

# VJCCCA MANUAL

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## PURPOSE

This manual provides guidance to those involved in providing services to youth through the Virginia Juvenile Community Crime Control Act (VJCCCA). The guidance will be reviewed periodically by the Department of Juvenile Justice (DJJ). DJJ and the Board of Juvenile Justice, as appropriate, will make modifications to this manual. The most recent version of the VJCCCA Manual is available on the DJJ website: [www.djj.virginia.gov](http://www.djj.virginia.gov). Please contact your VJCCCA Program Coordinator for questions not answered in the manual.

## Introduction

### History

In 1993, the General Assembly received several requests to fund the construction of secure detention facilities for the pre-dispositional placement of juveniles. Because of this, legislators requested that the Commission on Youth study issues of access to alternative, non-secure pre-dispositional placements for juveniles. The study concluded that there were few non-secure pre-dispositional options available throughout the Commonwealth.

Simultaneously, Virginia was undergoing a reform of the statutes pertaining to the juvenile justice system. With increased emphasis on accountability and more severe sanctioning, many saw the need to intervene early in the lives of juveniles involved in the juvenile justice system to prevent their further offending and deeper involvement in the system. Few programs and services existed however, to provide such interventions.

In 1995, the General Assembly enacted the Virginia Juvenile Community Crime Control Act (VJCCCA) that restructured funding for local juvenile justice programming. Block grant funding was discontinued for all programs except secure detention. Established block grant funds formed the basis for VJCCCA. The General Assembly appropriated additional funding so that all localities could implement programs and services to meet the needs of juveniles involved in the juvenile justice system. As a component of the legislation, all localities were required to expend an amount equal to the sum of their fiscal year 1995 expenditures for pre-dispositional and post-dispositional block grant alternatives to secure detention. This required local funding is called the Maintenance of Effort (MOE).

In 2019, the General Assembly passed HB1771, modifying the VJCCCA statute to allow for the provision of resources for youth who are not currently involved in the juvenile justice system but who have been screened for needing community diversion or community-based services using an approved assessment protocol.

### Intent

Section [16.1-309.2](#) of the Code of Virginia sets out the intent and six purposes of VJCCCA as follows:

“The General Assembly, to ensure the prevention of juvenile crime and the imposition of appropriate and just sanctions and to make the most efficient use of community diversion and community-based and correctional resources for those juveniles who have been screened for needing community diversion or community-based services using an evidence-based assessment protocol or are before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision, or delinquent, has determined that it is in the best interest of the Commonwealth to establish a community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs. The purpose of this system shall be to deter crime by providing community diversion or community-based services to juveniles who are in need of such services and by providing an immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending. In furtherance of this purpose, counties, cities or combinations thereof are encouraged to develop, implement, operate, and evaluate programs and services responsive to their specific juvenile offender needs and juvenile crime trends.

This article shall be interpreted and construed to accomplish the following purposes:

1. Promote an adequate level of services to be available to every juvenile and domestic relations district court.
2. Ensure local autonomy and flexibility in addressing juvenile crime.
3. Encourage a public and private partnership in the design and delivery of services for juveniles who come before intake on a complaint or the court on a petition alleging a child is in need of services, in need of supervision, or delinquent or have been screened for needing community diversion or community-based services using an evidence-based assessment protocol.
4. Emphasize parental responsibility and provide community-based services for juveniles and their families which hold them accountable for their behavior.
5. Establish a locally driven statewide planning process for the allocation of state resources.
6. Promote the development of an adequate service capacity for juveniles before intake on a complaint or the court on petitions alleging status or delinquent offenses.”

### Target Population

There are three populations to target when allocating state funds: youth at risk of entering the juvenile justice system, youth before intake on complaints, and youth before the court on petitions. VJCCCA funding may be used for youth who have been screened as needing services to prevent their involvement with the juvenile justice system. An assessment protocol approved by DJJ must be used to determine the need for prevention services. VJCCCA programs may also provide diversion opportunities for youth who have had contact with juvenile intake. Finally, VJCCCA programs may prevent youth who are before the court from furthering their involvement within the justice system. Youth before intake or court for delinquency, CHINS Services, and/or CHINS Supervision matters are eligible for VJCCCA funding. Traffic offenders may only be served through VJCCCA funds if their offense rises to the level of a class 1 misdemeanor or felony.

### Fundamentals

Programs and services should follow best practices, address specific criminogenic need, use evidence-based interventions, and use cognitive behavioral approaches as their guiding principles.

The Balanced Approach model to juvenile justice lends itself well to the intent of VJCCCA to provide a “community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs” ([16.1-309.2](#)). This framework includes three components in meeting the needs of communities, victims, and offenders: public safety, accountability, and competency development. In accordance with the Balanced Approach model, a VJCCCA Plan should:

1. Promote community protection.
2. Hold juveniles accountable for their behavior and restore the losses suffered by victims.
3. Provide opportunities for juveniles to acquire or build on interpersonal, cognitive, and behavioral skills and strengths at home, in school, and at work.



## Programs and Services

### Allowable Programs and Services

Section [16.1-309.3\(A\)](#) of the Code of Virginia describes the establishment of a community-based system of services as follows:

“Any county, city, or combination thereof may establish a community-based system pursuant to this article, which shall provide, or arrange to have accessible, a variety of predispositional and post dispositional services. These services may include, but are not limited to, diversion, community service, restitution, house arrest, intensive juvenile supervision, substance abuse assessment and testing, first-time offender programs, intensive individual and family treatment, structured day treatment and structured residential programs, aftercare/parole community supervision, and residential and nonresidential services for juveniles who have been screened for needing community diversion or community-based services using an evidence-based assessment protocol or juvenile offenders who are before intake on complaints or the court on petitions alleging that the juvenile is delinquent, in need of services, or in need of supervision but shall not include secure detention for the purposes of this article.”

The [Allowable VJCCCA Funded Programs and Services List](#) (found on the DJJ website) describes the programs and services that may be funded through VJCCCA. The list is subject to updates and will be provided to plan contacts during the planning process of each biennium.

### Program and Service Provider Requirements

In addition to the requirements outlined in the Allowable VJCCCA Funded Programs and Services List, Board regulations are to be followed. A list of applicable [Board Regulations](#) is found in the appendix.

