holding 1 (one) juvenile until entrance into Boot Camp.
 † ISP/EDT Disposition used in conjunction with the Post-Dispositional Detention for 1 (one) juvenile.

Path of Juveniles Initially Placed into the Boot Camp

Thirty-seven adjudicated juveniles were initially placed into the Continuum system through the Boot Camp (see Figure 7). (Nineteen additional juveniles were initially placed into other Continuum programs --18 into ISP/EDT and one juvenile into Post-Dispositional Detention -- and were subsequently placed into Boot Camp; therefore, they are included in the ISP/EDT and Post-Dispositional Detention samples depicted in Figures 6 and 8.) The majority of charges which initially placed juveniles into the Boot Camp were technical violations and drug-related charges. Of these 37 juveniles, five incurred new technical violations or offenses. The majority of new petitions were technical violations.

Of the five juveniles who incurred new charges, one had a charge that was dismissed, one was placed in Stepping Stone Group Home, and three dispositions were pending. Because of the small number of juveniles who re-offended during the data collection time period, it is difficult to determine if the Boot Camp is being used as an alternative to DJJ commitment.

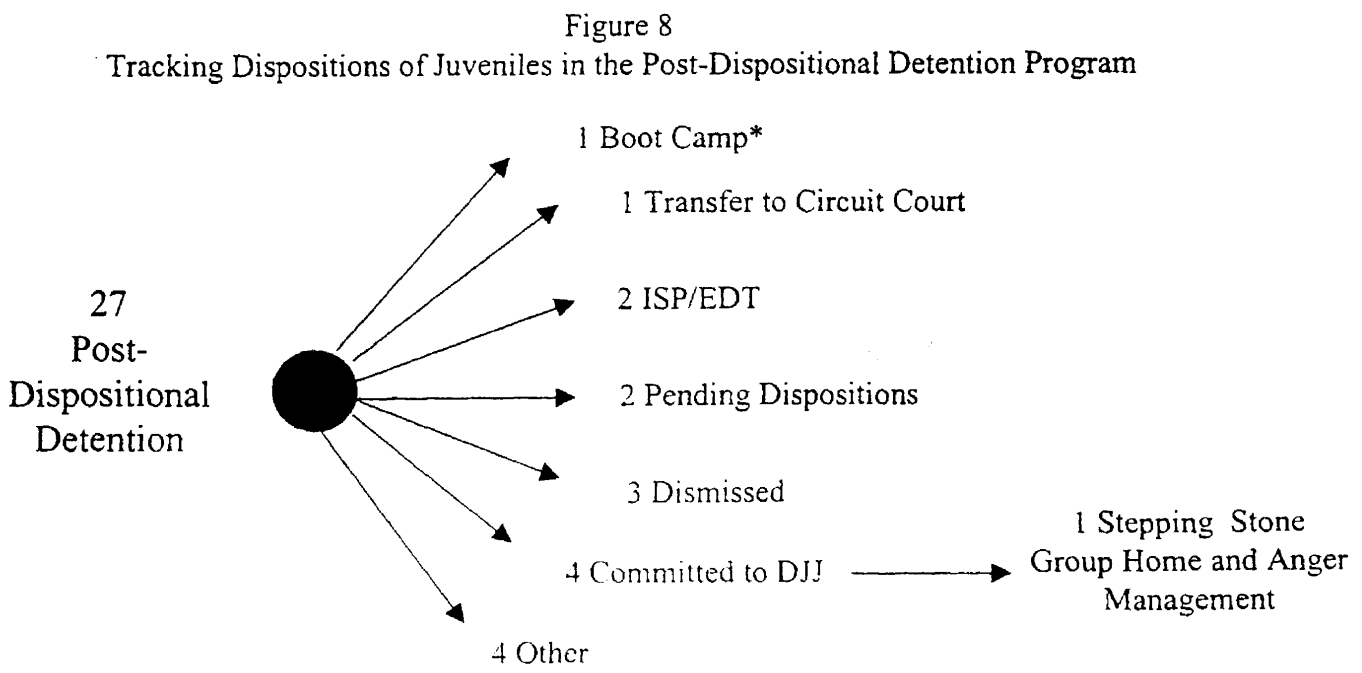
Figure 7
Tracking Dispositions of Juveniles in the Boot Camp Program



Path of Juveniles Initially Placed into Post-Dispositional Detention

Twenty-seven juveniles entered the Continuum system with a court order into Post-Dispositional Detention (see Figure 8). (Twelve additional juveniles were initially placed into ISP/EDT and were subsequently placed into Post-Dispositional Detention; therefore, they are included in the ISP/EDT sample depicted in Figure 6.) The majority of charges which initially placed juveniles into Post-Dispositional Detention were technical violations and misdemeanors.

Of the 27 juveniles placed into Post-Dispositional Detention, 17 subsequently incurred new petitions. The majority of new petitions following placement into Post-Dispositional Detention were misdemeanors and technical violations. Of these 17 juveniles, two juveniles were placed into ISP/EDT, one was placed into Boot Camp, four juveniles were committed to DJJ, one juvenile was transferred to Circuit Court, and four have been placed in programs outside of the Continuum. Dispositions were pending for two juveniles. Based on these findings, there does not appear to be a consistent use of Post-Dispositional Detention as a last resort prior to commitment to a state correctional center; some of the juveniles were placed into less restrictive settings following a new charge.



*Post-Dispositional Detention was used for holding 1 (one) juvenile until entrance into Boot Camp.

VIII. INTERVIEW AND SURVEY FINDINGS

Interviews and surveys were used to collect information from professionals working within the Richmond juvenile justice system. Phone interviews were conducted with four judges of the Richmond Juvenile and Domestic Relations Court. Personal interviews were conducted with fourteen program managers. The following findings address topic areas that identify the needs of juveniles, issues relevant to both individual Continuum programs and systemwide, and suggestions for improving the Richmond City Continuum.

Survey Response Rates

Written surveys were distributed to probation officers and program staff. While 29 probation officers completed surveys, five surveys were not included in the analysis because respondents had no specific knowledge of Continuum juveniles. Thus, responses for only 24 probation officers were analyzed. Note that two of the probation officers who responded work full time with juveniles disposed into the ISP/EDT and Boot Camp programs while the remaining 22 have a general knowledge of all Continuum programs. Table 9 details response information for probation officers and program staff from each program. Note that the findings may be differentially biased due to the range of response rates for the programs.

Table 9			
Survey Response Rates			
Respondents	Number of Surveys Distributed	Number of Surveys Returned	Response Rate
Probation Officers	34	29	85%
ISP/EDT	17	3	18%
Boot Camp	60	25	42%
Boot Camp Aftercare	3	2	67%
Outreach	6	5	83%
Stepping Stone Group Home	4	4	100%
Family Preservation	3	3	100%
Spectrum/Family First	3	2	67%
Oasis House	15	2	13%
Independent Living Program	12	4	33%
Weekend Community Service	4	2	50%
Law Related Education	10	3	30%
Anger Management	3	1	33%

The student volunteers who comprise the staff of Project Tutor were on summer vacation during the time surveys were being completed. Therefore, no surveys were administered to these Project Tutor staff.

Purpose of the Richmond Continuum

All respondents were asked to report their understanding of the purpose of the Richmond Continuum. The purposes most commonly reported across groups were:

- to provide a range of services that are appropriate to meet the individual needs of adjudicated juveniles,
- to rehabilitate juvenile offenders, and,
- to provide alternative dispositional sanctions.

In addition to the most common responses identified above, program staff often reported that one purpose of the Continuum is to reduce recidivism. Probation officers reported that the purpose of the Continuum is to provide services to families. Judges and program managers identified graduated sanctions as a purpose of the Continuum.

Needs of Richmond City Juvenile Offenders

All respondents were asked to report the common problems or needs of juveniles placed into the Continuum. The most common responses across groups included:

- family issues (e.g., families who lack parenting skills and have substance abuse problems and/or court records);
- educational deficiencies;
- negative community and environmental influences and impacts;
- lack of self-control and self-discipline;
- lack of supervision;
- lack of supportive relationships/reinforcement for positive behaviors, skills, or attributes; and
- substance abuse.

Judges reported that domestic violence and mental health problems were additional needs of Continuum juveniles. Program managers also reported that Continuum juveniles lack job skills training, structure in the home and the community, and recreational activities.

Meeting the Needs of Continuum Youth

All respondents were asked to indicate what they like about the Continuum and how the programs meet the needs of adjudicated juveniles. Respondents across groups commonly reported that Continuum programs provide:

- an emphasis on educational achievement;
- a variety of resources, referrals, and easy access to services within the Continuum;
- in-home and other services for families;
- structure;
- appropriate services to meet individual needs;
- recreational, cultural, and social activities;
- services which facilitate positive changes to the self (e.g., self-esteem, respect, pride);
- concerned and supportive staff who also act as positive role models;
- sentencing alternatives;
- and jobs and job skills training.

In addition, program staff reported that the programs have a positive outlook and provide positive peer support and culture. Program managers additionally indicated that the programs address substance abuse and anger management needs, are solution focused, provide frequent one-on-one contacts with juveniles, teach juveniles problem-solving and decision-making skills, and provide transportation. Probation officers indicated that they specifically like the Boot Camp program and that programs provide increased supervision for the juveniles.

Factors that Influence Referral to a Continuum Program

Probation officers and judges were asked to identify factors that influence their decisions to refer juveniles to specific Continuum programs. Table 10 summarizes the commonly reported referral factors along with selection criteria as reported by program managers.

