

**DISTRICT OF COLUMBIA  
EXECUTIVE OFFICE OF THE MAYOR JUSTICE  
GRANTS ADMINISTRATION**



**OJJDP FY 2015 Title II Formula Grants Program  
2015-2018 Comprehensive Juvenile Justice 3-Year State Plan**

**1. Application for Federal Assistance ( SF-424)**

See OJP GMS attachment

The District of Columbia's allocation for OJJDP FY 2015 Title II Formula Grants Program is \$400,000 with 10% administrative costs.

Personnel (P&A)	\$ 40,000	
SAG Allocation	\$ 20,000	
Contracts	\$75,000	(Compliance Monitor)
	\$265,000	(Sub-awards)
<b>Total Federal Funds</b>	<b>\$400,000.00</b>	
<b>Less PREA reduction</b>	<b>-\$19,000</b>	
Match	\$ 40,000.00	(in-kind or cash relevant to P&A Federal funds)
<b>Total Project Cost</b>	<b>\$421,000.00</b>	

### 3. Program Narrative

#### 1. System Description: Structure and Function of the Juvenile Justice System.

Through partnerships with the Metropolitan Police Department (MPD), Office of Attorney General (OAG), Public Defender Service (PDS), the Department of Youth Rehabilitation Services (DYRS), DC Superior Court (DCSC), Family Court and Social Services (CSS), the Department of Human Services (DHS), and the District of Columbia Public Schools (DCPS) the Justice Grants Administration will continue to support the efforts in the area of juvenile justice in the District of Columbia. For the first time in 2015, the Attorney General became an elected position in the District of Columbia. OAG, therefore, is an independent Executive Branch agency. DCSC and PDS are independent federal agencies.

MPD is committed to providing effective service that safeguards the citizens of the District of Columbia. MPD serves as an agency that is responsible for processing juvenile arrests and maintaining public order<sup>1</sup> DCSC has jurisdiction to adjudicate youth charged with delinquency and status offenses. OAG prosecutes juveniles for violations of the criminal law and for status offenses. PDS and private attorneys represent juvenile respondents who are financially incapable of retaining counsel. CSS is responsible for initial juvenile intake through probation and supervision of youth. DYRS is responsible for operating pretrial detention facilities, posttrial secure facilities, and aftercare services for youth who have been to the Executive Branch<sup>2</sup>. DHS serves as the entry point of juvenile diversion programs. DCPS serves as the local educational

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<sup>1</sup> There are many law enforcement agencies with arrest powers in the District, including METRO Police, US Park Police, Capitol Police, and Secret Service, who arrest juveniles.

<sup>2</sup> DYRS Annual Performance Report (March 2012) & CJCC Juvenile Justice System flow charts

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agency in the District of Columbia with responsibility for serving all District of Columbia children of compulsory school age who enroll in DCPS. DCPS is the LEA for all youth committed to DYRS who are placed in Residential Treatment Centers, Psychiatric Residential Treatment Facilities, and out of state (OOS) group homes.

The JGA and other district government agencies work tirelessly with a number of community based organizations that exist across the District to provide services for youth at risk of entering, and those diverted from, the formal juvenile justice system. The cooperation and partnership among these agencies is vital and further strengthened at the structured meetings conducted by the Criminal Justice Coordinating Council (CJCC), and independent agency, and the Juvenile Justice Advisory Group (JJAG), the State Advisory Group (SAG).

The Juvenile Justice system in the District of Columbia is a five stage process: Arrest and Processing, Pre-Adjudication, Adjudication and Disposition, Placement, and Reentry . After an arrest, youth can be processed by the MPD at the Youth Services Center. MPD may dismiss or divert the youth. Afterwiche, CSS screens the case to determine whether the youth should be held or released. If the case moves, a determination is made on where the youth will be placed. A hearing will take place to determine the youth's disposition. Once a youth is committed to DYRS, the youth's placement and rehabilitation plan are determined. The final stage is reentry.

## 2. (A) Analysis of youth crime problems.

The Department of Youth Rehabilitation Services mission is to improve public safety and give court-involved youth the opportunity to become more productive citizens by building on the strengths of youth and their families in the least restrictive, most homelike environment consistent with public safety.

DYRS provides a Daily Population Report<sup>3</sup> for DYRS Annual Report on supervised youth. Based on current data, the gender breakdowns of New Commitments are:

<b>Fiscal Year</b>	<b>Male</b>	<b>Female</b>
FY2004	87%	13%
FY2005	88%	12%
FY2006	91%	9%
FY2007	87%	13%
FY2008	92%	8%
FY2009	90%	10%
FY2010	91%	9%
FY2011	86%	14%
FY2012	88%	12%
FY2013	87%	13%
FY2014	85%	15%

The percentage of newly committed youth by race:

<b>Fiscal Year</b>	<b>African-American</b>	<b>Latino</b>	<b>Other</b>
FY2004	93%	7%	0%
FY2005	97%	3%	0%

<sup>3</sup> DYRS online [www.dyrs.dc.gov/page/youth-snapshot](http://www.dyrs.dc.gov/page/youth-snapshot)

<b>Fiscal Year</b>	<b>African-American</b>	<b>Latino</b>	<b>Other</b>
FY2006	96%	4%	0%
FY2007	98%	2%	0%
FY2008	99%	1%	0%
FY2009	96%	4%	0.3%
FY2010	98%	2%	0.3%
FY2011	96%	4%	0%
FY2012	95%	4%	1%
FY2013	96%	3%	1%
FY2014	99%	1%	0%

The percentage of newly committed youth by age:

<b>Fiscal Year</b>	<b>14 and Under</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18 and Older</b>
FY2004	15%	17%	22%	32%	15%
FY2005	19%	21%	21%	17%	22%
FY2006	15%	21%	27%	27%	11%
FY2007	11%	20%	27%	27%	15%
FY2008	16%	20%	30%	26%	9%
FY2009	15%	21%	25%	26%	14%
FY2010	14%	20%	31%	25%	11%
FY2011	18%	20%	25%	24%	14%
FY2012	14%	24%	22%	28%	13%
FY2013	9%	19%	29%	29%	14%
FY2014	13%	21%	24%	24%	18%

The percentage of newly committee youth by offense type:

<b>Fiscal Year</b>	<b>Felonies</b>	<b>Misdemeanors</b>
FY2004	65%	35%
FY2005	62%	38%
FY2006	64%	36%

**Fiscal Year Felonies Misdemeanors**

FY2007	68%	32%
FY2008	70%	30%
FY2009	57%	43%
FY2010	49%	51%
FY2011	47%	53%
FY2012	44%	56%
FY2013	43%	57%
FY2014	40%	60%

The percentage of newly committed youth by offense type (violent, property, drug, or other):

<b>Offense Type</b>	<b>% of FY2014 Commitments</b>
Violent Offenses (includes threats and weapons offenses)	67%
Property Offenses (includes Unauthorized Use of Vehicle)	22%
Drug Offenses	3%
Other Offenses (includes Persons in Need of Supervision)	8%

**b. State priority juvenile justice needs/problem statements.**

In an effort to support the Office of Juvenile Justice and Delinquency Prevention, the Justice Grants Administration will focus on Juvenile Delinquency, Compliance Monitoring and Disproportionate Minority Contact and Diversion program areas for the FY 2015 application. The primary focus for the 2015-2018 Comprehensive 3-Year Plan will be on Diversion. The Justice Grants Administration is the State Administering Agency (SAA) that secures and manages federal grant funds related to juvenile and criminal justice for the District of Columbia. JGA is responsible for directing and administering these and other funding streams to the community to improve programs, policies and coordination for the District's juvenile and criminal justice system.

The structure of the SAG is rooted in community based organizations and district government. The SAG is commonly known in DC as the Juvenile Justice Advisory Group (JJAG). The Juvenile Justice Advisory Group serves as an advisory board to the Mayor, Muriel Bowser. The JJAG advises the Mayor on funding for juvenile justice priorities with OJJDP funds, and is responsible for developing the comprehensive 3-year plan. The JJAG represents members who are community members and District agency employees. The JJAG has achieved milestones through attending various trainings and conferences. The JJAG has increased its capacity by increasing the number of youth members through collaborating with the youth divisions of MPD, CSS, and DYRS. From December to April 2015, JGA in partnership with the JJAG conducted a strategic planning process to identify funding priorities for the District's Title II application. The JJAG reviewed juvenile crime trends, discussed needs and service gaps in the

juvenile justice system with membership to include community based, governmental and youth representatives. The JJAG, during a formal meeting, invited youth members to discuss challenges for in-school and out-of-school youth. Youth specifically proposed more employment opportunities and more affordable housing units. Stakeholders collectively highlighted the complex challenges as it relates to service gaps in the juvenile justice system.

Based on availability of 2015 DC's OJJDP allocation, the JJAG decided to impact program areas 6 and 22 by sub-awarding grants to address delinquency prevention and diversion under the Title II 3-year plan 2015-2018 process. The Title II focus areas are intended to supplement other consolidated funding issued through JGA such as the Coverdell, Project Safe Neighborhood and Bryne Funds (JAG). Accordingly in April 2015, JGA released a consolidated Notice of Funding Availability (NOFA) for qualified governmental and non-governmental entities to submit applications specifically to address Title II purpose areas identified by the JJAG. JJAG will continuously be involved in monitoring activities and tracking outcomes of Title II funded programs based on OJJDP's core performance measures matrix (DCTAT). The Juvenile Justice Specialist housed at JGA will provide monthly/quarterly report on progress of service providers.

The JJAG proposed to continue to address issues in 2015

1. The lack of diversion options in the District of Columbia. DC will seek opportunities to collaborate with other agencies to expand on the opportunities to divert youth in the District.
2. Continue developing services that incorporate best practices in the design, development and implementation of delinquency prevention programs. The overall goal is to fund programs designed to address risk/protective factors not only for the youth but also their



families and communities. The types of services include responses to mental health and treatment services, academic achievement programs, behavior modification, and family involvement programs.

In July 2014, six JJAG members attended the Diversion Certificate Program from Georgetown University. The Juvenile Diversion Certificate Program<sup>4</sup>, modeled after the Center for Juvenile Justice Reform (CJJR) at Georgetown University brings together individuals and teams of prosecutors, law enforcement officers, probation staff and other local leaders. By participating in this intensive and interactive program, attendees will be equipped to implement or improve juvenile diversion programming in their jurisdiction, and thereby avoid wasteful spending. Upon completion, participants will develop a capstone project.

Over the next three years, JJAG will be well informed on availability of current resources, gaps in services, and policies required to assist the District with diversion issues. JJAG funding will support to expand the city-wide efforts as well as support community based organizations to meet the needs of increasing diversion options for youth.

## **B. Coordination of State Efforts**

Based on the recommendation from OJJDP, the Justice Grants Administration has reviewed the recommendations from the Correctional Education Guidance Package and has incorporated them into the 3-year plan. In addition to the recommendations, a Memorandum of Agreement (MOA) has been implemented by the DC's Office of the State Superintendent of Education (OSSE), DYRS, and DCPS.