Part I and Part III of the Regulations for Nonresidential Services ([6VAC35-150](#)) apply to nonresidential programs and services which are included in a local VJCCCA Plan. Each program or service provider is responsible for adopting written procedures necessary to implement and for compliance with all applicable requirements of [Part III. Programs and Services, Article 1 General Requirements](#). Alternative day treatment and structured day programs are subject to the provisions in Article 1 and [Article 2](#) of Part III. [6VAC35-150-430](#) specifies the information that each program and service provider must provide by written statement. This information is required to be provided in each program’s VJCCCA program manual.

The Regulation Governing the Monitoring, Approval and Certification of Juvenile Justice Programs and Facilities ([6VAC35-20](#)) require that programs and services follow statutory requirements, regulatory requirements and applicable department procedures or manuals. [Part III](#) describes how DJJ will monitor and audit VJCCCA programs.

### Specialized Program Services

The program type of Specialized Program Services is used to meet infrequent and unique juvenile needs. Specialized Program Services should not be used for a particular service that is used for more than ten juveniles over the course of one year. When used for more than ten juveniles, that service should be established as a separate and distinct program.

## Prohibited Programs and Services

Core intake, probation, and parole services **cannot** be funded through VJCCCA funds. They are funded directly through appropriations to DJJ. Such core services include but are not limited to: intake and preparing and filing petitions, informal supervision, case management, court coverage, completion of the YASI, preparation of pre and post-dispositional social history reports, preparing probation conditions, routine drug screening, and probation/parole supervision. ([See 16.1-237](#)).

Section [16.1-309.3\(A\)](#) of the Code of Virginia specifically excludes secure detention from services that may be established through VJCCCA funds. Consequently, all VJCCCA funding (state allocation and local Maintenance of Effort) spent by a locality must be spent serving youth through **non-secure** programs and services. VJCCCA funding may not be used for services for juveniles or their families while the juveniles are committed to DJJ or placed in a post-dispositional detention program.

Juveniles who are actively engaged in a VJCCCA treatment program and subsequently placed in pre-disposition detention or post-disposition detention that does not have the program, may continue their individual services while placed in detention. Examples of allowable services while placed in detention would be sex offender treatment, substance abuse treatment, or individualized services where a disruption in treatment would be detrimental to the juvenile's progress.

## State Funding

### Funding Formula

Funding for VJCCCA is set by the General Assembly according to the formula referenced in [16.1-309.6](#) and [16.1-309.7\(A\)](#) of the Code of Virginia as revised and clarified by the Appropriation Act.

### Local Fiscal Agent Receives Payments

All localities in the Commonwealth with VJCCCA plans approved by the Board of Juvenile Justice (*or Board*) for the current fiscal year are eligible to receive funding as appropriated by the General Assembly. Localities that submit combined plans shall appoint one locality to act as the fiscal agent for all localities represented within the combined plan. All funds shall be directed to that locality (the fiscal agent).

### Quarterly Payment Schedule

The annual appropriation for each locality shall be disbursed on a quarterly basis, as close as practical to the first of the following months:

- July – First quarter payment
- October – Second quarter payment
- January – Third quarter payment
- April – Fourth quarter payment

Funds are distributed each quarter through electronic funds transfer (EFT) by the Treasury of Virginia. DJJ will send a copy of the payment voucher for each state disbursement through the U.S. mail upon request. It is the locality's responsibility to notify the individual programs of the receipt and distribution of VJCCCA funds at the local level.

Quarterly payments will be distributed to each locality that has been approved to receive funds. The quarterly state disbursement shall not exceed the proportionate amount applicable to that period. However, current fiscal year funds that may have been withheld for non-compliance with VJCCCA requirements may be approved for release at the same time as the quarterly distribution. Any state funds received by a locality that remain unspent at the end of each year must be refunded to the Commonwealth.

To receive the first quarterly payment in July of the biennium, the locality's plan must be approved by the Board no later than its June meeting, just prior to the beginning of the biennium.

### Authority to Withhold Payments

The release of VJCCCA funds is contingent upon the locality's compliance with all established terms and conditions and may be withheld. According to [16.1-309.9\(C\)](#), "If the Department determines that a program is not in substantial compliance with the approved plan or standards, the Department may suspend all or any portion of financial aid made available to the locality until there is compliance."

Reasons for withholding payments may include, but are not limited to, the following circumstances:

- The locality does not have a plan approved by the Board for the current fiscal year.
- A proposed plan and/or required supporting document(s) have not been received by DJJ.
- Plan program(s) are not in compliance with the requirements of DJJ.
- The locality has not reported expenditure data as required by DJJ.
- The locality has not reported program/placement data as required by DJJ.
- The Program Evaluation Report has not been submitted and/or approved by DJJ.
- The locality has not completed the prior fiscal year closeout as required by DJJ.
- A prior year refund of unexpended VJCCCA funds is due to the Treasury of Virginia.
- The locality is not operating in compliance with their Board approved plan.
- DJJ has identified issues concerning expenditure practices and/or management of the plan.

### Acceptable Compliance

VJCCCA Program Coordinators will review, on an on-going basis, the various programs for compliance with the approved plans, adequate utilization rates, levels of expenditure and compliance with other Board and Department directives.

### Notification of Withholding

Quarterly payments may be withheld for plans with unsatisfactory findings, as determined by the VJCCCA Program Manager. The funds may be released retroactively upon corrective action or resolution of the issue. Compliance must be met prior to the end of the fiscal year to receive withheld funds. Localities will be notified by the Program Coordinator of the withholding of any quarterly state disbursement. The notification will include the justification for withholding funds and any corrective action required by the locality. When withholding any funding, the Program Coordinator will initiate discussion of the issue with the locality and offer technical assistance.

### Appeals

If a locality wishes to appeal the withholding of funding, it should submit its concerns in writing to the VJCCCA Program Manager, within 10 business days of receiving notice of the department's intent to withhold the funding. The VJCCCA Program Manager will recommend a resolution to the Deputy Director for Community Programs who will have authority to resolve the issue. After the issue is resolved the Program Manager will communicate the resolution to the locality. At this point, if the locality wishes to appeal this decision, they shall advise the Program Manager and submit a written letter of appeal to the Director of DJJ who will have final authority on the issue.

## Maintenance of Effort (MOE)

### Purpose

Section [16.1-309.6](#) of the Code of Virginia states that “Upon approval pursuant to the provisions of this article, any county, city, or combination thereof which utilized predispositional or post dispositional block grant services or programs in fiscal year 1995 shall contribute an amount not less than the sum of its fiscal year 1995 expenditures for child care day placements in predisposition and post dispositional block grant alternatives to secure detention for implementation of its local plan.”