Table 10
Factors that Influence Referral to Continuum Programs as Reported by Probation Officers and Judges

Continuum Program	Factors That Influence Judges' Referrals	Factors That Influence Probation Officers' Referrals	Program Selection Criteria
ISP/EDT	<ul style="list-style-type: none"> History of school-related problems and educational deficiencies. Juveniles with poor supervision and structure. 	<ul style="list-style-type: none"> History of school-related problems and educational deficiencies. No mental health disorders. Juveniles with family-related difficulties. Juveniles who lack supervision and structure. No history of serious or violent offenses. 	<ul style="list-style-type: none"> Juvenile is on probation 13-18 years of age No prior DJJ commitment If previously committed, a Length of Stay of 12 months or less
Boot Camp	<ul style="list-style-type: none"> Lack of self-discipline. No history of violent offenses. Chronic offenders. 	<ul style="list-style-type: none"> No history of violent, weapon, sex, or arson offenses. "Average" IQ and educational achievement. Lack of self-discipline or respect for the law. In good physical condition. No history of abuse or neglect. 	<ul style="list-style-type: none"> 14-17 years of age at time of offense or violation Non-violent offenders No sexual or arson charges IQ of 75 or higher No assessed mental health disorders Physical ability to participate in Boot Camp drills
Post-Dispositional Detention (when operational)	<ul style="list-style-type: none"> Chronic offenders. Juveniles who need highly structured environment. 	<ul style="list-style-type: none"> Juveniles with family-related problems. Juveniles who lack supervision, structure, and self-discipline. Chronic offenders in lieu of DJJ commitment. 	<ul style="list-style-type: none"> 14-18 years of age
Outreach	<ul style="list-style-type: none"> Juveniles with poor supervision and structure. Juveniles who indicate that they will comply with the program. 	<ul style="list-style-type: none"> No factors, appropriate for most youth. Habitual chronic offenders. First-time offenders. 	<ul style="list-style-type: none"> 10-17 years of age Non-violent offenders No chronic offenders Must have a phone in the home
Law Related Education	<ul style="list-style-type: none"> First-time offenders. No history of serious or chronic offenses. 	<ul style="list-style-type: none"> Juveniles with first-time or status offenses. No history of serious or chronic offenses. Juveniles 14 years old or younger. 	<ul style="list-style-type: none"> 12-16 years of age No juveniles with felony offenses No history of drug use No juveniles with pending charge(s) No juveniles detained in the Detention Center No juvenile who has previously participated in a diversion program
Anger Management	Juveniles with history of assaultive behavior.	Juveniles with a history of assaultive behavior.	<ul style="list-style-type: none"> None

Table 10
Factors that Influence Referral to Continuum Programs as Reported by Probation Officers and Judges

Continuum Program	Factors That Influence Judges' Referrals	Factors That Influence Probation Officers' Referrals	Program Selection Criteria
Project Tutor	<ul style="list-style-type: none"> Juveniles with school-related problems. 	<ul style="list-style-type: none"> Juveniles with school-related problems. 	<ul style="list-style-type: none"> None
Weekend Community Service	<ul style="list-style-type: none"> No serious offenders. First-time offenders. To reduce detention overcrowding. 	<ul style="list-style-type: none"> No factors, most youth. No serious offenders. 	<ul style="list-style-type: none"> 10-17 years of age No violent offenses Youth who would normally be disposed for short-term stay in secure detention
Independent Living Program	<ul style="list-style-type: none"> Juveniles with family-related problems who need to separate from their families. Juveniles who are 17 or older. 	<ul style="list-style-type: none"> Juveniles with family-related problems. Juveniles who are 17 or older. Juvenile must be mature, responsible, and show signs of being able to live independently. No history of serious offenses. 	<ul style="list-style-type: none"> 16-20 years of age Juveniles who are willing to make the commitment to complete the program No juveniles with recent history of non-compliance in other placements No juveniles with suicidal ideation No juveniles with an assessed but untreated psychological disorder No juveniles with untreated substance abuse dependency No serious physically or mentally challenged youth
Oasis House	<ul style="list-style-type: none"> For juveniles with status offenses. Juveniles who need to be separated from their families. 	<ul style="list-style-type: none"> No history of violent or sex offenses. No substance abuse history. Juveniles with family-related problems. Juveniles who are runaways or need shelter. 	<ul style="list-style-type: none"> 12-17 years of age No juveniles with suicidal or homicidal ideation No serious physically or mentally challenged juveniles
Family Preservation	<ul style="list-style-type: none"> Juveniles with family-related problems. 	<ul style="list-style-type: none"> No serious offenses. Juveniles with family-related problems. 	<ul style="list-style-type: none"> 11-18 years of age Accepts chronic serious offenders
Spectrum/Family First	<ul style="list-style-type: none"> Juveniles with family-related problems. 	<ul style="list-style-type: none"> No serious offenses. Juveniles with family-related problems. 	<ul style="list-style-type: none"> 8-15 years of age Should reside in the East End area of Richmond City (may be exceptions) Accepts chronic non-violent offenders Juvenile must be residing with his/her family
Stepping Stone Group Home	<ul style="list-style-type: none"> Juveniles with family-related problems. Juveniles with poor supervision and structure. 	<ul style="list-style-type: none"> No history of violent offenses. Juveniles with status offenses. Juveniles with family-related problems who need temporary shelter. 	<ul style="list-style-type: none"> 13-17 years of age No sexual assault or violent charges IQ of 75 or higher Males only No juveniles taking psychotropic medication

As shown in the table, referral factors reported by probation officers and judges varied widely. Referral factors reported by some individuals were sometimes in direct conflict with factors reported by other individuals for the same program. For example, most probation officers indicated that offense history influenced referrals to Outreach; however, some probation officers indicated that they referred habitual chronic offenders to Outreach, while others indicated that they referred first-time offenders. Similarly, some probation officers indicated that the Boot Camp was good for juveniles with a history of substance abuse, while others indicated the opposite. While many probation officers reported that most juveniles can be referred to Law Related Education, other officers specified that the juvenile should not have a history of serious offenses.

Probation officers and judges differed on the factors which influence referrals to Oasis House. Probation officers indicated that runaways who need shelter are referred to Oasis House while one judge indicated that only juveniles who do not have a runaway or AWOL history should be referred to this program. Additionally, one judge even indicated that the court does not make referrals to Oasis House. The most commonly reported referral factor for Anger Management was a history of assaultive behavior, yet one probation officer indicated that juveniles should not have a history of assault offenses, while a number of probation officers indicated that no factors were relevant.

Additionally, referral factors frequently reported by probation officers and judges were not always consistent with the selection criteria reported by the program managers. For example, probation officers indicated that juveniles with mental health disorders should not be referred to ISP/EDT; however, the EDT program is specifically designed for juveniles with severe emotional and behavioral disorders. For Outreach, three different offense histories were reported as referral factors, seemingly without consideration for one of the purposes of the Outreach program -- to reduce the Detention Center population through providing services to juveniles who are not a public safety risk (i.e., no chronic or serious offenders). While ISP/EDT and the Boot Camp were designed as alternative sanctions to commitment, only one probation officer and judge indicated that the Boot Camp was for habitual or chronic offenders; only one judge and one probation officer indicated that ISP/EDT were programs for habitual, chronic offenders in lieu of commitment. Indeed, the majority of respondents reported the opposite criteria for ISP/EDT (i.e., first time non-serious offenders).

Program selection criteria for Oasis House and the Independent Living Program exclude juveniles with suicidal ideation or with serious mental "challenges;" yet only one respondent reported this criteria. The acceptance of serious offenders into Family Preservation is an important distinction compared to the Spectrum. However, this distinction was not reported by probation officers; in fact they reported that juveniles with serious offenses should not be referred to Family Preservation.

Selection criteria and reported referral factors were also not necessarily reflected by client characteristics. For example, consistent with Oasis House selection criteria, probation officers indicated that juveniles referred into this program should not have a substance abuse history; however, 15% of the charges which placed juveniles into this program were drug-related, and CSU files documented that 77% of juveniles in Oasis had substance abuse problems.

In spite of the inconsistencies of reported referral factors, important information can be obtained regarding what types of factors may influence how well a juvenile adjusts to a particular program. For example, probation officers and one judge indicated that the Boot Camp was not a good program for juveniles with a history of abuse or neglect. This type of information can be helpful when making dispositional recommendations or decisions.

Factors that Affect Juveniles' Responses to the Programs

Program managers and staff were asked to indicate the types of factors that may affect how juveniles respond in Continuum programs. Responses commonly indicated that juveniles were more likely to succeed in programs when:

- families were involved and provided supervision, set boundaries, and encouraged program compliance;
- program staff were respectful, caring, established boundaries for behavior, and had positive expectations;
- programs included fair, consistent consequences for non-compliant behaviors; and
- juveniles “bought into” the program and wanted to do well.

Program managers also indicated that providing transportation and follow-up by staff encouraged compliance with program requirements.

Program staff and managers further responded that non-compliance was more likely when the juveniles lived in a negative environment, including neighborhood, financial status, and peers. Program managers also identified educational deficiencies as a factor leading to non-compliance with program requirements.

Perceived Continuum-Related Changes in the Behaviors of Juveniles and Families

Probation officers were asked to rate observed changes in Continuum juveniles' behavior on a scale of one (a significant negative change) to five (a significant positive change). Table 11 displays probation officers' reports of perceived changes in the behaviors of juveniles and their families after entering a Continuum program.