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<sup>4</sup> Center for Juvenile Justice Reform, [www.cjrr.georgetown.edu/certprogs/diversion/diversion.html](http://www.cjrr.georgetown.edu/certprogs/diversion/diversion.html)

Through collaboration and coordinated activities by OSSE, DYRS, and DCPS, the purpose of the MOA is to improve educational outcomes for youth committed to DYRS by minimizing disruption in general and special educational services during times of transition between DYRS placements by facilitating the prompt transfer of records, requiring continued coordination and involvement by representative of DYRS and DCPS, monitoring the delivery of educational services, meeting the special education needs and providing other required accommodations to children with qualifying disabilities, and facilitating the transition of committed youth between school settings to improve outcomes and promote further schooling or employment. Additionally, the purpose is to ensure compliance with local law applicable to children of compulsory school age including without limitation the requirements in regard to enrollment in secondary school and truancy. The MOA applies to youth who are committed to DYRS and are detained and housed at the New Beginnings Youth Development Center, or placed by DYRS in residential treatment facilities (RTCs), psychiatric residential treatment facilities (PRTFs), or out-of-state (OOS) group homes<sup>5</sup>.

In addition, JGA is responsible for directing and administering federal and local funding to the community in a way that facilitates improved program, policies, and coordination for the District's juvenile and criminal justice systems. The JGA released the RFA in April 2015 that furthers the District's public safety and justice efforts by collaborating with community-based services and District agencies to improve desired outcomes for the District's criminal and juvenile justice systems.

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<sup>5</sup> DCPS, OSSE, DYRS Memorandum of Agreement 2012

### C. Goals and Objectives

With the recent release of the RFA, the Justice Grants Administration on behalf of the JJAG will focus on Delinquency Prevention and Diversion in the 2015-2018 Three Year Plan. The goals, objectives and performance measures are listed below:

1. **Delinquency Prevention:** Strategies must include services for youth prior to entering the juvenile justice system. Applicant must be able to respond efficiently to reflect a youth-centered, research informed approach. Treatment of trauma, mental health, and substance abuse should be integrated into interventions and response programs as needed to further address risk and protective factors among youth and their families. Program components must include case management to encourage positive-socialization and skills development process for the youth, along with evidence of family support and/or adult involvement.

Program Area: #6-Comprehensive juvenile justice and delinquency prevention programs that meet needs of youth through collaboration of the many local systems before which a youth may appear, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies and private nonprofit agencies offering youth services. 9 (C)

Program Goals: To develop and strengthen preventive services designed to reduce the number of youth entering the juvenile justice system.

Program Objectives: To support with funding, capacity building, best practice research, training and technical assistance, organizations that can fill service gaps in the District's current spectrum of services for youth at-risk of becoming involved with juvenile justice systems.

Activities: Sub-award to community based organizations.

- Partner with organizations and potentially other District and federal agencies to create a

funding/capacity building collaborative.

- Identify existing gaps in preventive services for at-risk youth--such as mental health services, substance abuse services, mentoring, and restorative justice programs, and identify specific service focus areas for the collaborative efforts.
- Create summer youth programs to increase availability of services to address risk/protective factors and resiliency.
- Incorporate sustainability planning/implementation as well as data capacity development into the initiative so that organizations that “graduate” from the initiative are no longer reliant on JGA funding and have the tools and systems needed to report on their participants’ outcomes.

#### Output Performance Measures:

- Number of program youth served
- Development of a funding/capacity building collaborative with clear responsibilities and deliverables for each partner organization
- Number of funding proposals received

#### Outcome Performance Measures

- Substance use: The number and percent of program youth who have exhibited a decrease in substance use during the reporting period, and 6-12 months after.
- School attendance: The number of program youth who have exhibited an increase in school attendance during the reporting period, and 6-12 months after.
- Anti-social behavior: The number and percent of youth who have exhibited a decrease in antisocial behavior during the reporting period, and 6-12 months after.
- Family relationships: Number and percent of program youth who exhibited an improvement in family relationships during the reporting period, and 6-12 months after.
- Pregnancies: The number and percent of program youth who have exhibited no pregnancies during the reporting period, and 6-12 months after.
- Number and percentage of youth completing program requirements
- Additional JGA/optional measures
- Number and percentage of organizations that participate in the funding/capacity building collaborate that successfully “graduate”
- Number and percentage of organizations that obtain sustainable funding and are able to report on their program outcomes after “graduation”
- Number and percentage of youth that do not become involved with the juvenile justice systems during the reporting period and 6-12 months after.

2. **Diversion:** Strategies must include services to address diversion needs of individuals involved in the juvenile justice system. Target population must be youth who are at-risk for truancy and juvenile delinquency.

Program Area: #22-Programs to divert youth from entering the juvenile justice system including restorative justice programs such as youth or teen courts, victim-offender mediation and restorative circles.

Program Goals: Increase the current diversion capacity.

Program Objective: To monitor the percentage of youth referred to receive diversion services.

Activities: Sub-award to community based organizations.

- Partner with organizations and potentially other District and federal agencies to create a funding/capacity building collaborative.
- To expand 8 times the City's current truancy diversion capacity and give CSS and OAG access to a viable alternative to prosecution in delinquency cases
- Offer a platform for addressing the underlying needs of status offenders and low-level delinquency offenders through supportive, rather than punitive services. About 65-70% of youths in the juvenile justice system experience mental health or co-occurring disorders
- Provide the opportunity for youth and their families to receive clinically appropriate services and supports. Some status offenders or low-level delinquency offenders face avoidable prosecutions.

Output Performance Measures:

- Number of program youth served
- Development of a funding/capacity building collaborative with clear responsibilities and deliverables for each partner organization
- Number of funding proposals received

Outcome Performance Measures:

- Number of youth actively reengaged in school
- Positive impact on school attendance and school reports
- Number of youth arrested or referred for status offenses
- Youth and family self-reports regarding status offenses and delinquent acts
- Number of family members/caregivers receiving behavioral health services
- Family reports regarding siblings behaviors
- Number of youth eligible to receive diversion services
- Number of participants successfully completing the program
- Number of participants referred back to CSS and OAG

### 3. State Advisory Group:

Program Area: **#32 State Advisory Group Allocation** – *Activities related* to carrying out the state advisory group's responsibilities under Section 223(a) (3) of the JJDP Act.