In short, the legislature intended that the level of financial commitment communities was making in 1995 for detention alternatives would not be replaced or supplanted by VJCCCA funds. This prior level of commitment is known as the Maintenance of Effort, or MOE.

### Source of MOE

The MOE must be locally appropriated funds. The source must be cash and not an in-kind contribution. It may not be generated as revenues from VJCCCA programs or services. A locality shall not use the proceeds from VJCCCA programs and services provided to another locality to meet their MOE.

### Notification of Required MOE

Biennially, DJJ will send to each designated plan contact, notification of the locality’s required MOE, along with instructions for completing the local VJCCCA plan. As of July 1, 2011, localities may request reducing their MOE to equal the amount of state funds allocated to the locality. The request requires Board approval.

### Expending MOE

The full amount of the MOE must be expended in each year of the biennium. Failure to expend the entire MOE shall result in the locality having to return the entire state allocation to the Treasurer of Virginia.

## Funding from Other Sources

### Additional Funds

VJCCCA requires a community planning process that may identify a variety of existing services as well as gaps in service. Localities should look at their service needs, their community assets, available funding sources and the constraints on those funds. A comprehensive community plan can lead to localities matching resources to meet their needs and will produce sound data to justify grant requests.

DJJ encourages localities to seek additional funds to supplement VJCCCA programs and services and to meet the full range of service needs in their community. Although not a requirement, localities should report revenue and expenditures from other funding sources if they partially support programs and services included in the VJCCCA plan so that the actual cost of the service can be identified.

### Using VJCCCA to Match Funds

DJJ supports localities using their state VJCCCA allocation and/or their required local MOE to match federal funding sources (e.g., federal JABG grants) and private foundation grants that provide funding to serve the same populations. This constitutes using state and local funding to match federal and private funding sources.

VJCCCA funds used in such a manner must still be expended in accordance with all applicable VJCCCA requirements. It is the locality's responsibility to ensure that the funding source for which VJCCCA is being used as a match approves of VJCCCA as a match source.

A locality may not use the same funding to simultaneously meet both matching funds or MOE requirements for VJCCCA and other state funding streams. For example, a locality cannot use the same \$10,000 of local funding to match a social services grant and to meet their VJCCCA MOE.

### Using VJCCCA or other Funding Sources

There are a variety of funding sources that support youth and families at risk of involvement or those involved in the juvenile justice system. There are guidelines that dictate when and how funding sources may be utilized.

The Children Services Act (CSA) is a law enacted in 1993 that established a single state pool of funds to support services for eligible youth and their families. If eligible for mandated CSA services, the services should ideally be paid for through CSA. An Attorney General's opinion ([2000 Va. Op. Att'y Gen. 034](#)) found that a "family assessment and planning team may not refer a juvenile for services funded under Juvenile Community Crime Control Act rather than Comprehensive Services Act, where the juvenile is eligible under both acts for services not yet funded by either act." Section [16.1-309.3\(C\)](#) of the Code of Virginia further states that funds provided to implement the provisions of VJCCCA shall not be used to supplant funds established as the state pool of funds for community policy and management teams under 2.2-5211.

Although VJCCCA funds may be used to fund services for youth on probation or parole, the services should ideally be paid for through DJJ's Regional Service Coordination Model. VJCCCA is a unique funding stream that allows for the provision of prevention and diversion services, as well as detention alternatives for youth who would otherwise not qualify for funding.

## Expending VJCCCA Funds

### Types of Revenue

There are three types of funding in support of VJCCCA programs; State Funding, Maintenance of Effort, and Additional Local Funding that the locality chooses to contribute to VJCCCA programs and services beyond the required maintenance of effort. These three types of funding are budgeted in a VJCCCA plan. The state allocation and MOE must be expended in compliance with the allowable expenditures below.

### Allowable Expenditures

VJCCCA funding can only be expended on programs or services included in a Board approved plan. If a locality starts a new VJCCCA program without Board approval 1) no state allocation funding or MOE can be expended on the program; and 2) no local funding spent will count towards the MOE. VJCCCA funds can only be expended on the target population specified in the Code of Virginia.

### Contracted Services

According to [16.1-309.3\(B\)](#), "Community-based services instituted pursuant to this article shall be administered by a county, city, or combination thereof, and may be administered through a community policy and management team established under 2.2-5204 or a commission established under 16.1-315. Such programs and services may be provided by qualified public or private agencies, pursuant to appropriate contracts."

MOE and state allocations may be used to purchase or contract for VJCCCA programs or services from public or private providers. Local procurement policies must be followed. Localities may not prepay for services in a subsequent year.

### Personnel

Direct service staff positions may be funded through VJCCCA with state allocations and/or local MOE funding. Direct service personnel are local, or commission employees assigned to local, or commission operated programs that provide VJCCCA services directly to juveniles. However, state, and local probation officer positions are not permitted. As discussed earlier, core probation and parole services cannot be funded through VJCCCA. Supervisory positions of VJCCCA funded staff are not permitted for funding unless they too are providing direct services to juveniles enrolled in the program.

Local employees may also be assigned to provide VJCCCA administrative services to manage VJCCCA plans. These activities may include Plan and Data contact duties. Only VJCCCA administrative functions can be paid for with VJCCCA funding. For example, if a position is half-time VJCCCA coordinator and half-time CSA coordinator, VJCCCA funds can only pay for half the position with the other half paid by CSA. Such administrative costs shall not exceed five percent (5%) of the total budget for the VJCCCA Plan.

VJCCCA funded staff are employees of the locality and not to be supervised by CSU staff. A Memorandum of Agreement must be developed to specify the operational, administrative, human resource functions and logistical support parameters between the CSU and the locality. The memorandum template is found on the DJJ website.

## Travel

VJCCCA funding may be used to pay travel costs only for the transportation of juveniles or staff as a part of their direct participation in, or provision of, a VJCCCA program or service.

## Transportation

VJCCCA funding may be used to pay for the transportation of youth and/or parent/legal guardian who may not have any other means of transportation and are required to participate in a VJCCCA program or service. Each locality shall develop a written procedure detailing how the transportation will be funded and actively monitored. Each locality shall submit the written procedure for approval prior to implementation.

## Vehicles

MOE and state allocations may be used to pay for vehicles only when directly related to the provision of a VJCCCA program or service. The insurance and maintenance upkeep are the responsibility of the locality. The [Equipment Expenditure Justification Form](#) (found on the DJJ website) must be submitted for approval.

## Staff Development

MOE and state allocations may be used to pay staff development costs only if they are directly related to the performance of their duties in a VJCCCA program or service.