Behaviors	Moderate to Significant Positive Change	No Change	Moderate to Significant Negative Change
Juveniles' overall level of self-esteem	60%	33%	7%
Juveniles' response to boundaries set by their families	65%	29%	6%
Juveniles' school attendance	88%	6%	6%
Juveniles' educational achievement	41%	53%	6%
Juveniles' self-discipline	75%	25%	0%
Juveniles' respect for authority	76%	24%	0%
Juveniles' problem-solving/decision-making skills	56%	44%	0%
Juveniles' overall attitude	88%	12%	0%
Juveniles' compliance with court-ordered services	88%	12%	0%
Parents' assistance with juveniles' compliance	65%	29%	6%
Parents' compliance with court orders	71%	24%	6%
Juveniles' involvement in delinquent activities	69%	31%	0%
Juveniles' substance/alcohol use	47%	47%	6%

* Row totals may not equal 100% due to rounding.

Probation officers primarily reported positive changes in the behaviors of both juveniles and parents. The most significant positive changes were reported in juveniles' school attendance, overall attitude, and compliance with court-ordered services. Probation officers frequently reported no change in the juveniles' educational achievement and substance/alcohol use.

Probation officers also reported perceived differences in overall changes between juveniles in the Continuum compared to juveniles who had not received Continuum services. Eighty-one percent of probation officers who had experience with both Continuum and non-Continuum juveniles indicated moderate to significant positive changes in Continuum juveniles, compared to 27% for juveniles who had not received Continuum services.

Program staff were likewise asked to rate observed changes in the behaviors of juveniles and their families who had participated in their programs. Table 12 presents aggregate responses for all program staff and program managers.

Behaviors	Moderate to Significant Positive Change	No Change	Moderate to Significant Negative Change
Juveniles' overall level of self-esteem	94%	4%	2%
Juveniles' response to boundaries set by their families	77%	19%	3%
Juveniles' school attendance	94%	6%	0%
Juveniles' educational achievement	85%	14%	2%
Juveniles' self-discipline	89%	11%	0%
Juveniles' respect for authority	82%	12%	6%
Juveniles' problem-solving/decision-making skills	87%	10%	3%
Juveniles' overall attitude	86%	12%	2%
Juveniles' compliance with court ordered-services	87%	12%	2%
Parents' assistance with juveniles' compliance	73%	23%	5%
Parents' compliance with court orders	65%	31%	5%
Juveniles' involvement in delinquent activities	79%	21%	0%
Juveniles' substance/alcohol use	75%	23%	2%

* Row totals may not equal 100% due to rounding.

Compared with probation officers, program staff and managers generally reported more positive changes in behaviors, including a higher degree of positive change in the *overall behavior* of juveniles in the Continuum (94% of program staff and managers compared to 81% of probation officers indicated moderate to significant positive changes in Continuum juveniles). Significant positive changes were reported most frequently for the juveniles' overall level of self-esteem, school attendance, and self-discipline.

Satisfaction with Programs

Judges and probation officers reported their satisfaction with each of the individual programs as well as with the overall Continuum system. Judges and probation officers indicated that they were very to moderately satisfied with the Richmond Continuum as a whole. However the degree of satisfaction varied across programs. The following are responses of probation officers:

- At least 75% were very to extremely satisfied with Outreach, Law Related Education, Project Tutor, Weekend Community Service, and Family Preservation.
- At least one-half to three-fourths of responding probation officers were very to extremely satisfied with Post-Dispositional Detention when it was operational, Anger Management, Boot Camp, Stepping Stone, and Spectrum.
- Almost 50% of respondents were very to extremely satisfied with Oasis.
- More than one-third were very to extremely satisfied with Independent Living Program.
- About one-fourth were very to extremely satisfied with Boot Camp Aftercare and ISP.
- About one-fourth were very satisfied with EDT.

The following responses are based on the reported satisfaction of two judges (two additional judges did not report their levels of satisfactions with individual programs):

- Both judges were extremely satisfied with Post-Dispositional Detention (when it was operational), Outreach, and Stepping Stone.
- One was extremely satisfied with Law Related Education.
- Both were very to extremely satisfied with Project Tutor.
- Both were very satisfied with Weekend Community Service.
- One was very satisfied with the Independent Living Program.
- Both were moderately to very satisfied with ISP, EDT, Oasis, and Anger Management.
- One was extremely and one was moderately satisfied with Family Preservation.
- Both were moderately satisfied with the Boot Camp.
- One was moderately satisfied and one was very unsatisfied with Spectrum.
- Both were very unsatisfied with the Boot Camp Aftercare.

Overall, 82% of the probation officers who responded believed that the Continuum programs had an impact on the effectiveness of the Richmond juvenile justice system (nine out of 11 respondents). All nine respondents reported that the Continuum had made the juvenile justice system more effective by serving more youth with a range of appropriate sanctions and programs, by providing more supervision, and by holding juveniles accountable for their actions.

The majority of probation officers (79%), program staff and managers (95%), and judges (100%) recommended that other localities institute a continuum program. The most common reasons for recommending a continuum program included: (1) to serve youth, and (2) to increase opportunities for success by providing a variety of beneficial services. Judges made this recommendation with the caveat that the decision to implement a continuum system should be based on the needs of different localities. Probation officers made this recommendation with the caveat that, before implementing continuums in other localities, the programs in Richmond should be evaluated to determine program effectiveness.

Efficiency of the Richmond Juvenile Justice System

Program staff and probation officers estimated the proportion of their total work day spent in identified types of activities. Program staff reported that they spent more time than probation officers involved with the juveniles' education, including tutoring and contacting schools. Probation officers spent more time than program staff interviewing and contacting juveniles and their families, as well as managing their cases. Table 13 lists the average percentage of the work day that probation officers and program staff allocated to the listed activities.

Activity	Probation Officers	Program Staff
Counseling	22%	22%
Transportation	3%	5%
Contacts with juvenile and family	16%	12%
Tutoring/educational activities	1%	13%
Contacts with school	6%	13%
Case management	26%	17%
Interviewing	14%	5%
Other	9%	13%
Contacts with Continuum staff	3%	N/A

Probation officers reported attending meetings and training, supervising staff, and attending court hearings in the category of “other” activities. Program staff reported administration, food preparation, and traveling as “other” activities.

Seven of 18 responding probation officers (39%) reported that the Continuum had affected job efficiency. Six of the seven respondents indicated that their job was more time-consuming because of an increase in paperwork, the need for more coordination between programs, and more contact with juveniles. Only one probation officer reported noted that the job was now less time-consuming because program staff were involved with supervising the juveniles.

However, all judges reported that the Richmond City Continuum had increased the efficiency of the Richmond City juvenile justice system. Two judges indicated that dispositional decisions regarding appropriate placement may take more time because of increased options. However, it was reported that time is saved through the review process because the judges receive specific information regarding the juveniles’ behavior from the programs, specific problems can be focused on and appropriate services ordered.

Suggestions for Changes and Improvements

Respondents 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 improvements to the Continuum. Table 14 reports suggestions made by 15% or more of the respondents.

In addition to the suggestions listed in Table 14, the majority of judges indicated the need for inpatient substance abuse treatment, a program for sex offenders, needs assessments, and a program for juveniles who are runaway or AWOL risks. Many probation officers reported that barriers such as waiting periods made it difficult for juveniles to enter Continuum programs.

Table 14
Suggestions to Improve the Richmond Continuum

Suggestion	Judges	Probation Officers	Program Managers	Program Staff
Communication and coordination between Continuum programs must be improved	X	X	X	X
Family issues must be addressed, including lack of parental involvement, the impact of negative environmental influences, and the need for temporary shelter for juveniles in crisis	X	X	X	X
Need for services or sanctions specifically designed for female offenders	X	X	X	X
Continuum programs should provide effective aftercare components, specifically for the Boot Camp	X	X	X	X
Need consistency across programs, including staff training, guidelines for juvenile behavior, and consequences for non-compliance		X	X	X
Continuum programs need more staff with higher wages		X	X	X
Program staff need better training to deal with offender population		X	X	X
Programs need to be able to provide transportation for increased compliance		X	X	X
The attrition rate in programs must be reduced; juveniles should not be allowed to fail; programs need to improve motivation of juveniles	X	X		
Programs should address internal changes to juveniles, including improving self-worth, self-esteem, self-discipline, and self-motivation		X		X
Need for centralized intake which develops sanctions/service plans for juveniles and monitors juveniles' progress			X	

IX. CONCLUSIONS

In the last 50 years, the juvenile justice system has been restructured, both nationally and locally in Virginia. Legal reforms have led to a new juvenile justice philosophy, which de-emphasizes juvenile rehabilitation and focuses on a balance between increasing public safety, holding juveniles accountable, and providing opportunities for reform. The influence of this new philosophy was evident in the 1994 Virginia General Assembly funding of an innovative system of community-based programs and services: The Richmond City Continuum of Juvenile Justice Services.

Beginning in 1995, the Virginia General Assembly directed the Department of Criminal Justice Services to evaluate the results of the Richmond City Continuum of Juvenile Justice Services pilot program. This evaluation indicates that, overall, the Continuum has had a positive effect on the Richmond City juvenile justice system and is generally recommended for implementation in other localities. The following discussion presents an assessment of the effectiveness of the Continuum and its impact on the juvenile justice system.

How effective are the Continuum programs?

It is important to recognize that the Continuum is a developing system. Specifically, programs and services are being added to the menu of services, and existing programs are being adapted to address emerging program issues.

Program effectiveness was examined through several different measures. First, evaluators assessed the ability of Continuum programs to meet stated goals and objectives, such as changes in the juveniles' educational, psychological, and vocational behaviors. Probation officers and program staff reported that the Continuum programs typically had a moderate to significant positive effect on most behaviors of juveniles receiving Continuum services. Over 80% of probation officers and program staff indicated positive changes in the juveniles' school attendance, overall attitude, and compliance with court-ordered services. Probation officers also reported that, overall, the Continuum programs had a more positive impact on juveniles than non-Continuum programs. Unfortunately, quantifiable changes in Continuum juveniles' behaviors could not be independently assessed due to inconsistent documentation of post-program measures. However, one indirect indicator of changes in substance abuse is a comparison of the percentage of drug-related charges prior to and following Continuum placement. Across all Continuum programs, there was a 54% decrease in the proportion of drug-related charges, suggesting an overall positive effect on drug-related behaviors following participation in Continuum programs.