The State Advisory Group (Juvenile Justice Advisory Group) must have financial and administrative support in order to carry out its duties and responsibilities, as specified by the Mayor and the JJDP Act. These duties include providing advice to the Mayor, the Justice Grants Administration and other policymakers regarding challenges and needed improvements to the juvenile justice system and service provision for at-risk youth.

Program Goals: To support the operations of the Juvenile Justice Advisory Group (JJAG) around developing and implementing a strategic plan for improving the District's juvenile justice system.

Program Objective 1: To use the resources allotted to the JJAG to further the District's juvenile justice reform goals through strategic planning and reporting; peer learning opportunities; training and community forums; advocacy; and serving as a forum for community and government collaboration.

#### Activities:

- Hold regularly scheduled meetings of the JJAG and its associated committees for planning, education, advocacy, coordinating, and funding purposes based on by-laws.
- Support travel and training costs of members to attend meetings, conferences, and support peer learning opportunities.
- Support technical assistance around the District's three year plan, annual report, compliance monitoring, and other special initiatives.

#### Output Performance Measures:

- Number of JJAG committee meetings held
- Number of JJAG subcommittee meetings held
- Annual Report submitted to the Mayor
- Number of grants funded with formula funds
- Number and percent of programs using evidence based models
- Additional JGA/optional measures:
- Three-year plan and annual updated submitted
- Percent of JJAG allocation used
- Attendance at JJAG committee and subcommittee meetings

#### Outcome Performance Measures:

- Number and percentage of three-year plan problem statements and program activities implemented (through funding and other support initiatives)
- Additional JGA/optional measures

- Number of community forums, trainings, and peer learning opportunities facilitated
  - Increased communication and coordination amongst JJAG membership agencies, and amongst juvenile justice stakeholders in general
1. Program Area Code and Title: **#28 Planning and Administration** - Activities related to state plan development, other rewarded activities, and administration of the Formula Grant Program, including evaluation, monitoring, and one full-time staff position pursuant to Section 222 (c) of the JJDP Act and the OJJDP Formula Grant Regulation.

The Planning and Administration (P&A) of the Formula Grant Program of Title II of the OJJDP Act in the District of Columbia is accomplished by the District's Justice Grants Administration (JGA), under the Executive Office of the Mayor. JGA is tasked with hiring a Juvenile Justice Specialist and staffing the Juvenile Justice Advisory Group (JJAG), the SAG in DC. JGA requires planning and administration resources to carry out multiple functions related to this grant as described in the activities below.

Program Goals: To improve the juvenile justice system through coordination, strategic resource allocation, technical assistance, and collaborative planning.

Program Objective 1: Provide administrative and programmatic leadership for using the formula grant funds to impact key challenges facing the District's juvenile justice system.

Activities: Fund the Juvenile Justice Specialist position at JGA.

- Distribute formula grant funds to support juvenile justice capacity building, system reforms, and service programming in the District.
- Serve as a responsible administrative fiduciary for Title II funding.
- Monitor the programmatic and financial activity of local sub-grant recipients to ensure fidelity to federal requirements and that funds are being used in the most effective way possible to achieve performance outcomes.
- Provide feedback, technical assistance, and support to grantees to ensure they are meeting their goals and performance measures, and report on these measures to OJJDP and local stakeholders.
- Research and identify evidence based and other best practices to better inform local solicitations and juvenile justice improvements.
- Monitor progress of four core requirements of the OJJDP Act and provide recommendations to the SAG.
- Request technical assistance from OJJDP by submitting training requests on behalf of grantees and increasing accessibility to subject matter experts.

Program Objective 2: Sustain and provide leadership for a state advisory group (Juvenile Justice Advisory Group) that represents all stakeholder groups in the District's juvenile justice system and for delinquency prevention efforts.

Activities:

- JGA staff will work closely with the JJAG to ensure that the JJAG is a strong, active

voice for juvenile justice issues, coordination, funding, and to highlight challenges and recommendations for reform.

Output Performance Measures:

- Amount of formula grant funds awarded for planning and administration
- Number of FTEs funded with formula grant dollars
- Number of sub-grants awarded
- Number and percent of programs using evidence-based models
- Additional JGA/optional measures:
- Number of RFAs developed that support programming identified in the three year plan, and number of proposals received
- Number and percentage of grants that receive desk and site visit monitoring

Output Performance Measures:

- Average time from receipt of sub-grant application to date of award
- Additional JGA/optional measures:
- Number and percentage of programs funded that support the output and outcome measures identified in the three-year plan
- Number and percentage of funded programs with concrete, measurable goals identified, and that meet these goals, as assessed through JGA program monitoring and external evaluations.
- Percentage of grantee request for funds audited and processed within 15 days.

2. Program Area Code and Title : **#6 Compliance Monitoring** – Programs, research, staff support, or other activities primarily to enhance or maintain a state’s ability to adequately monitor jails, detention facilities, and other facilities to assure compliance with Sections 223(a)(11), (12), (13), and (22) of the OJJDP Act.

**#21 Disproportionate Minority Contact (DMC)** – Programs, research, or other initiatives primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a) (22) of the JJDP Act.

Program Goals: Maintain compliance with the District’s four core requirements of the OJJDP Act.

Program Objectives: Develop and implement a monitoring plan that includes all facilities within the District that detain juveniles; ensure that all of these facilities are in compliance; and provide training, technical assistance, and accountability measures as needed to address outstanding issues and concerns. The Compliance Monitor also will staff the Disproportionate Representation of Minorities (DRM) workgroup to comply with DMC requirements.

Activities: Fund one staff position at CJCC.