## Telecommunications

VJCCCA funding may be used to pay telecommunications costs only for juveniles or staff as a part of their direct participation in a VJCCCA program or service. Funds may be used also to purchase internet service to comply with reporting requirements if it is not otherwise available in the locality.

## Supplies and Materials

VJCCCA funding may be used to pay for office supplies directly related to the operation of the program (e.g., pens, pencils, pads, computer media and copy paper) provided they are used directly for programming or for VJCCCA required administrative activities. Materials for programming conducted by locally operated VJCCCA programs can be purchased with VJCCCA funding. Materials of this nature would include consumables such as program manuals to be used by the juveniles and counselors, recreational supplies, first aid kits, and protective garments such as disposable gloves for those juveniles in community service work programs. Supply and/or material purchases more than \$1,000 should be pre-approved by the Program Coordinator.

## Meals and Snacks

MOE and state allocations may be used to pay for snacks and meals directly related to the operation of the program.

## Equipment

When equipment is purchased with VJCCCA funds, it must be clearly documented that the equipment purchased is necessary for the operation of the VJCCCA program or service. Equipment purchases should be planned and approved in the locality's VJCCCA plan. All planned purchases of equipment exceeding \$1,000 in value should be explained in the plan submission. If not included in the Board approved VJCCCA plan, any expenditures for equipment in excess of \$1,000 must be preapproved by the Program Coordinator or they may be disallowed. Such approval will be based on a justification of why



the equipment is necessary and documenting that such equipment is not otherwise available through the completion of an [Equipment Expenditure Justification Form](#) (which can be found on the DJJ website). During the periodic review, the locality must be able to show that equipment purchased with VJCCCA funding is used directly by the juveniles being served, VJCCCA funded staff in performance of their official duties, or for the majority of the time for VJCCCA administrative tasks.

DJJ requires data collection on services provided to juveniles and program expenditures. This requires the use of a personal computer and internet access. To ensure appropriate data collection and reporting requirements, locally operated VJCCCA programs that do not have access to computer equipment may purchase (per plan):

- One computer
- Necessary software
- One printer
- An internet service provider

Equipment may be replaced every five years or upon documentation that it is no longer serviceable.

#### Office Space Rental

VJCCCA funds may be allocated to rent space appropriate to conduct non-residential programs or services that will directly serve the targeted population, if the program or service was included in the local plan that has been approved by the Board. Rental expenses should be planned for and approved in the locality's VJCCCA plan. All rental expenses more than \$1,000 per year shall be accompanied by the submission of a [Rent Justification Form](#) (that can be found on the DJJ website). Rental expenses that arise after the approval of the VJCCCA plan should either reflect a new program needing Board approval or change in an existing program. If the rental expense is for an existing program the Rent Justification Form shall be submitted, even if the rental expense is less than \$1,000.

If the rental space is being shared with other non-VJCCCA approved programs and services, the program shall pay an appropriate portion of the expense but shall not incur the total cost of the rental property. Localities may not use VJCCCA funds for rent, utilities, or other services provided in locally owned buildings.

#### Other Costs

Costs that have not been identified in this Manual should be addressed with your Program Coordinator to determine if it is an acceptable expense. If the Program Coordinator identifies the expense as one which should not be approved, the local program may appeal the decision to the VJCCCA Program Manager.

## Prohibited Expenditures

The following types of expenditures are strictly prohibited.

### Capital Costs

State allocations and MOE funding may not be spent on construction, enlargement, renovation, purchase or rental of residential facilities. Special provisions are made for these expenditures in 16.1-309.5 of the Code of Virginia. Please contact the DJJ Deputy Director for Administration and Finance to assist in capital expenditure matters.

### Secure Detention

Section [16.1-309.3\(A\)](#) of the Code of Virginia specifically excludes detention from VJCCCA. Secure juvenile detention facilities are funded under 16.1-322.1. Costs associated with the operation and maintenance of secure residential components of juvenile detention facilities may not be covered with VJCCCA funding, whether pre-or post-dispositional. If a child resides in a secure post-dispositional detention program, services provided to the child may not be paid for with VJCCCA funds during the period of confinement.

### Traffic Offenders

VJCCCA funding may not be used for juveniles before the court on traffic offenses that do not rise to the level of a class 1 misdemeanor or felony. The Office of the Attorney General has determined that traffic offenses, in and of themselves, are not criminal acts. Section 18.2-8 states “traffic infractions are violations of public order as defined in 46.2-100 and not deemed to be criminal in nature.” While judges may place traffic offenders into programs designed for VJCCCA, funding to pay for services cannot come from state VJCCCA allocations or the required MOE. It is encouraged that traffic offenders be served as appropriate, but through funding sources other than VJCCCA.

### Indirect Costs

Indirect costs, sometimes referred to as overhead costs, are those that are not directly associated with expenses incurred for programs and services for the targeted population. Indirect costs include rent, utilities, administrative costs not directly related to VJCCCA, and any other costs that are not directly related to service delivery for eligible juveniles.

### Mandated Court Service Unit Functions

VJCCCA funding cannot be used to provide mandated court service unit functions (See [16.1-237](#)). Such core services include but are not limited to intake and preparing and filing petitions, informal supervision, case management, court coverage, completion of the YASI, preparation of pre- and post-dispositional social history reports, preparing probation conditions, routing drug screening, and probation/parole supervision.

## Developing a VJCCCA Plan

### Biennial Local Plan

[16.1-309.3\(D\)](#) of the Code of Virginia states that to participate in VJCCCA a locality “shall biennially submit to the State Board for approval a local plan for the development, implementation and operation of such services, programs, and facilities pursuant to this article.” According to [16.1-309\(A\)](#), such community-based systems shall be based on an annual review of court related data and an objective assessment of the need for services and programs.

### Participants in the Plan

While the chief administrative officer can designate any individual or group to develop the VJCCCA plan, the Code of Virginia specifies, “The community-based system shall be developed after consultation with the judge or judges of the juvenile and domestic relations district court, the director of the court services unit, the community policy and management team established under 2.2-5205, and, if applicable, the director of any program established pursuant to 66-26.”

Localities are encouraged to collaborate with local child serving agencies, public and private, when developing the VJCCCA plan. In addition to the required participants (Chief Judge, CSU Director, and CPMT Chair), the following parties, with their specific duties and responsibilities detailed below, are key in developing the plan.