A second measure of program effectiveness is the satisfaction of juvenile justice officials within the system. Judges and probation officers indicated high levels of satisfaction with the Continuum as a whole and with most Continuum programs. All respondents indicated that the Continuum programs provide a variety of services and resources designed to meet a number of Continuum juveniles' needs. However, the degree of satisfaction varied with each program.

Finally, program effectiveness was also measured by assessing the ability of the Continuum programs to reduce recidivism. To measure recidivism, evaluators collected information on the

percentage of juveniles who received new petitions and the severity of these offenses following program placement. Due to the lack of a matched control group, evaluators were unable to make comparisons between Continuum programs and traditional sanctions.

Based on the available petition data, the number of new petitions incurred by juveniles following placement in the Continuum varied by program. Juveniles placed in the Boot Camp program had the lowest percentage of re-offenses following placement. However, the average tracking time period for these juveniles was shorter than for juveniles placed in other Continuum programs. In addition, the most common charges for new petitions, across all programs, were technical violations.

What impact has the Continuum had on the juvenile justice system?

The Continuum was also assessed to determine its impact on the juvenile justice system. Several effects were observed. First, the Continuum increased the number of alternative sanctions and services available. Judges in the Richmond City J&DR Court reported that they are pleased with this result and suggested that the Continuum has increased the efficiency of the Richmond juvenile justice system. They contend that, while dispositional decisions may take more time because of the increased options, time is saved during the review process because judges receive case-specific information which facilitates focused, appropriate decision-making.

However, it was reported that the implementation of alternative sanctions had some negative impacts on probation services. One-third of the probation officers indicated that the Continuum programs decreased the efficiency of the juvenile justice system because their jobs were more time-consuming due to increased paperwork, contacts with program staff, and contacts with Continuum juveniles. However, program managers and probation officers reported that the Continuum programs provide increased supervision for these juveniles. Thus, the increased time needed for case management may be due, in part, to the increased supervision provided by Continuum program staff. Non-compliant behavior is more likely to be detected and reported to probation officers for appropriate action. This conclusion is supported by the finding that, when compared to the proportion of technical violations which placed juveniles into the Continuum, technical violations filed following Continuum placement increased 71%.

Second, the implementation of the Continuum in April 1995 seems to have had an impact on commitments to state Juvenile Correctional Centers. Between FY95 and FY97, the number of Richmond City youth committed to DJJ has decreased 49%. Statewide commitments decreased only 8% during the same time period; however, it is important to recognize that DJJ statistics for statewide commitments include commitments to the Boot Camp facility, whereas the Richmond City figures do not.

To clarify, placements to the Boot Camp for juveniles adjudicated through the Richmond City court occur in two ways. First, judges may dispose juveniles directly into the Boot Camp program through bedspace which is allocated to the City. Under these circumstances, juveniles are not committed to DJJ and are not included in the City's commitment statistics. Second, judges have the dispositional option to commit juveniles to DJJ, which puts the responsibility for placement to a specific facility (e.g., Boot Camp, Juvenile Correctional Center, etc.) under DJJ's

authority. In this situation, City juveniles who are committed to DJJ by the court may be placed into the Boot Camp program by DJJ after their assessment at a Reception and Diagnostic Center. These juveniles have a Boot Camp placement, but are statistically classified as DJJ commitments.

Consequently, comparisons of City and statewide commitment figures are not straightforward, because a placement to the Boot Camp facility constitutes DJJ commitment in one circumstance and not in the other. To make these statistics more comparable, all DJJ committed juveniles who had Boot Camp placements were removed from the statewide DJJ commitment population. An analysis of these modified statewide commitment statistics shows a 17% decrease in statewide commitments from FY95 through FY97. Therefore, under this scenario, City commitments maintained a markedly greater decrease over the FY95 through FY97 time period than did statewide commitments. (In interpreting this information, please also note that the FY95 commitment figures both in Richmond City and statewide showed a sharp decrease from FY95 to FY96, but decreased again in FY96 and FY97.)

In assessing its impact on the juvenile justice system, it is important to recognize that the Continuum was designed as a graduated sanctions system for Richmond juveniles. Therefore, evaluators attempted to determine if the Continuum was functioning as such, or simply as individual programs. It is difficult to determine if the Continuum is operating as a system of graduated sanctions based on the available data. Preliminary findings on subsequent dispositions suggest that, in most cases, juveniles were eventually placed in more restrictive environments following non-compliance or new offenses. However, some placements do not appear to follow any predictable pattern; indeed, some subsequent placements were into less restrictive sanctions. In addition, it appears that Richmond juvenile justice officials do not consistently perceive the Continuum as a graduated sanctions system. While judges and program managers seem to be aware of the purpose of a Continuum system as a set of graduated sanctions, some program staff and probation officers may not; only two of these individuals reported that a purpose of the Continuum is to provide a system of graduated sanctions.

X. RESPONSES TO INTERIM RECOMMENDATIONS

The Continuum is a dynamic juvenile justice system that continues to: (1) implement new programs to address service gaps, and (2) adapt existing programs to meet offender and family needs. A number of programming changes took place in response to recommendations made in DCJS's interim report. The following discussion reviews only those interim recommendations that have been addressed in some way.

Admissions Criteria

Interim Recommendation: Review program selection criteria.

Judges and probation officers felt that the Boot Camp selection criteria were too restrictive. A number of juveniles who might have benefited from the Boot Camp were excluded due to the IQ and reading level criteria.

Action:

The Boot Camp eliminated the IQ and reading level criteria. This change had several effects. First, the number of Richmond City juveniles placed into the Boot Camp increased, as expected. However, the impact on the Boot Camp program has not necessarily been positive; Boot Camp staff reported that the wider range of educational levels makes it more difficult to address the individual needs of these juveniles. In addition, a few placements in the Boot Camp were inconsistent with either admission criteria or procedural requirements.

Additional or More Intensive Services

Interim Recommendation: Program managers should consider developing and implementing more intensive services to address educational needs, substance abuse, family issues, and female issues.

Action:

A number of services have been added within the past year to address the above needs.

Education. ISP/EDT and the Boot Camp both hired a teacher with a special education degree to address special education needs in the classroom.

Substance Abuse. The Boot Camp and Aftercare program hired a licensed substance abuse counselor to provide on-site counseling and education. The ISP/EDT programs are working in partnership with the Virginia Health Center to provide on-site substance abuse education and counseling with a licensed counselor. In addition, a Drug Court, specifically designed to deal with juveniles with drug-related charges, is being planned by the 13th District J&DR Court. Finally, the Continuum has developed a substance abuse task force to address substance abuse in Continuum juveniles.

Family Issues. Continuum programs have implemented two strategies to increase parental participation. First, programs have begun offering incentives to parents for participation, including meals during groups and providing parent groups at different times during the week to accommodate work schedules. Some programs have also changed the focus of their groups from parenting skills to parenting support groups to counteract the resentment and stigma of "parenting classes." Second, parenting services provided by Spectrum/Family First and Family Preservation are available to parents of juveniles disposed into other programs. For example, parents unable to attend groups offered by the program their child is attending have the option to attend Spectrum or Family Preservation groups. Finally, some programs have begun to encourage compliance through the use of court sanctions. Show Cause or Violation of Court Order petitions may be filed to sanction parents who are not participating. Anecdotal evidence suggests that this has increased parental participation.

Although some programs have implemented strategies to encourage parental participation and compliance, some lingering issues are still evident. Program staff report that parental participation is important because it influences juvenile behavior and program compliance. Although many programs require parental participation, parents who are overwhelmed and/or resistant to the court system may have difficulty complying. In addition, personal observations suggested that program staff may not consistently enforce this requirement. In at least one

instance, program staff were observed telling a parent that she did not have to participate in parenting classes, even though participation was a requirement of the program. Thus, parental participation and compliance are important issues that need continued attention.

Female Issues. The Continuum developed and implemented the Female Extended Day Program. This program was designed to address issues specific to female CHINSUP offenders. However, the female portion of the Boot Camp was closed in November 1997 due to lack of utilization.

Client Compliance Inducements

Interim Recommendation: Program managers need to consider developing and implementing a standard for immediate consequences which program staff can enforce.

Action:

The majority of programs incorporated a behavior modification approach for juvenile compliance. Juveniles who comply with program requirements receive increased privileges, while non-compliance results in a loss of privileges. Based on responses from program managers, the effectiveness of this approach differs between programs, perhaps due to differences in the implementation of behavioral consequences (e.g., consistency, type of privileges, etc.). Program managers who use logical consequences (e.g., loss of job following chronic tardiness) were typically satisfied with the results. They reported that these consequences are more effective than consequences that are not logically related to the negative behavior, such as writing essays, study hall, etc. Quantifiable data were not available to determine the effectiveness of different behavior modification techniques.

Interim Recommendation: Probation officers and program managers need to develop a system whereby legal recourse for offender non-compliance is swift and immediate.

Action:

Two probation officers have been assigned to work solely with juveniles disposed into ISP/EDT and the Boot Camp programs. It was reported that this has increased the efficiency of communication between the court and these programs. Program case managers can discuss the status of multiple juveniles with one probation officer, rather than trying to contact multiple probation officers. In addition, the 13th District J&DR has engaged in a court improvement reform initiative, resulting in a docket management system where cases are assigned specific times to appear for court. This system has decreased the time delay between the filing of petitions and adjudication.