- Continue to identify and classify all facilities within the monitoring universe that may hold juveniles pursuant to public authority.
- Develop a list for inspection of facilities that are securely and non-securely holding juveniles.
- Conduct on-site inspections of facilities and collect/verify data on juveniles held securely throughout the year.



- Prepare and submit the OJJDP Compliance Monitoring report documenting the number and type of compliance violations.
- Conduct workshops, host forums, and provide education and technical assistance as needed for agencies involved in monitoring or implementation of the JJDP Act.
- Assist in the identification and development of data collection protocols for the District agencies to support their ability to demonstrate and report on their compliance

**Output Performance Measures:**

- Number and percent of program staff trained
- Number of hours of program staff training provided
- Amount of funds allocated to adhere to Section 223(A)(14) of the JJDP Act of 2002
- Number of activities that address compliance with Section 223(A)(14) of the JJDP Act of 2002
- Number of facilities receiving technical assistance

**Outcome Performance Measures:**

- Submission of complete Annual Monitoring Report to OJJDP and the Relative Rate Index (RRI)
- Additional JGA/optional measures
- Number and percentage of program staff with increased knowledge of and that implement best practices around the core compliance program area.

<b>Fiscal Year</b>	<b>Formula Grant Funds (\$)</b>	<b>State/Local Funds (\$)</b>	<b>Total (\$)</b>
2014	\$400,000	\$1,000,000 (actual)	\$1,400,000
2015	\$400,000	\$1,000,000 (est)	\$1,400,000
2016	\$400,000	\$1,000,000 (est)	\$1,400,000

*Pending budget approval, funding for truancy is expected to be approved at \$1,000,000(est. ) for 2012 and beyond.*

**D. Implementation (Activities and Services)**

The District recognizes the truancy epidemic and how it impacts the youth. Alternatives to the Court Experience (ACE)<sup>6</sup> is a collaboration between DC’s Department of Human Services (DHS) and the Department of Behavioral Health (DBH), with staff and program oversight housed at DHS. The primary goal of diversion is to channel out, or divert, youth from the juvenile justice system (Bynum and Thompson, 1996). Diversion is based on the theory that “processing certain youth through the juvenile justice system may do more harm than good [Lundman,1993] by inadvertently stigmatizing and ostracizing them for having committed relatively minor acts that might be more appropriately handled outside the formal juvenile justice system”(Bilchik,1999)<sup>7</sup>.

For status offenses in particular, a significant body of research supports the movement away from any Court intervention at all. The Coalition of Juvenile Justice—a coordinating council of State Advisory Groups which includes the District’s Juvenile Justice Advisory Group (JJAG)—recently released the National Standards for the Care of Youth Charged with Status Offenses. These standards call for an “absolute prohibition on the detention of status offenders” and supports initiatives that divert status offenders from the court system altogether “by promoting the most appropriate services for families and the least restrictive placement options for status offending youth” (Coalition for Juvenile Justice, 2013)<sup>8</sup>.

Similarly, youth who commit low-level delinquency offenses - which are likely part of regular adolescent development and not symptomatic of future delinquency or adult crimes - often only need supportive services, not ongoing court imposed supervision, to address the

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<sup>6</sup> DHS 2014 [www.dhs.dc.gov](http://www.dhs.dc.gov)

<sup>7</sup> Bilchik, S. (1999). Detention Diversion Advocacy: An Evaluation. Office of Juvenile Justice and Delinquency Prevention Bulletin. <https://www.ncjrs.gov/html/ojjdp/9909-3/contents.html>.

<sup>8</sup> Models for Change Juvenile Diversion Workgroup: Juvenile Diversion Guidebook (2011). Retrieved from: <http://www.modelsforchange.net/publications/301>

underlying issues. Involvement in the Court system for relatively minor acts can do more harm than good. (...) For the majority of youth who are arrested, their first delinquency is not a sign of a future delinquency problem... Without... a mechanism [to divert youth], large numbers of youth are unnecessarily charged and processed through the system, thus increasing a youth's probability of further delinquencies due to their exposure to other delinquent youth during this process. (Juvenile Diversion Guidebook, 2011)<sup>9</sup>.

While the District of Columbia is in the process of developing a comprehensive diversion system for status offenders and low-level delinquency offenders significant gaps exist at the point where cases are referred to the Office of the Attorney General (OAG). As a result, youth who should be considered for diversion face avoidable prosecutions. The Parent and Adolescent Support Services (PASS) program within the Family Services Administration of the District Department of Human Services has spent the past four years working with youth and families to alleviate status offenses, improve family functioning, and decrease the likelihood that Court and other system involvement occurs. Targeting youth ages 10-17, PASS's intensive case management and Functional Family Therapy (FFT) programs apply individual and family-focused interventions to address status offenses, primarily truancy, but also running away, curfew violations, and other extremely self-destructive behavior. The overall program approach is youth-driven, yet family-centered, recognizing that while adolescents are old enough to pave their own paths, they do so in the context of their families and broader community interactions. Since its inception, PASS has operated as both a voluntary prevention/intervention program, as well as a mandated diversion program for youth diverted from prosecution by OAG.