### Plan Contact

The plan contact is the specific person designated by the chief administrative officer to be responsible for ensuring development, coordination, implementation, operation, monitoring, and evaluation of the locality’s VJCCCA plan. The plan contact is identified in the local plan and is the official contact person for DJJ. This person will receive all instructions, reminders, and questions about their VJCCCA plan. While others in the community may play an active role in implementing the plan, it is the plan contact’s responsibility to coordinate activities, gather information from others involved and communicate the information to DJJ. The Program Coordinator must be notified immediately if the plan contact changes.

### The plan contact’s responsibilities include:

- Establishing a collaborative local planning team to include the JDR Judge(s), the CSU Director(s), CPMT Chair(s), and additional VJCCCA stakeholders.
- Assessing local needs to identify what types of programs and services are needed for juveniles in the target population.
- Reviewing programs to assess their effectiveness and presenting findings to the planning team.
- Ensuring that the VJCCCA plan is developed and approved by the appropriate persons at the beginning of each biennium.
- Convening the planning team as necessary to develop and/or revise the VJCCCA plan.
- Ensuring that any changes to the plan are concurred with by the planning team.
- Ensuring that the revised plan is presented to the chief administrative officer of the locality.
- Coordinating on site periodic review visits by the Program Coordinator and other designated DJJ personnel.
- Ensuring quality of services provided by contracted vendors.

- Ensuring that programs and services adhere to applicable Board regulations.
- Ensuring that locally operated and contracted vendors provide the local data contact with required service delivery information in a timely and accurate manner.
- Ensuring that incidents that are required to be reported to DJJ are reported in a timely manner on the [Serious Incident Report Form](#) (found on the DJJ website).
- Attending scheduled regional meetings, training, and development sessions.

#### Data Contact

The data contact is the individual designated by the chief administrative officer to provide the required data about participants in VJCCCA funded programs and serves as the point of contact to DJJ for data related issues. The data contact is responsible to the chief administrative officer to ensure the data reports are accurate and timely.

#### The data contact's responsibilities include:

- Ensuring that each juvenile admitted to a VJCCCA funded program is eligible to receive funding and is either currently before intake, the court, or has a valid referral for a prevention program.
- Ensuring that prevention programs record all service unit data and provides the local tracking sheet to the data contact monthly.
- Entering placement and financial data for all programs in the Community Programs Reporting (CPR) module in a timely and accurate manner.
- Conferring with the Program Coordinator on issues related to program service units and financial/expenditure data within the CPR system.
- Attending scheduled regional meetings, training, and development sessions.

#### Chief Administrative Officer

The chief administrative officer is the city manager or county administrator of a locality.

#### The chief administrative officer's responsibilities include:

- Requesting VJCCCA funds for the locality by signing the General Conditions Certification Form and providing a Resolution for the local governing body indicating intent to participate in and accept funds for services under VJCCCA.
- Ensuring that services are provided, and funds are spent, according to VJCCCA provisions by signing the Expenditure Compliance Certification Form.
- Ensuring that the CPR Detail Expenditure Report and Annual Program Evaluation Report are completed and returned to DJJ in a timely manner.
- Appointing a VJCCCA plan and data contact and notifying DJJ of any changes in the contacts.

#### DJJ Court Service Unit Staff

Court service units are primary referring agents to VJCCCA. Consequently, it is vitally important that the programs and services included in the plan meet the needs of the CSU. This can best be accomplished by including CSU staff on the local planning team.

## Plan Components

The VJCCCA plan itself is an Excel Workbook that provides a description of the program and services to be offered. Specific workbook items include plan and budget information, program narratives, and performance measures. According to [16.1-309.3\(D\)](#), the plan shall provide the projected number of juveniles served by alternatives to secure detention, any reduction in secure detention rates and commitments to state care, and include a cost comparison for the private operation of services.

The workbook and required attachments are submitted electronically to the VJCCCA Program Coordinator. The required attachments include a Resolution, General Conditions Certification Form, Letters of Support, and Concept Papers or Program Manuals.

## Resolution

A resolution from the governing body of each participating locality, endorsing participation in VJCCCA is required. A locality may word their resolution such that they intend to participate in VJCCCA until they notify DJJ, in writing, that they no longer wish to participate. This resolution should be flexible enough to allow revision of the plan, in accordance with policy, without additional approval of the Board of Supervisors or City Council. If this is done, further resolutions will not be required.

If the resolution is worded such that the locality intends to participate in VJCCCA in accordance with the plan being submitted, a new resolution will be required each biennium. This resolution should be flexible enough to allow revision of the plan, in accordance with policy, without additional approval of the Board of Supervisors or City Council during the biennium.

While localities must construct their own resolution language, language can be as simple as:

*Be it resolved that the (City Council/County Board of Supervisors) will participate in the Virginia Juvenile Community Crime Control Act and accept funds appropriate for the purpose set forth in this Act until it notifies the Department of Juvenile Justice, in writing, that it no longer wishes to participate.*

*Be it further resolved that the (City Manager/County Administrator) is hereby authorized to execute a local plan on behalf of the (City/County).*

For localities that wish to operate VJCCCA programs jointly with one or more other localities (combined plans), the resolution should name the localities participating in the plan and designate one locality as the fiscal agent. For example:

*Be it resolved that the (City Council/County Board of Supervisors) will participate in the Virginia Juvenile Community Crime Control Act and accept funds appropriate for the purpose set forth in this Act until it notifies the Department of Juvenile Justice, in writing, that it no longer wishes to participate.*

*Be it further resolved that the (City/County) will combine with the governing bodies of (City/County). (City/County) will act as fiscal agent for these localities.*

*Be it further resolved that the (City Manager/County Administrator) is hereby authorized to execute a local plan on behalf of the (City/County).*

### General Conditions Certification Form

The chief administrative officer submitting the local plan shall ensure that the locality follows all requirements of VJCCCA as provided on the form. When requirements are understood, the chief administrative officer should sign and submit the [General Conditions Certification Form](#) (found on the DJJ website) with the workbook.

### Letters of Support

According to [16.1-309.3\(D\)](#), “The State Board shall solicit written comments on the plan from the judge or judges of the juvenile and domestic relations court, the director of the court services unit, and, if applicable, the director of programs established pursuant to 66-26.”

In addition to consultation, written comments on the plan are required from the chief judge or judges in a combined plan, the CSU director(s), the CPMT chair, and the Office on Youth director, if applicable. The preferred format is a letter addressed to the Board concerning the plan. A written comment can be as simple as “I support the local VJCCCA plan for the biennium, FY\_\_\_\_.”