XI. RECOMMENDATIONS FOR THE FINAL REPORT

The final report contains several new recommendations for the Continuum. In addition, a number of recommendations made in the interim report have not been addressed during the last year. The following section presents new and unaddressed recommendations for the Continuum.

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 refinement of the Continuum of Juvenile Justice Services. Significant progress has occurred since the evaluation was initiated in 1995, and positive effects have been reported by local juvenile justice officials. The current biennium budget includes funding for the pilot program through FY98. Beyond this biennium, continued funding will be required. To allow development of a long-term plan for funding Richmond's Continuum of Juvenile Justice Services, the program should be continued with funding as a pilot program through FY00. Continued funding should be contingent on development of appropriate data systems to collect outcome information on the Continuum.

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 when assessing this type of system improvement. In addition, the Continuum has recently implemented a number of new programs in 1997 and several administrative and program changes have occurred in established programs. The system continues to be dynamic, therefore, subsequent program changes should be evaluated. The outcomes of juveniles served by this system should also be tracked for two to three additional years to make strong conclusions about program effectiveness. DCJS should submit a project update to the 1999 General Assembly and a final report to the 2000 General Assembly. Internal evaluations should also be required by all Continuum programs, which would provide input from juveniles and their families, more detailed information on outcomes, and guidance for program planning.

Programming Recommendations

Cooperation, Coordination, and Communication between Continuum Programs

- 1. The Richmond DJJS, Richmond City J&DR judges, 13th District Court Service Unit, and all service staff should collaborate to address the need to increase cooperation and coordination of services among programs, and with the court and CSU.**

The Continuum was intended to function as one system rather than a set of individual programs. Due to the severe needs of some juveniles and the limited resources of Continuum programs, the Richmond DJJS, J&DR judges, and CSU should develop better methods of coordinating services among City- and CSU-administered programs and with probation staff. The coordination of services, led by the Richmond DJJS, could serve two purposes.

First, it would provide Continuum programs with access to services currently not available to them. Some programs have valuable resources that could benefit other programs in the system. For example, a number of the immediate sanction programs do not have a parenting component. Coordination with other programs, such as Family Preservation or Spectrum/Family First, could provide programs with access to parenting services that they are unable to provide. Furthermore, a pooling of resources (e.g., money, information, etc.) could increase services available to all programs. The development of Youth Services is an excellent example of this type of coordination. Because many programs had difficulty (e.g., finding a facility) providing recreational activities, Youth Services functions to centralize the provision of these activities.

Second, the coordination of services may increase the effectiveness of available services in two ways. Increased coordination of programs could provide a mechanism for sharing information regarding what works and what does not; thus, programs should share expertise to improve services. Also, cooperative agreements between programs could increase the effectiveness of available resources. The partnership between Outreach and both ISP/EDT and the Boot Camp is an excellent example. Juveniles are placed in Outreach concurrently with placements in ISP/EDT and the Boot Camp Aftercare. This arrangement complements the existing supervision provided by POs, which may result in earlier detection of compliance problems and/or increased compliance with program requirements. Consequently, increased compliance may allow more effective service provision because programs can only be effective if juveniles are attending and receiving services.

Unfortunately, resource limitations may hinder cooperative efforts. Program managers indicated the need to develop incentives for cooperation between programs. Financial incentives, provided through city and/or state funding, for programs who offer services to juveniles court-ordered into other programs may increase program cooperation.

2. The Richmond DJJS, DJJ, Richmond City J&DR judges should continue to develop and implement methods to improve communication between Continuum programs, the CSU, and judges.

All respondents indicated the need for increased communication between all individuals affiliated with the Richmond juvenile justice system. It was reported and observed that there is a lack of information sharing between relevant parties. Based on the evaluation findings, it appears that program staff, judges, and probation officers may be unaware of changes in individual programs or available Continuum resources. In addition, judges and probation officers often reported referral criteria that were inconsistent with program selection criteria. Such problems may lead to the underutilization of available sanctions and resources and inappropriate referrals.

The Richmond DJJS, the J&DR court, and the CSU should collaboratively develop and implement a method to improve direct lines of communication between programs, probation officers, and judges. DJJS should lead this effort, in part, by continuing the Stakeholders' meetings as one communication vehicle; Stakeholder representatives should take responsibility to share information swiftly and effectively to all relevant parties. Success of the Continuum system is incumbent on all professionals working together to actively maximize effectiveness.

Consistency Across Continuum Programs

1. **Richmond DJJS should address the need to develop consistent guidelines in basic areas, such as behavioral consequences, definitions for success, and behavioral guidelines for juveniles.**

Currently, most programs have different guidelines and expectations for juvenile behavior, different consequences for program compliance, and different staff behaviors. This may be problematic for two reasons. First, a number of Continuum juveniles participate in multiple programs at the same time. Because structure is a common need of these juveniles, different expectations may be confusing and overwhelming. If Continuum programs have the same basic core expectations, then juveniles will explicitly know what is expected of them and the consequences for not meeting these expectations. Consistency across and within programs may increase program compliance and opportunities for program success. Second, a juvenile who re-offends may be placed in another program within the Continuum system. Consistency throughout the programs would decrease the time needed for orientation because juveniles would already be aware of basic core expectations, thereby increasing the efficiency of the system.

2. **Richmond DJJS and Virginia DJJ should provide consistent and appropriate training for program staff.**

This recommendation was made in the interim report, but little progress has been made toward addressing this issue. The issue of staff training is particularly important in light of recent incidents. The Department of Social Services (DSS) has investigated complaints regarding staff assaults on juveniles in the ISP/EDT and Boot Camp programs. Although DSS concluded that the complaints were “unfounded,” such complaints made by juveniles regarding staff behavior have been problematic and have resulted in programming changes.

To minimize future difficulties, staff training should provide alternatives for inappropriate methods to control youth. This problem is exemplified by complaints made by Boot Camp staff following administrative restrictions on the use of restraints. A number of Boot Camp staff indicated frustration because they no longer felt they could control juvenile behavior. There does not appear to be any standard training for Continuum staff concerning how to deal with the special needs of this population. The majority of programs indicated that the only training staff received met the requirements of DJJ, which are limited to first aid, etc. Although many of these juveniles have histories of disruptive and/or aggressive behavior, there is no training required on how to deal with these types of behaviors. While complaints and critical incidents are not unexpected in such programs, abusive behavior by staff is unacceptable. Training may be useful to clearly communicate techniques for reacting effectively and appropriately to negative offender behaviors.

Community-Based Services

Richmond DJJS and Stakeholders should augment partnerships with community organizations and members of the community through existing mechanisms for City involvement.

One purpose of using community-based services is to connect the juveniles with resources within their communities that will be available during program participation and following program graduation. To increase the effectiveness of these resources, Continuum programs should continue efforts to enhance relationships in the community. For example, relationships between the programs and community businesses should increase the chances that juveniles will maintain employment when program resources are no longer available. In addition, enhanced partnerships with public schools may reduce the resistance encountered to re-enrolling adjudicated juveniles in the public school system.

The effectiveness of Continuum programs should also increase if communities are more positively involved with these juveniles. All respondents reported that negative community influences are particular problems in this population. Enhanced partnerships with community organizations (i.e., churches, schools, neighborhood watch programs, athletic leagues) may increase the effectiveness of programs by decreasing negative environmental influences.

Monitoring and Reporting of Continuum Performance

1. DJJ and the Richmond DJJS should address the need to improve program monitoring.

DJJ and the Richmond DJJS should develop procedures to ensure quality control, program accountability, and program compliance with program contracts. This process should involve, in part, an evaluation of existing staffing by the Richmond DJJS to determine the need for additional monitoring and program accountability staff. If additional staff is warranted, DJJ should consider a request by Richmond DJJS to increase staffing for this purpose.

Program non-compliance should be detected and addressed as quickly as possible because of the potential negative effects on juveniles and program effectiveness. Observational data indicated that some contractual programs may not be complying with program specifications. For example, the inappropriate use of physical restraints, no staff supervision of a class of approximately fifteen juveniles, and the placement of juveniles who did not meet selection criteria or procedural requirements, were observed by DJJ or DCJS staff during the evaluation.

Individuals who observe program procedures should also serve as informal “program monitors.” For example, DJJ staff (e.g., probation officers) reported that, although they may observe program non-compliance during site visits, they are often unclear of the procedures they should follow to report their observations. DJJ and Richmond DJJS should develop and disseminate procedures for DJJ staff and other program visitors to report possible contractual non-compliance. Appropriate documentation will provide a solid foundation for action by the program monitor.

2. DJJ and Richmond DJJS should address the need for improved data collection and information management, both at the system and program level.

Program contracts should specify minimum data reporting requirements to accomplish the following goals:

A. Development and implementation of a system of accurate, consistent, and easily accessible record keeping, particularly with regards to outcome information. A review of program records, both during the interim and current evaluation, indicated that documentation, such as psychological or school assessments and school attendance, was inconsistent in program case files. In addition, specific indicators of program progress were often not documented in program case files.

The consistent documentation of outcome data that is easily accessible is imperative for three reasons. First, it is the only way for programs to determine if the services they provide are effective. This is beneficial for the programs because evidence of effectiveness can provide support for funding requests. Second, judges, probation officers, and program staff can use this information to accurately evaluate juveniles' changing treatment needs. Third, documentation will ease the transition of cases to new case managers (e.g., documentation will provide information to new case managers regarding the types of treatment received by the juvenile and patterns of program compliance). Up-to-date case documentation is particularly important because of staff turnover in some of the programs.