Building off its successes and challenges, PASS has demonstrated a steadfast commitment to

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<sup>9</sup> Models for Change Juvenile Diversion Workgroup: Juvenile Diversion Guidebook (2011). Retrieved from: <http://www.modelsforchange.net/publications/301>

enhance its programmatic expertise by adopting new evidence-based practices, attracting experienced, talented staff, and building new partnerships with other governmental agencies and leading community-based organizations. In FY14, PASS received additional money to expand its truancy prevention work at four partner schools, thus bringing total capacity to approximately 300 youths per year. In addition, in response to the dramatic increase in the numbers of youth referred to Court for prosecution for truancy, PASS offered to double its commitment to the OAG's office from 15 to 30 status offender diversion slots; to accommodate this increased commitment, the number of youths referred by other sources similarly had to decrease. Uniquely positioned to access and partner with other government agencies and community-based organizations, PASS is spearheading an inter-agency and provider partnership to expand status offender and delinquency diversion to include a menu of clinically appropriate evidence-based practices and other community-based services. The initiative will diversify the scope and breadth of diversion options available to CSS and OAG, and provide services that address youths' behaviors from a supportive, rather than punitive, perspective. To date, there is no comprehensive diversion system in the District of Columbia. Furthermore, although adamantly in support of considering diversion alternatives, OAG is confronted with extremely limited diversion options. PASS is the only formal status offender diversion program available to OAG, but the current diversion needs surpass PASS's capacity (30 diversion slots). In addition to inherent system limitations, there is a growing body of evidence suggesting that the use of juvenile justice system interventions to respond to status offender and low-level delinquency behaviors is unnecessarily expensive and frequently does more harm than good (Vera Institute for Justice, 2014)<sup>10</sup>.

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<sup>10</sup> Vera Institute for Justice: <http://www.vera.org/project/status-offense-reform-center>, 2014.

Due to lack of diversion options in both status offender and delinquency systems, the OAG's office often resorts to offering youth Consent Decrees, a Court-involved process that requires delinquency charges to be brought but allows those charges to be dismissed after the youth completes various court-ordered requirements. While Consent Decrees ultimately achieve the same result as diversion—no record of a juvenile conviction— they do so through a process that looks and feels very similar to a regular Court process. Youth who are under a consent decree are supervised by CSS probation officers. True diversion keeps youths out of the Court system altogether, thus minimizing contact with the delinquency system. Furthermore, there is well-documented evidence that most youths in the juvenile justice system (65%-70%) experience mental health disorders (Calahan et. all, 2012) or co-occurring disorders (Shufelt & Coccozza, 2006)<sup>11</sup>. Offering evidence-based programs as diversion alternatives fills a significant resource gap, and provides a city-wide opportunity to appropriately address youths' needs outside of the court system.

### **Gender Specific Services**

Although the District has seen an increase in female referrals in programs, for the past three years female juvenile arrest has remained stable. Current JGA grantees and providers are encouraged to review trends in gender-specific services. The District's core agencies such as the Metropolitan Police Department (MPD), Court and Social Services (CSS) Divisions, Department of Human Services (DHS), and the Department of Youth Rehabilitation Service (DYRS) provide gender-specific services within current program components. Strategies include discussions on creating healthy attitudes, behaviors, and lifestyles. In addition to government agencies,

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<sup>11</sup> Callahan, L., Coccozza, J., Steadman, H. J., & Tillman, S. (2012). A national survey of U.S. juvenile mental health courts. *Psychiatric Services*, 63(2), 130-4. Retrieved from <http://search.proquest.com/docview/1368619112?accountid=14537>

community based organizations offer valuable input into planning for youth services as they see an increase in referrals.

### **Community Mental Health Services**

The community based mental health services in the District encompass MHRS (Mental Health Rehabilitation Services) which are Medicaid reimbursable mental health services through the District of Columbia's Department of Mental Health. All DYRS youths are per se eligible for DC Medicaid and those females that present with symptoms consistent with a mental health disorder are able to be served through a "Core Service Agency". DYRS case managers connect these youths to Core Service Agencies (community-based clinics monitored by the Department of Mental Health) and are able to receive medication management, case management, individual counseling, community support, as well as other evidenced based community mental health initiatives. DYRS is currently collaborating with the Department of Mental Health (DMH) to collocate a DMH employee to increase the number of evidenced-based enrollments in the community. To this end, we are striving to build upon youth and family strengths by enrolling more females in evidenced-based programming that can address issues relevant to female health.

One such issue is the area of trauma. Many females penetrate the juvenile system with complex histories of sexual abuse, emotional and physical abuse. If not directed to treatment early, these unaddressed areas of concern lead to an increase in delinquency, poor decision-making, teenage pregnancies and sexually transmitted diseases. For this reason, DYRS utilizes community based mental health clinics that have proven outcomes for working with trauma survivors. One such Core Service Agency is Community Connections. Community Connections offers trauma-

informed care called “Trauma Recovery Empowerment Model”. This is just one example of the programming that has been a staple for the female population.

DC YouthLink also provides counseling services for youth to include a focus on parenting, healthcare and social skills training specific to females. DYRS females are also connected to community-based resources that address human trafficking, victimization, and trauma through three providers that visit youth at our pre adjudication detention center. These providers are “Fair Girls,” “The Polaris Project“, and “Restoration Ministries”. These non-governmental agencies deliver individual counseling and group support to females who have been solicited into prostitution and forced into sex slavery through corrosion and manipulation.

## F. Additional Requirements

### 1. SAG Membership

Name/Email	Represents	FTE Gov't	Youth	Date of Appointment	Residence of DC
Carmen Daugherty- <b>Chair</b> Carmen.daugherty@gmail.com	D	N		September 2011	Y
Hiram Puig-Lugo, Judge Hiram.Puig-Lugo@dcsc.gov	B	Y		December 2014	Y
Bridgette Royster- <b>Juvenile Justice Specialist</b> Bridgette.royster@dc.gov	C	Y		September 2011	N
Penelope Spain Penelope@mentoringtoday.org	D	N		September 2014	Y
Diamond Vann- <b>DMC Coordinator</b> Diamond.vann@dc.gov	C	Y		October 2014	Y
R.Daniel Okonkw Dokonkwo@dclj.org	D	N		September 2011	Y
Shyra Gregory Shyra.gregory@dc.gov	C	Y		September 2012	Y
Marcus Mitchell	C	Y		September 2013	Y