### Concept Papers and Program Manuals

Concept papers are required for all new program proposals. Once the plan is approved by the Board, a written program manual must be submitted within 45 days of the program start date. [6VAC35-150-430](#) specifies the information that each program and service provider must provide by written statement. This information is required to be provided in each program’s VJCCCA program manual. Program manuals will be reviewed by the VJCCCA Program Coordinator to ensure compliance with the approved plan and regulatory requirements. Concept papers and program manuals must be submitted in electronic form.

### Combined Plans

Localities that wish to operate VJCCCA programs jointly with one or more other localities shall submit only one plan and one set of evaluative reports. Localities must choose the same fiscal agent and the same plan and data contacts. The fiscal agent shall be responsible for submitting the combined plan, required attachments, and reports. A combined plan, reflecting all participating localities shall include:

- A resolution from each governing body that states their intent to join with the other listed governing bodies and which designates one of them as the fiscal agent.
- A [General Conditions Certification Form](#) from each chief administrative officer. A copy of the form is included in the plan workbook.
- Identification of the same plan and data contact for all localities in the combined plan.
- The total state allocation, MOE, and optional local funding for all participating localities.

### Planning Activities

Planning is important to ensure that VJCCCA dollars are well spent. The VJCCCA planning model, that can be adapted to each locality, is presented on the next page.

Quarter 1: July, August, September
<ul style="list-style-type: none"> <li>• Implement program changes and additions as specified in the Board approved plan</li> <li>• Complete the closeout process and self-audit of previous Fiscal Year</li> <li>• Submit the Data and Expenditure Compliance Certification Forms by September 1<sup>st</sup></li> <li>• Convene the Local Planning Team and invite other stakeholders as necessary to: <ul style="list-style-type: none"> <li>○ Review plan programs and utilization</li> <li>○ Identify success and drawbacks to plan programs</li> <li>○ List juvenile justice and community changes since the development of the plan</li> <li>○ List what you would do differently</li> </ul> </li> <li>• Reach out to your VJCCCA Program Coordinator for technical assistance</li> <li>• Enter placement/service unit and expenditure data by the 15<sup>th</sup> day of the following month</li> </ul>
Quarter 2: October, November, December
<ul style="list-style-type: none"> <li>• Monitor and review current program operations and progress towards plan goals</li> <li>• Maintain an awareness of events and circumstances affecting youth in your locality</li> <li>• Convene the Local Planning Team and invite other stakeholders as necessary to: <ul style="list-style-type: none"> <li>○ Discuss program utilization and identify areas of success and concern</li> <li>○ Discuss target population, delinquent trends, and criminogenic need areas</li> <li>○ Suggest service improvements or new services needed to address needs</li> <li>○ Identify quality (validated) programming to address need areas and determine how current programming compares</li> <li>○ Discuss funding streams that are available for specific populations</li> <li>○ Determine how VJCCCA can help fill service gaps to address the target population</li> </ul> </li> <li>• Reach out to your VJCCCA Program Coordinator for technical assistance</li> <li>• Enter placement/service unit and expenditure data by the 15<sup>th</sup> day of the following month</li> </ul>
Quarter 3: January, February, March
<ul style="list-style-type: none"> <li>• Submit the Program Evaluation Report (PER) for feedback</li> <li>• Convene the Local Planning Team and invite other stakeholders as necessary to: <ul style="list-style-type: none"> <li>○ Share DJJ approved PER with key stakeholders</li> <li>○ Analyze the court-related data and objective assessment of service needs</li> <li>○ Discuss adjustments needed for next year's plan</li> <li>○ Prioritize need areas and programming</li> </ul> </li> <li>• Develop a draft budget or review the current budget</li> <li>• Meet with local purchasing authority to determine purchasing requirements</li> <li>• Jointly develop goals and measurable outcomes for each established program with providers</li> <li>• Organize the elements of the plan according to workbook instructions for submission, if applicable</li> <li>• Reach out to your VJCCCA Program Coordinator for technical assistance</li> <li>• Enter placement/service unit and expenditure data by the 15<sup>th</sup> day of the following month</li> </ul>
Quarter 4: April, May, June
<ul style="list-style-type: none"> <li>• Submit new/revised plan, as applicable, to DJJ by April for feedback</li> <li>• Finalize new plan with judges, court service unit director, and CPMT</li> <li>• Submit the General Conditions Certification Form, Letters of Support, and Resolution (if applicable)</li> <li>• The Board will review and approve plans in June, prepare for July 1 implementation of new biennial plan, but do not implement any service changes or additions prior to board approval</li> <li>• Prepare for end of year closeout and self-audit</li> <li>• Reach out to your VJCCCA Program Coordinator for technical assistance</li> <li>• Enter placement/service unit and expenditure data by the 15<sup>th</sup> day of the following month</li> </ul>

## Plan Review and Approval Process

### Overview

After a locality submits its proposed plan, the Program Coordinator will review it for approval. The Program Coordinator is available to offer technical assistance during the development of the plan, and localities are encouraged to work closely with their coordinator during this stage to expedite the review and approval process.

Should the coordinator determine that the plan requires modification, the plan will be returned to the locality with an explanation of any areas of concern. Once the coordinator has determined that the plan is acceptable, it will be submitted to the Board of Juvenile Justice with a recommendation for approval. If the plan is approved, DJJ is authorized to disburse funding. The coordinator will notify the plan contact of the Board's decision within five business days after the meeting.

### Board of Juvenile Justice Meeting

While not necessary, local representatives may attend Board meetings. Notice of all Board meetings are posted at: <https://www.djj.virginia.gov/pages/about-djj/djj-board.htm>

If there is a point of disagreement in a plan that cannot be resolved by the locality and DJJ staff, representatives of the locality will be invited to the Board meeting specifically to present their view of the plan directly to the Board. Board decisions are final.

### Board of Juvenile Justice Decisions

The Board can accept one of four recommendations for plan approval:

1. Approve the plan for both years of the biennium.
2. Approve the plan for the first year of the biennium.
3. Extend the approval of the current approved plan through the end of the first quarter of the first year of the biennium.
4. Deny plan approval.

If a locality fails to submit a proposed plan, they will not receive quarterly disbursements until they have a plan approved by the Board.



## Revising a Plan

### Adding Programs

Localities may decide at any time to revise their approved plan. This may include adding a program or removing a previously approved program. Once determined, the Program Coordinator should be notified and consulted with for guidance. To add a program, a revised plan must be submitted to the Board for approval.

### Revision Documentation

The plan contact, having met with the local planning team and having considered the best options for revising the plan, should submit to the Program Coordinator:

- Documentation explaining what revision(s) are needed and why.
- An updated plan workbook to reflect the proposed revision(s).
- Documentation of support for the revision(s) from the judge, CSU director, and CPMT chair.