Programs should measure behaviors targeted by treatment services and program goals, such as educational level, school attendance, substance abuse, self-esteem, anger management, etc. Due to the lack of consistent documentation of post-program measures, it was impossible for the present evaluation to determine if programs were meeting their goals. Limited recidivism data may be misleading when assessing program effectiveness. Although this measure addresses public safety goals, it cannot provide information on program goals related to educational achievement, substance abuse, etc. Programs should review existing methods for measuring program outcomes and improve procedures to assess changes in targeted behaviors.

B. Richmond DJJS and the DJJ should develop and implement a comprehensive data system that may be accessed by program managers, program staff, probation officers, and judges. This recommendation was part of the interim report, but no progress has been made toward addressing this problem. A main goal of the Continuum is to become a comprehensive and integrated system of services. However, as previously noted, communication and cooperation between Continuum programs should be improved.

Program managers made two suggestions to improve this problem. First, information sharing could be more easily achieved with a database containing information on all Continuum juveniles and services offered by programs within the Continuum. Records for each juvenile would be located in one place, and Continuum programs could access information regarding individualized needs, treatment received, program compliance, and recidivism. This data system would allow Continuum personnel easy access to information regarding resources available to all Continuum programs and detailed information concerning Continuum juveniles. Second, program managers suggested a centralized intake system in which a systemwide treatment and sanction plan would be developed for each individual.

The development and implementation of this data system is expensive and, to date, unfunded. The General Assembly should consider funding the development and implementation of this data system to improve service provision and assess program effectiveness.

Referral Process

Richmond DJJS and DJJ should develop guidelines for selection criteria and implement a risk assessment procedure to encourage objective decision making regarding program placement.

This recommendation, also made in the interim report, has not been addressed. In a previous attempt to develop a risk assessment procedure, Richmond DJJS reported resistance from critical stakeholders. Given the current level of service provision offered by the Continuum, the Richmond DJJS should revisit this effort and elicit adequate support to pursue improvements in the placement process.

Judges and probation officers often do not have information to assist them in making objective decisions regarding appropriate program placement. This problem is highlighted in the current report by inconsistencies in the stated program selection criteria and the referral criteria reported by probation officers and judges. For example, some probation officers reported that one program accepted only non-violent offenders, while other probation officers reported that the same program accepted violent offenders.

Determinations of program placements should be a coordinated effort between the court, Court Service Unit staff, and Continuum program managers. The Richmond DJJS should develop a set of guidelines for judges identifying the types of juveniles who respond more positively to a particular program. Risk assessments of individual juveniles could provide judges with information regarding the future risk of re-offending. Finally, the Richmond DJJS should develop a placement matrix as a guidance document for judges. For example, first-time offenders who are at a high risk for re-offending may be placed in more restrictive environments than first-time, low-risk offenders.

Treatment Planning/Needs Assessment

1. Richmond DJJS should require that the treatment/service plans prepared by Continuum staff identify and address the individualized needs of each program participant.

This recommendation, made in the interim report, has not been addressed. In many cases, the individualized program treatment plans documented in program files were almost identical except for the name of the client. 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. In addition, program files rarely and inconsistently document whether juveniles were receiving treatment for identified needs.

2. Richmond DJJS should conduct a standardized needs assessment to address gaps in services.

New programs should be developed to meet identified needs of Richmond City juveniles that are not currently addressed by existing programs. Judges reported that the Continuum should conduct a needs assessment prior to new program development. A needs assessment could identify gaps in Continuum services to provide more effective individualized services and the potential utilization of these services. For example, respondents indicated the need for programs that target female offenders, sex offenders, and in-patient substance abuse treatment. Past research suggests that smaller programs with a specific target population are typically more effective compared to programs which try to serve all juveniles. The implementation of such programs could increase effectiveness enough to override associated development and implementation costs. At this time, many Continuum programs try to address a wide range of juveniles' needs including educational status, offense history, etc. The ability of programs to provide effective services without a defined target population is questionable; however, limited resources sometimes hinders the availability of specialized services. To the degree possible, programs should maximize the provision of intensive services to small populations with an identified problem.

Case Management and Review System

The 13th District CSU and Richmond DJJS should collaborate to develop a case review, supervision, and consultation system which includes CSU staff and Continuum program staff in jointly reviewing progress of individual cases.

Improving the outcomes for individual Continuum youth is a primary goal of the system. An examination of treatment plans, service provision, and outcomes may assist in creating successful interventions in the future. In some instances, the various contracted programs and the Court Service Unit may be able to improve juvenile outcomes through case review procedures to discuss and modify treatment plans. This process should occur in a positive and multi-disciplinary setting, so that the coordination and collaboration between the various Continuum professionals is enhanced.

Aftercare Improvement

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

This recommendation was made in the interim report and was partially addressed by the Boot Camp Aftercare program. The partnership with Outreach to increase supervision of Aftercare juveniles is one step toward meeting this goal. However, each case manager has a relatively high caseload, rendering it difficult to provide comprehensive, intensive supervision for these juveniles. Judges and probation officers indicated that it is difficult for juveniles to go from a highly structured supervised environment to a highly unstructured and unsupervised home environment. Judges and probation officers have suggested that a more gradual step-down procedure in a restrictive environment should be implemented. The Post-Dispositional Detention

program was mentioned as a prototype for the Aftercare program. Juveniles would reside in a residential setting while receiving services within the community. This type of setting would provide a more gradual transition back into the community by allowing the juveniles to receive services in the community while residing in a more structured setting. However, it is important to note that the residential placement of Boot Camp Aftercare offenders is not currently funded.

Barriers to Services

Barriers to mental health services should be addressed.

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. Juveniles 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 that these offenders receive is generally performed by unlicensed counselors.

XII. ACKNOWLEDGMENTS

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

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Cynthia White, Program Coordinator
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In addition, we would like to thank the Probation/Parole Officers of the Richmond City 13th District Court Service Unit; the program staff of Extended Day Treatment, Intensive Supervision Program, Family Preservation, Outreach, Post-Dispositional Detention, Spectrum/Family First, Stepping Stone Group Home, Oasis House, Virginia Juvenile Boot Camp, Virginia Juvenile Boot Camp Aftercare, Weekend Community Service, Independent Living Program, Law Related Education, Anger Management, Project Tutor; members of the Continuum Stakeholders; and staff of the DCJS Research Center. These individuals provided valuable information and time for the Continuum Pilot Project Evaluation.

APPENDIX A

Report Authority from 1996 Appropriations Act

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.	Confinement and Custody Research, Planning, and Coordination (35500).....			\$198,449	\$198,449
	Other Services (35599).....	\$198,449	\$198,449		
	Fund Sources: General.....	\$186,500	\$186,500		
	Federal Trust.....	\$11,949	\$11,949		
	Authority: §§ 66-3 and 66-10, Code of Virginia.				
475.20.	Crime Deterrence (30100).....			\$1,375,842	\$1,384,842
	Juvenile Delinquency Prevention (30102).....	\$1,375,842	\$1,384,842		
	Fund Sources: General.....	\$1,375,842	\$1,384,842		
	Authority: Title 66, Chapter 3, Code of Virginia.				
476.	Community-Based Custody (35000).....			\$10,757,007	\$13,037,132
	Community Residential Custody and Treatment Services (35002).....	\$8,233,757	\$10,513,882		
	Community Non-Residential Custody and Treatment (35004).....	\$2,523,250	\$2,523,250		
	Fund Sources: General.....	\$10,737,707	\$13,017,832		
	Federal Trust.....	\$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 §16.1-278.8, 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 Details(\$)		Appropriations(\$)	
First Year	Second Year	First Year	Second Year

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.

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.

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.

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.

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.

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 § 16.1-278.8, 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.

2. The State Board of Juvenile Justice shall prescribe standards for the development and operation of a juvenile boot camp program and services.

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

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
<p>private facilities in Virginia of juveniles committed to the custody of the Department pursuant to § 16.1-218.8(14), Code of Virginia. In contracting for these beds, the Department of Juvenile Justice shall give consideration to the marginal cost impact on the public or private facilities, so the department may obtain additional beds at the lowest per diem cost possible. The department shall present a report on the cost, including marginal cost, and utilization of these beds to the Governor and the Chairmen of the Senate Finance and House Appropriations Committees by July 15, 1996.</p> <p>E. This appropriation contains funds to be used to establish programs to give judges alternative sentencing options for juveniles, as follows:</p> <ol style="list-style-type: none"> 1. \$1,122,000 the first year and \$2,613,000 the second year for boot camps for juveniles; however, no contract to establish a juvenile boot camp shall be executed by the Department nor shall any funds be expended for the contract except as provided in this act; 2. \$50,000 the second year for a wilderness work camp program for serious juvenile offenders. The State Board of Juvenile Justice shall prescribe standards for the development and operation of a wilderness work camp; and 3. The Department of Juvenile Justice shall present a report on proposed juvenile boot camps and wilderness work camps, including an assessment of available performance evaluations of existing programs in other states, addressing the extent to which such programs are effective in reducing recidivism. This report shall be included in the report required pursuant to the fifth enactment of House Bill 251 and Senate Bill 44 of the 1996 Regular Session and shall be presented to the Chairmen of the Senate Finance and House Appropriations Committees, by October 1, 1996. 				
477.	Probation and Reentry Services (35100).....		\$37,718,009	\$38,514,759
	Juvenile Probation and Aftercare Services (35102).....	\$36,010,408	\$36,807,158	
	Probation and Parole Services Local Grants and Contracts (35105).....	\$1,707,601	\$1,707,601	
	Fund Sources: General.....	\$37,700,009	\$38,496,759	
	Special.....	\$18,000	\$18,000	
	Authority: §§ 16.1-233 through 16.1-238, 16.1-322.1 16.1-274 and 66-14, Code of Virginia.			
477.10.	Protective Services (45300).....		\$2,220,000	\$2,220,000
	Aftercare Services for Youth (45304).....	\$2,220,000	\$2,220,000	
	Fund Sources: General.....	\$2,220,000	\$2,220,000	
	Authority: § 16.1-294, Code of Virginia.			
478.	Financial Assistance for Confinement in Local Facilities (35600).....		\$46,727,081	\$54,147,528
	Financial Assistance for Juvenile Confinement in Local Facilities (35602).....	\$40,149,412	\$46,821,509	
	Financial Assistance for Construction of Local Facilities (35603).....	\$6,577,669	\$7,326,019	