Marcus.mitchell@dc.gov					
Lori Parker, Judge Lori.parker@dcsc.gov	B	Y		September 2012	Y
Bruce Wright Bruce.wright@dc.gov	C	Y		September 2013	Y
Taylor Johnson succefuldreams@gmail.com	F	N	X	September 2014	Y
Kalin Crawford The_kalin.crawford@yahoo.com	F	N	X	September 2014	Y
Derren Richardson Derren000@gmail.com	F	N	X	September 2014	Y
Latera Cox Tera836@gmail.com	F	N	X	September 2014	Y
Dontrell Smyre dontrellsmyre@gmail.com	F	N	X	September 2014	Y
Demetrice Lester Demetrice.Lester2@yahoo.com	F	N	X	September 2014	Y
Sebere Roberts Sebere1992@gmail.com	F	N	X	September 2014	Y
Kenneth Smith Lover326@gmail.com	F	N	X	September 2014	Y
Ram Uppuluri Ryuppuluri@hotmail.com	D	N		September 2011	Y
Clinique Chapman Clinique.chapman@dc.gov	C	Y		September 13, 2014	N
Hilary Cairns Hilary.carins@dc.gov	C	Y		September 2011	Y
James Ballard James.ballard2@dc.gov	C	Y		September 2011	N
David Rosenthal Dave.rosenthal@dc.gov	C	Y		September 2007	Y
Terri Odom Terri.odom@dcsc.gov	C	Y		October 2007	Y
Daniel Hickson Daniel.hickson@dc.gov	C	Y		April 2012	Y
Jamie Rodriguez Jrodriguez@pdsdc.org	C	Y		September 2012	Y

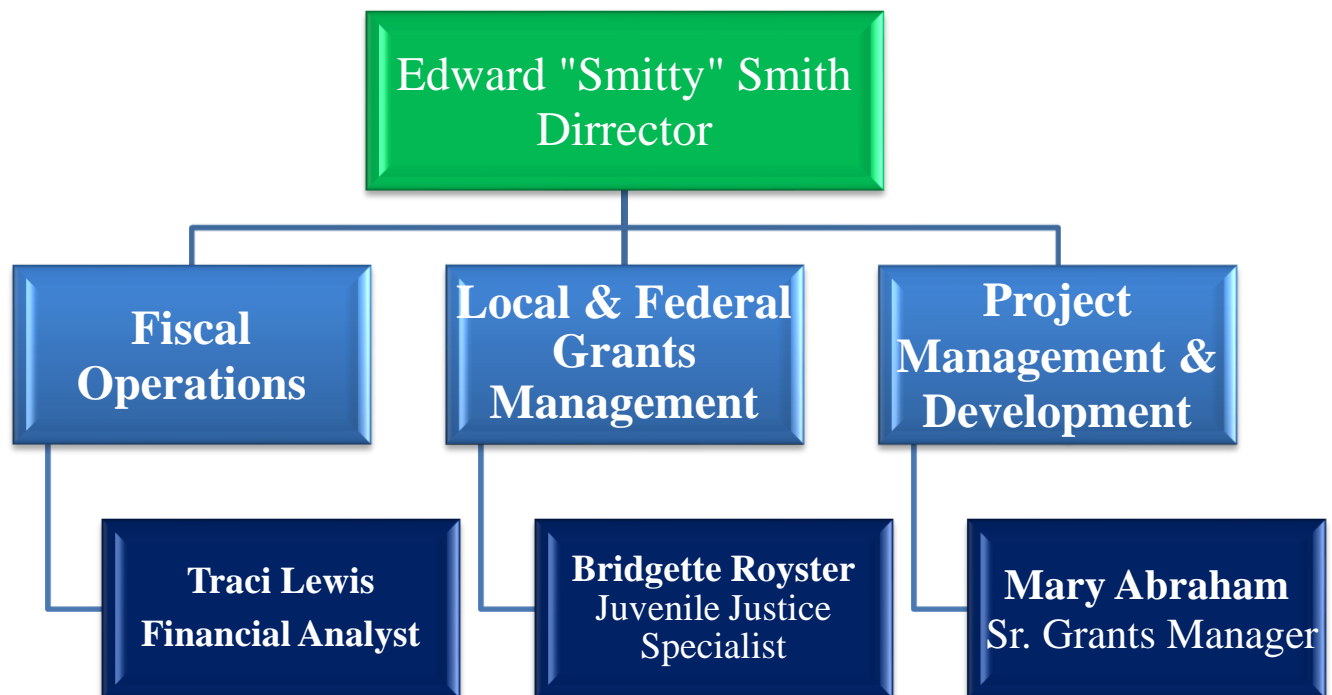
\*All members are in the process of term renewals

- A. Locally elected official representing general purpose government
- B. Representatives from law enforcement and juvenile justice agencies, including juvenile and family court judges, prosecutors, counsel for children and youth, and probation workers
- C. Representatives of public agencies concerned with delinquency prevention or treatment, such as welfare, social services, mental health, education, special education, recreation, and youth services



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- D. Representative of private non-profit organizations, including persons with a special focus on preserving and strengthening families, parent groups and parent self-help groups, youth development, delinquency preventions and treatment, neglected or dependent children, the quality of juvenile justice, education and social services for children
  - E. Volunteers who work with at-risk youth
  - F. Youth workers involved with programs that are alternatives to confinement, including organized recreation activities
  - G. Persons with special experience and competence in addressing problems related to school violence and vandalism and alternatives to suspension and expulsion
  - H. Persons with special experience and competence in addressing problems related to learning disabilities, emotional difficulties, child abuse and neglect, and youth violence

## **2. Formula Grants Program Staff**



The Justice Grants Administration (JGA) is currently headed by Mr. Edward “Smitty” Smith. Ms. Bridgette Royster is Juvenile Justice Specialist responsible for Title II, JABG, and Paul Coverdell Forensic Science Improvement Grants Program. She is 100% devoted to the formula grants. Ms. Traci Lewis is the Financial Analyst and Mary Abraham is the JAG Grants Manager. The following Office of Justice Programs are administered by JGA: Edward Byrne – Justice Assistance Grant (JAG); Juvenile Accountability Block Grant (JABG); Title II Formula Grant; Paul Coverdell Forensic Science Grant; Residential Substance Abuse Treatment for State Prisoners (RSAT), and Project Safe Neighborhood (PSN).