The same guidelines and procedures for new plan approval apply to a revised plan. See “Plan Review and Approval Process.”

### Fiscal Adjustments

Localities may adjust up to 50% of their plan budget by moving funds between programs within their current approved plan without Board approval. Localities receiving less than \$10,000 in state funding allocations may move funding between all approved programs without Board approval.

All localities regardless of the amount of funding to be moved must notify their chief administrative officer, judge(s), court service unit director(s) and Program Coordinator of revisions to their plan through a Fiscal Adjustment Form (FAF). If needed, the form will be provided by your Program Coordinator and should be completed electronically. A copy of the final cumulative FAF should be attached to the year-end report submitted to the Program Coordinator.

## Managing a Plan

### Local Administration

The chief administrative officer is responsible for administering the VJCCCA plan. This is because [16.1-309.3\(B\)](#) of the Code of Virginia specifies that “community-based services instituted pursuant to this article shall be administered by a county, city or combination thereof...” The chief administrative officer may delegate administration of VJCCCA to a new or existing group such as a community policy and management team established under 2.2-5204 or a commission established under 16.1-315. These include, but are not limited to, groups working with the Comprehensive Services Act or commissions that provided services to juveniles when such programs were funded through the Block Grant program.

The chief administrative officer also shall designate a specific plan contact who will work closely in the development, implementation, operation, and evaluation of the locality’s VJCCCA plan. This contact, who may be the chief administrative officer, is reported to DJJ in the local plan. DJJ staff will send all VJCCCA communications to this designated contact. See “Developing a Plan” for a full description of Plan Contact responsibilities.

### Procurement

According to 16.1-309.3(B), “programs and services may be provided by qualified public or private agencies, pursuant to appropriate contracts.” If a locality wishes to operate its own programs or services, it may do so. If it wishes to purchase services from other public or private vendors, it must comply with its own procurement procedures.

### Regulations

All programs using VJCCCA funding must follow the applicable provisions contained in the Regulation for Nonresidential Services (6VAC35-150), and the Regulation Governing Juvenile Group Homes and Halfway Houses (6VAC35-41) promulgated by the state Board of Juvenile Justice. The regulations identify the general requirements of programs and services, which include the hiring and training of staff, juvenile rights, contract monitoring, and the specific requirements of particular programs and services.

Each program must be able to present written procedures, program accounting/expenditures, juvenile program records, and other documentation to substantiate compliance with all applicable requirements in 6VAC35-150-430 through 6VAC35-150-740 or all applicable requirements in 6VAC35-41.

### Staff Background Checks

As promulgated in 6VAC35-150-80 which addresses nonresidential services, and 6VAC35-41-180, which addresses nonsecure juvenile residential facilities, certain persons are required to undergo background checks before working in nonsecure residential facilities or providing services to juveniles. All background record check documentation shall be maintained in personnel files and shall be available for review by DJJ. At a minimum, the record checks shall include a reference check, a criminal history record check, a fingerprint check with the Virginia State Police (VSP) and the Federal Bureau of Investigation (FBI); a central registry check with Child Protective Services (CPS), and a DMV check for those staff that operate motor vehicles as part of their job function.

The responsibility for ensuring that staff of both locally and contractor operated programs who are in direct contact with juveniles have undergone the required background checks will rest with the locality.

Persons who maintain professional licenses, such as Certified Substance Abuse Counselors, Licensed Clinical Social Workers, etc. shall undergo the appropriate background checks. There is no waiver of this provision for professional staff. Should situations arise where it is believed that the licensed provider's behavior with a juvenile is unprofessional, it should be reported to the appropriate licensing authority. If the behavior falls in the realm of abuse, it should be reported to the local Child Protective Services agency and the licensing authority.

### [Memorandum of Agreement \(MOA\)](#)

MOAs are required for local positions funded by VJCCCA to outline the operational, administrative, and logistical support parameters for employees hired by the locality in connection with the VJCCCA plan. The memorandum template is found on the DJJ website.

MOAs are also required for community service work programs. There are no provisions under Board regulations that require juveniles in community service programs to be supervised by a third party, such as parks and recreation staff or staff at a fire station. Therefore, it is required that local VJCCCA staff supervise juveniles while engaged in community service work. The ultimate responsibility for the juvenile's care and safety lies with the locality. DJJ requires a MOA to be signed between the CSU and the locality ensuring compliance with supervision and background record checks for community service programs. The memorandum template is found on the DJJ website.

### [Serious Incident Reports](#)

From time to time a serious incident may occur in a VJCCCA program. Such incidents are governed by 6VAC35-41-90 for nonsecure juvenile residential facilities and 6VAC35-150-530 for nonresidential programs. Such incidents include but are not limited to death, fire at the program, alleged child abuse or neglect, serious juvenile injury or illness, serious staff injury or illness, juvenile on juvenile assault, juvenile assault on staff, staff arrest or serious misconduct, suicide attempt, or AWOL. When such incidents occur, DJJ must be notified through the [Serious Incident Report \(SIR\)](#). A copy of the SIR form and the instructions for completing it are on the DJJ website.

# Reporting Requirements

## Overview

The Code of Virginia requires localities choosing to participate in VJCCCA to provide information on their progress to DJJ. According to [16.1-309.3\(E\)](#), “Each locality shall report quarterly to the Director the data required by the Department to measure progress on stated objectives and to evaluate programs and services within such locality’s plan.”

Data collected will be used to:

- Determine VJCCCA allocations
- Improve agency financial reporting
- Evaluate program effectiveness and measure progress on stated objectives
- Determine if a program is being utilized as stated in the local plan
- Assess local needs and identify areas for improvement
- Ensure programs are meeting the needs of the youth placed in them
- Provide data for needs assessments, statewide evaluations, legislative and recidivism studies, grant applications, and policy analysis

## Program IDs

To complete financial or service reports, each program must have a program ID. Upon approval of the local VJCCCA plan, the Program Coordinator will provide program IDs for any program that does not already have an assigned ID.

## CPR System Access and Usage

Each person who is approved to use the Community Programs Reporting (CPR) system must have their own username and password. Forms to apply for a username and password can be obtained by request from the Program Coordinator. Persons may be given access to either one or both components (Placement Data Entry or Financial Data Entry) of the CPR system, depending on their security level and role. Data can be entered into CPR from most computers that have internet access. Contact your Program Coordinator for training or technical assistance.