APPENDIX B

Stakeholders in Richmond City's Continuum of Care Pilot Program

David Avery
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Judge Audrey Franks
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Jane Talley
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Judge Richard Taylor
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Richmond Detention Center

Cynthia White
Stepping Stone Group Home

Eugene White
Richmond Juvenile Justice Services

APPENDIX C

Tables of Characteristics of Continuum Youth and Families

**Table C1
Demographic Characteristics of Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Law Related Education N=29	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Independent Living N=2	Oasis House N=20	Family Preservation N=4	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
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GENDER

Male	92%	94%	87%	93%	76%	84%	96%	86%	50%	95%	95%	83%	88%
Female	8%	6%	13%	7%	24%	16%	4%	14%	50%	5%	5%	17%	12%
Missing	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

RACE

Caucasian	1%	2%	3%	1%	7%	3%	4%	28%	0%	6%	9%	6%	9%
African- American	98%	94%	95%	98%	93%	97%	96%	72%	100%	94%	89%	94%	88%
Other	1%	4%	2%	1%	0%	0%	0%	0%	0%	0%	2%	0%	3%
Missing	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

AGE*

10-11	0%	0%	0%	2%	6%	0%	0%	0%	0%	0%	4%	12%	0%
12-13	19%	8%	11%	11%	28%	29%	43%	0%	0%	14%	23%	17%	12%
14-15	42%	44%	38%	47%	45%	52%	53%	44%	0%	29%	48%	27%	40%
16-17	39%	48%	51%	40%	21%	19%	4%	56%	100%	57%	25%	44%	48%
Missing	11%	7%	5%	3%	0%	0%	8%	0%	0%	30%	0%	0%	3%

*Age at time of offense which placed juvenile in Continuum program

Table C2
Most Recent Educational Status of Continuum Juveniles at Time of Offense That Placed Juvenile in Continuum Program

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
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TYPE OF SCHOOL ATTENDING*

Regular*	57%	50%	47%	51%	60%	75%	66%	57%	51%	71%	53%
Special Ed Classes	24%	24%	36%	21%	23%	8%	14%	14%	35%	24%	28%
Alternative School	14%	24%	11%	22%	13%	13%	14%	14%	14%	12%	16%
Not Attending	15%	19%	6%	15%	4%	4%	14%	25%	21%	6%	19%
Missing	2%	4%	8%	1%	3%	8%	0%	30%	2%	11%	6%

CURRENT GRADE

5-6	15%	13%	11%	5%	7%	8%	0%	8%	10%	18%	13%
7-8	41%	39%	33%	40%	24%	48%	34%	30%	53%	35%	34%
9-10	42%	43%	56%	53%	62%	44%	66%	62%	34%	47%	47%
11-12	2%	5%	0%	2%	7%	0%	0%	0%	3%	0%	6%
Missing	7%	6%	8%	7%	6%	4%	14%	35%	7%	11%	5%

NUMBER OF GRADES REPEATED

0	16%	10%	12%	16%	40%	12%	16%	23%	21%	26%	44%
1	48%	39%	41%	42%	20%	59%	28%	33%	42%	58%	12%
2	22%	26%	29%	26%	25%	12%	28%	33%	26%	8%	19%
3	14%	19%	12%	12%	15%	12%	28%	11%	11%	8%	6%
4	0%	3%	6%	2%	0%	5%	0%	0%	0%	0%	19%
5 or more	0%	3%	0%	2%	0%	0%	0%	0%	0%	0%	0%
Missing	53%	43%	55%	21%	35%	34%	0%	55%	14%	33%	52%

READING ACHIEVEMENT GRADE EQUIVALENT

<4	40%	16%	33%	39%	46%	9%	0%	0%	45%	80%	44%
4-5	25%	40%	0%	29%	18%	55%	100%	25%	32%	20%	12%
6-7	18%	24%	23%	18%	0%	18%	0%	25%	17%	0%	19%
8-9	11%	16%	44%	12%	18%	18%	0%	0%	6%	0%	6%
10-11	4%	4%	0%	0%	18%	0%	0%	25%	0%	0%	19%
12	2%	0%	0%	2%	0%	0%	0%	25%	0%	0%	0%
Missing	71%	55%	30%	53%	64%	57%	85%	75%	61%	72%	66%

MATH ACHIEVEMENT GRADE EQUIVALENT

<4	12%	0%	0%	19%	24%	49%	NA	0%	34%	60%	27%
4-5	48%	75%	63%	51%	37%	32%	NA	50%	18%	40%	55%
6-7	23%	25%	37%	18%	13%	0%	NA	25%	39%	0%	18%
8-9	14%	0%	0%	10%	13%	19%	NA	0%	9%	0%	0%
10-11	0%	0%	0%	2%	0%	0%	NA	25%	0%	0%	0%
12	3%	0%	0%	0%	13%	0%	NA	0%	0%	0%	0%
Missing	73%	67%	79%	63%	73%	77%	100%	75%	65%	72%	66%

*Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

**Table C3
School Behavior Problems and Vocational Status of Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34	
PREVIOUS SUSPENSIONS												
Yes	85%	82%	77%	79%	89%	83%	83%	75%	87%	69%	86%	
No	15%	18%	23%	21%	11%	17%	17%	25%	13%	31%	14%	
Missing Data	16%	28%	23%	11%	13%	4%	0%	37%	6%	24%	9%	
SCHOOL BEHAVIOR PROBLEMS												
Yes	93%	92%	89%	90%	100%	88%	100%	77%	91%	86%	93%	
No	7%	8%	11%	10%	0%	12%	0%	13%	9%	14%	7%	
Missing Data	8%	9%	8%	2%	6%	8%	0%	25%	0%	16%	3%	
Types of Behavior Problems at School *												
Truancy	70%	74%	55%	66%	59%	63%	71%	73%	71%	67%	82%	
Disruptive	46%	51%	42%	47%	41%	34%	60%	40%	52%	20%	36%	
Disrespectful	31%	22%	29%	37%	41%	17%	71%	20%	48%	13%	49%	
Peer Conflict	34%	37%	32%	36%	37%	54%	71%	27%	52%	27%	39%	
Not following school rules	7%	4%	26%	10%	14%	12%	40%	12%	12%	13%	9%	
Missing Data	11%	13%	21%	16%	11%	8%	0%	25%	14%	16%	3%	
JUVENILE EMPLOYMENT												
Employed at least once	19%	24%	29%	27%	26%	28%	50%	46%	29%	33%	29%	
Never employed	81%	76%	71%	73%	73%	72%	50%	54%	71%	67%	71%	
Missing Data	14%	7%	8%	11%	3%	4%	16%	35%	7%	16%	9%	

*Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

**Table C4
Substance Use and Distribution by Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
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SUBSTANCE ABUSE BY JUVENILES*

Yes	64%	83%	71%	67%	61%	61%	14%	77%	71%	63%	79%
No	36%	17%	29%	33%	39%	39%	86%	23%	29%	37%	21%
Missing	11%	0%	21%	30%	10%	12%	28%	35%	7%	11%	14%

Type of Substance Used by Juveniles**

Marijuana	78%	81%	85%	80%	79%	88%	0%	50%	75%	73%	75%
Cocaine	32%	36%	39%	34%	26%	19%	50%	50%	32%	18%	38%
Crack	5%	2%	8%	4%	0%	0%	0%	0%	4%	18%	0%
Heroin	3%	4%	0%	3%	0%	0%	0%	8%	0%	0%	64%
Alcohol	48%	56%	54%	58%	58%	44%	50%	50%	50%	46%	54%
Missing	42%	17%	32%	3%	11%	6%	0%	8%	0%	32%	29%

HISTORY OF DRUG DISTRIBUTION BY JUVENILES

Yes	31%	39%	29%	33%	31%	23%	14%	35%	22%	11%	34%
No	69%	61%	71%	67%	69%	77%	86%	65%	78%	89%	66%
Missing	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

Type of Drug Distributed by Juveniles**

Marijuana	14%	26%	23%	15%	0%	17%	0%	14%	10%	50%	8%
Cocaine	76%	83%	77%	76%	71%	83%	100%	86%	90%	0%	62%
Crack	12%	13%	8%	15%	29%	17%	0%	0%	0%	50%	17%
Heroin	10%	17%	0%	9%	0%	0%	0%	14%	0%	0%	17%
Missing	8%	4%	8%	7%	77%	0%	0%	0%	0%	0%	17%

RESULTS OF DRUG SCREENING

Positive	75%	73%	89%	69%	67%	67%	NA	50%	56%	100%	50%
Negative	25%	27%	11%	31%	33%	33%	NA	50%	44%	0%	50%
Missing	14%	23%	18%	64%	62%	75%	100%	60%	70%	72%	47%

* Substance abuse is based on assessments from the VHC for ISP/EDT; self-reports documented in program files for the Boot Camp and Post-Dispositional Detention; and from Court Service Unit files for all other programs.

** Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

**Table C5
Diagnosed Psychological Disorders Among Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
JUVENILE ASSESSED FOR PSYCHOLOGICAL DISORDER											
Yes	88%	91%	97%	74%	83%	75%	75%	71%	74%	67%	88%
No	12%	9%	3%	26%	17%	25%	25%	29%	26%	33%	12%
Missing	35%	18%	24%	18%	22%	23%	42%	26%	20%	22%	3%
If Assessed, Psychological Disorder Diagnosed											
Yes	66%	43%	66%	56%	80%	41%	75%	93%	77%	76%	68%
No	34%	57%	34%	44%	20%	59%	25%	7%	23%	24%	32%
Missing	46%	21%	22%	29%	34%	35%	33%	45%	21%	33%	6%
Type of Psychological Disorder Diagnosed*											
Emotionally Disturbed	29%	24%	16%	18%	15%	12%	0%	0%	19%	17%	16%
Depression	55%	35%	53%	32%	40%	30%	67%	89%	26%	42%	45%
ADHD	31%	41%	32%	21%	35%	12%	33%	0%	29%	16%	10%
ADD	5%	12%	11%	3%	15%	12%	0%	0%	10%	0%	3%
Conduct Disorder	11%	12%	21%	6%	0%	12%	0%	0%	3%	0%	19%
Identity Disorder	2%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%
Passive/Aggressive	0%	0%	5%	0%	0%	0%	0%	0%	0%	0%	0%
Homicidal Ideation	5%	0%	5%	0%	0%	0%	0%	0%	0%	0%	0%
Suicidal Ideation	16%	12%	21%	10%	10%	0%	0%	0%	0%	25%	19%
Hallucinations/ Delusions	3%	0%	0%	1%	0%	0%	0%	0%	3%	0%	0%
Other	18%	18%	26%	15%	10%	24%	33%	42%	19%	33%	23%
Missing	57%	39%	31%	0%	0%	0%	0%	0%	0%	0%	0%
COURT ORDER FOR PSYCHOLOGICAL TREATMENT											
Yes	74%	63%	87%	54%	89%	64%	83%	58%	80%	54%	81%
No	26%	37%	13%	46%	11%	36%	17%	42%	20%	46%	19%
Missing	43%	63%	59%	31%	16%	15%	0%	40%	11%	28%	23%

*Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

**Table C6
Family Environment of Continuum Juveniles**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Law Related Education N=29	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
HISTORY OF NEGLECT/ABUSE COURT CASE												
Yes	19%	26%	18%	18%	NA	25%	11%	0%	62%	23%	31%	30%
No	81%	74%	82%	82%	NA	75%	89%	100%	38%	77%	69%	70%
Missing	54%	41%	54%	18%	100%	23%	31%	0%	35%	11%	11%	32%
HISTORY OF COURT CUSTODY CASE												
Yes	43%	43%	47%	48%	NA	50%	44%	14%	80%	54%	50%	54%
No	57%	57%	53%	52%	NA	50%	56%	86%	20%	46%	50%	46%
Missing	54%	41%	54%	18%	100%	23%	8%	0%	25%	11%	11%	24%
LIVING SITUATION												
Both Parents	9%	4%	5%	6%	14%	7%	8%	29%	6%	9%	11%	12%
Mother Only	60%	60%	58%	59%	86%	61%	50%	57%	61%	43%	56%	56%
Father Only	0%	0%	0%	2%	0%	3%	0%	0%	0%	0%	0%	3%
One Natural Parent & One Step-Parent	16%	17%	24%	11%	0%	17%	27%	0%	0%	25%	17%	15%
Other Relative	11%	14%	11%	17%	0%	11%	12%	0%	28%	18%	17%	6%
Alternative Placement	4%	5%	2%	5%	0%	3%	4%	14%	6%	5%	0%	9%
Missing	<1%	2%	0%	0%	0%	0%	0%	0%	10%	0%	0%	0%
DECEASED PARENT												
Yes	19%	24%	17%	24%	7%	89%	22%	28%	10%	9%	12%	23%
No	81%	76%	83%	76%	93%	11%	78%	72%	90%	91%	88%	77%
Missing	<1%	2%	0%	33%	0%	16%	46%	0%	50%	32%	28%	23%

Table C7
Educational And Vocational Status of Continuum Juveniles' Parents

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
EDUCATIONAL STATUS OF MOTHER											
Less than high school	57%	52%	73%	55%	68%	60%	57%	56%	56%	56%	67%
High school/GED	30%	30%	15%	30%	14%	20%	14%	25%	30%	31%	20%
Some college or degree	13%	18%	12%	15%	18%	20%	29%	19%	14%	13%	13%
Missing	16%	11%	13%	17%	10%	8%	0%	20%	18%	11%	12%
VOCATIONAL STATUS OF MOTHER*											
Full-time employment	44%	51%	43%	45%	48%	50%	25%	39%	36%	44%	42%
Part-time employment	6%	12%	11%	13%	7%	15%	0%	18%	18%	6%	9%
Receives disability aid	6%	6%	8%	7%	7%	8%	25%	12%	6%	17%	3%
Receives financial assistance	45%	39%	46%	30%	34%	35%	50%	28%	34%	28%	42%
Unemployed or incarcerated	4%	0%	0%	7%	7%	4%	0%	6%	6%	17%	9%
Missing	15%	9%	5%	13%	6%	0%	0%	10%	12%	0%	3%
EDUCATIONAL STATUS OF FATHER											
Less than high school	47%	44%	61%	46%	53%	36%	50%	25%	39%	42%	53%
High school/GED	42%	41%	39%	44%	41%	29%	25%	63%	52%	58%	37%
Some college or degree	11%	15%	0%	10%	6%	36%	25%	12%	9%	0%	11%
Missing	51%	52%	54%	55%	46%	39%	42%	60%	48%	33%	44%
VOCATIONAL STATUS OF FATHER*											
Full-time employment	51%	44%	55%	43%	54%	70%	60%	67%	58%	67%	53%
Part-time employment	6%	4%	5%	4%	0%	0%	0%	0%	12%	0%	0%
Receives disability aid	10%	13%	15%	8%	0%	0%	0%	0%	0%	8%	13%
Receives financial assistance	11%	17%	15%	6%	0%	8%	0%	0%	4%	17%	7%
Unemployed or incarcerated	22%	22%	10%	38%	46%	25%	40%	33%	27%	16%	27%
Missing	51%	59%	49%	46%	38%	53%	28%	55%	42%	33%	55%

*Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

**Table C8
Substance Abuse and Court Records of Continuum Juveniles' Families**

	ISP/EDT N=175	Boot Camp N=56	Post- Dispositional Detention N=39	Outreach N=134	Anger Management N=31	Project Tutor N=26	Weekend Community Service N=7	Oasis House N=20	Family Preservation N=44	Spectrum/ Family First N=18	Stepping Stone Group Home N=34
SUBSTANCE ABUSE BY MOTHER											
Yes	26%	45%	16%	32%	28%	8%	14%	50%	39%	43%	47%
No	74%	55%	84%	68%	72%	92%	86%	50%	61%	57%	53%
Missing	18%	9%	19%	10%	7%	8%	0%	20%	11%	22%	6%
Type of Substance Used by Mother*											
Marijuana	9%	21%	0%	23%	0%	0%	0%	0%	0%	0%	8%
Cocaine	34%	21%	0%	33%	60%	33%	100%	25%	16%	0%	17%
Crack	22%	29%	25%	28%	40%	67%	0%	0%	26%	25%	17%
Heroin	25%	14%	0%	34%	20%	0%	0%	25%	16%	0%	17%
Alcohol	38%	71%	75%	61%	40%	0%	0%	75%	44%	75%	75%
Missing	37%	21%	75%	19%	15%	0%	0%	20%	35%	33%	17%
SUBSTANCE ABUSE BY FATHER											
Yes	63%	69%	63%	59%	43%	46%	20%	42%	50%	70%	55%
No	37%	31%	37%	41%	57%	54%	80%	58%	50%	30%	45%
Missing	50%	36%	36%	41%	55%	40%	18%	65%	36%	45%	35%
Type of Substance Used by Father*											
Marijuana	10%	21%	50%	27%	50%	25%	25%	100%	20%	0%	27%
Cocaine	33%	21%	0%	36%	50%	0%	0%	0%	10%	0%	36%
Crack	20%	29%	0%	4%	50%	0%	0%	0%	10%	0%	9%
Heroin	23%	14%	0%	27%	50%	0%	0%	0%	10%	20%	9%
Alcohol	40%	71%	50%	100%	100%	75%	75%	0%	70%	80%	72%
Missing	23%	21%	50%	16%	58%	33%	89%	33%	20%	33%	18%
COURT RECORD OF MOTHER											
Yes	25%	33%	24%	34%	40%	12%	42%	50%	28%	29%	42%
No	75%	67%	76%	66%	60%	88%	58%	50%	72%	71%	58%
Missing	14%	18%	13%	15%	3%	0%	0%	20%	18%	22%	9%
COURT RECORD OF FATHER											
Yes	31%	70%	57%	59%	65%	60%	61%	44%	50%	57%	67%
No	69%	30%	43%	41%	35%	40%	39%	56%	50%	43%	33%
Missing	46%	52%	41%	49%	45%	42%	58%	55%	36%	61%	47%
COURT RECORD OF SIBLING											
Yes	39%	43%	56%	45%	33%	60%	11%	21%	44%	64%	48%
No	61%	57%	44%	55%	67%	40%	86%	79%	56%	36%	52%
Missing	24%	18%	18%	10%	13%	11%	0%	22%	18%	11%	15%

*Categories are not mutually exclusive, thus the sum of percentages may exceed 100.