### **3. Performance Measures.**

The Juvenile Justice Specialist is responsible for finalizing with sub-grantees the performance measures to be consistent with the DCTAT matrix. Grantees are provided technical assistance on choosing appropriate measures during the 1<sup>st</sup> quarter. Staff is also responsible for

monitoring progress during on-site site visits. JGA will timely submit the measures in GMS as needed. Sub-grantees are required to submit program and fiscal reports on a quarterly basis, more frequent if the grant is designated “high-risk”. JGA will identify an evaluator to assess local programs effectiveness and create a benchmark on performance data consistent with best practices.

## **G. Additional Information**

### **Collecting and Sharing Juvenile Justice Information**

Below is a description of the District of Columbia’s current process for gathering juvenile justice information and data across state agencies. The JJAG uses the limited data sharing and information available to inform its three year planning process and recommendations. The current system for data sharing is the District of Columbia’s integrated Justice Information System (JUSTIS), a data sharing cooperative comprised of all major criminal justice agencies within the District of Columbia. JUSTIS is an integrated, secured, web-based justice information system that fosters interagency participation and collaboration. JUSTIS provides some information sharing and data exchange capabilities between the federal and the law enforcement agencies in the District of Columbia.

Over the past years, the District’s Justice Information System (JUSTIS) has become a key resource for criminal justice information among CJCC partners and affiliated agencies. The participating agencies include city, federal, executive and judicial entities: Superior Court of the District of Columbia ; Office of Attorney General for the District of Columbia ;Metropolitan Police Department; Pretrial Services Agency; Court Services and Offender Supervision Agency; District of Columbia Department of Corrections; Office of the United States Attorney for the

District of Columbia; DC Juvenile Court; Public Defender Service; United States Parole Commission; Department of Youth and Rehabilitative Services; DC Department of Motor Vehicles; Child and Family Services Agency; United States Probation Department; and United States Bureau of Prisons.

Developed originally as a means to display data from multiple agencies within a single interface, it has been enhanced over time to provide additional functionalities. These include event notifications which inform users when the status of an individual has changed, various reports which are accessible upon demand which decreases reliance on others when information is needed quickly, a handheld version which can be utilized in the field, and customizable views that users can access quickly for specific information without having to sift through volumes of data. JUSTIS has been able to deftly serve its underlying purpose- to provide agency partners access to critical public safety information (CJCC Annual Report 2011).

JUSTIS has added another key functionality to its system; the ability to receive and send information among different agencies' systems via electronic feeds. This aim has been achieved through adding a new technical infrastructure. This add-on has enabled the CJCC to actualize the Case Initiative Project (ICP). The governing body of the JUSTIS is the Information Technology Committee (ITAC) under the leadership of Chari Brook Hedge, Senior Judge for the District of Columbia Superior Court, the Interagency Workgroup (IWG). CIP for adults went into production on September 26th 2011.

The current ability of JUSTIS to run aggregate reports is relatively limited. The District of Columbia's policy prohibits the sharing of juvenile information of at-risk youth among agencies, and law enforcement; however, there are some exceptions:

- Public or private agencies or institutions providing supervision or treatment or having custody of the child
- If supervision, treatment or custody is under order of the Division Authorized personnel in the Mayor's Family Court Liaison, the Department of Health, the Department of Mental Health, the Child and Family Services Agency the Department of Human Services and the District of Columbia Public Schools for the purpose of delivery of services to individuals under the jurisdiction of the Family Court or their families
- The Child and Family Services Agency for the purposes of carrying out its official duties
- Any law enforcement personnel when necessary for the discharge of their official duties
- Upon application of the Office of the Attorney General and notice and opportunity for respondent or his counsel to respond to the certain information contained in the case record if:
  - ✓ The respondent has escaped from detention or from the custody of the Department of Youth and Rehabilitative Services and is likely to pose a danger or threat of bodily harm to another person release of such information is necessary to protect the public safety and welfare
  - ✓ The respondent has been charged with a crime of violence
  - ✓ Any court or its probation staff, for purposes of sentencing the child

The JUSTIS network allows authorized users to access 18 sets of data from 14 major justice agencies in the District of Columbia. However, no data is collected or stored by JUSTIS. The majority of agency data is made available directly by each contributing justice agency. The query and response application provides a consolidated view of justice information present in the

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different law enforcement agencies' databases in a quick and efficient manner. The agency that submits data elements determines which agencies may view that data.

JUSTIS information is used to review updates on the District's Juvenile Detention Alternatives Initiatives (JDAI). The data committee and report structure focused on providing a comprehensive analysis and monthly report on the use of detention and detention alternatives with support from Judge Puig-Lugo. On-going efforts of the DRM committee will be the guiding force behind juvenile justice perceptions, policies, and practices, as opposed to anecdotal reports and news stories that tend to the source of data. An administrative order was issued by D.C. Superior Court permitting the sharing of juvenile data with the state of Maryland on a reciprocal basis. The CJCC continues to work out the final details of this regional collaboration with involved partners to utilize for juvenile case management planning purposes.

In these trying economic times, a major concern for the CJCC and partner agencies is having sufficient resources to meet the ever-increasing needs of the District's criminal justice system. Agencies are forced to prioritize multiple projects competing for the same resources. This reality is also compelling agencies to be extremely mindful of resource alignment on tasks which require collaboration among multiple partners.