## Responsibility for Reporting Data

The chief administrative officer can designate any individual or organization (including service providers) to report the required data in CPR. It is the data contact’s responsibility to coordinate and ensure that all persons charged with reporting service data do so in a timely and accurate manner. The identified data contact is ultimately responsible to the chief administrative officer to ensure that data entry and reports are accurate and timely.

## Monthly Financial Reporting

Each fiscal agent locality must report their expenditures for each VJCCCA program, by funding source, into the financial portion of CPR monthly. Data must be entered on the “Financials” Tab of CPR no later than the 15<sup>th</sup> of the following month. Failure to report accurate or complete data may result in withholding of quarterly VJCCCA payments until reporting issues are resolved.

## Monthly Placement and Service Unit Reporting

Data about participants in VJCCCA funded programs are reported monthly and recorded in CPR. Placement and Service Unit data must be entered into CPR no later than the 15<sup>th</sup> of the following month. Failure to report accurate or complete data may result in withholding of quarterly VJCCCA payments until reporting issues are resolved.

Placement and Service Unit Data for Prevention Programs must be tracked by the locality outside of CPR. The information should be reported monthly to the Program Coordinator.

## Juvenile Number

Reporting service units is a two-stage process. First a youth must be enrolled in a program through the “Add New Placement” screen. The participant’s Juvenile Number is required to complete this process. Juveniles who receive a direct summons into court or who otherwise would not come before intake must be processed through intake to generate a Juvenile Number prior to being enrolled in CPR. The court service unit is required to send the Juvenile Number with the program referral. Once the juvenile is enrolled, service units can be entered for each month in which they participate.

## Placement Data

You must report each juvenile who participates in a program funded by VJCCCA. Juveniles who participate in more than one program must be reported in each they receive. If a family member of a juvenile receives a program or service (e.g., parenting classes), this program or service must be reported under the juvenile’s name and the DJJ assigned Juvenile Number.

## Service Units

Service units should only be reported as delivered. Service units should follow the standard rules of rounding. No services should be reported for periods of time when the juvenile is AWOL or not participating in the program or service.

## Quarterly Reviews

Quarterly reviews will be completed by Program Coordinators to ensure that placement, service unit, and financial data have been entered as required. Failure to report accurate or complete data may result in withholding of quarterly VJCCCA payments until reporting issues are resolved.

In addition, quarterly reviews will be completed to confirm program utilization that promotes fiscally responsible practices. A program would generally be expected to utilize approximately one-half of its projected service units and/or its budgeted funds by mid-year. The cost per service unit should be reasonable as compared to the estimated cost per service unit on the approved plan.

If it appears the program (or plan as a whole) will not expend its budget or will fail to meet the projected number of service units by year end, the Program Coordinator will contact the locality’s plan contact to discuss the matter and provide technical assistance as needed. Localities may be required to reassess needs or reallocate available funds.

## Annual Reporting and Fiscal Year Closeout

In addition to monthly data reporting requirements, localities must also complete end of the fiscal year reporting requirements.

#### Data Compliance Certification Form

During the fiscal year closeout process the plan and data contact must sign the [Data Compliance Certification](#) form (found on the DJJ website). Completing this form certifies that all data submitted for the fiscal year are complete and accurate. Localities are encouraged to have annual independent audits of their data entry and expenditures prior to signing the certification form. The Data Compliance Certification form must be received by the Program Coordinator no later than **September 1**.

#### Expenditure Compliance Certification Form

The [Expenditure Compliance Certification](#) form (found on the DJJ website) is signed by the chief administrative officer. Completing this form certifies that all funds were expended in compliance with VJCCCA requirements. Localities are encouraged to have annual independent audits of their data entry and expenditures prior to signing the certification form. VJCCCA funds must be expended consistent with the approved plan. To confirm CPR financial entries, you may reference the Detail Expend Report, which is located within the reports tab of CPR. The Expenditure Compliance Certification form must be received by the Program Coordinator no later than **September 1**.

While many localities may allow programs to encumber funds, the Code of Virginia specifically speaks to the “expenditure” of funds. Consequently, localities must have incurred the expense by June 30 of a given year. Payment must be processed before the locality closes its books for the year.

#### Reimbursement of Unspent Funds

Any state VJCCCA funds left unexpended on June 30 must be returned to DJJ. After the final reimbursement amount is confirmed by the Program Coordinator, they will notify the plan contact, in writing, of the amount that is to be returned to DJJ along with the instructions for submission. Reimbursements must be received no later than **October 1**.

Failure to meet these deadlines may result in the withholding of future quarterly VJCCCA payments.

# Evaluating VJCCCA Programs and Services

## Overview

Evaluating VJCCCA programs and services are vitally important for several reasons:

- Analyzes utilization of programs/funding and justifies the need for future resources
- Analyzes program success
- Identifies program target populations
- Identifies potential service gaps
- Analyzes program outcomes
- Promotes fiscally responsible use of available funding streams

The VJCCCA planning process includes consideration of both required outcome measures (program completion and recidivism rates) and a limited number of program specific goals and objectives determined by the locality. This does not preclude localities from conducting their own, more extensive program evaluations. Program Coordinators are available to consult with localities on the design and implementation of program evaluation activities and where available, to extract data for such evaluations from DJJ data sources.

## Annual Program Evaluation Report

Each VJCCCA plan is required to submit an annual Program Evaluation Report (PER) containing the following information for each section below. The Program Coordinators will inform each plan contact of the PER due date at the time the template is provided to localities.

### Section 1: Utilization

Two metrics will be used to assess utilization, service units and cost per service unit. The number of actual service units provided will be compared to the number of units projected on the approved plan. Differences greater than or less than 20% must be explained. The actual service unit data is outlined in the Program Summary Report, which is available in CPR.

The actual cost per service unit as compared to the projected cost per service unit on the approved plan. Differences greater than or less than 10% must be explained. The actual service unit cost is outlined in the Program Summary Report, which is available in CPR.

### Section 2: Program Completion Rates

Each program is responsible for achieving at least a 75% satisfactory completion rate. Ongoing successful completion rates below 75% may result in those programs being reviewed for the appropriateness of continued funding. Satisfactory completion rates less than 75% should be explained. Program completion rates are outlined in the Program Summary Report, which is available in CPR.

Completion rates are determined by the Release Code reported in CPR for each juvenile enrolled in a program. Release codes are used as a tool to monitor program success and accuracy is dependent on consistent and thoughtful application of the codes below:

*2: Completed program, satisfactory completion*

*Released: Satisfactory Program Completion*

This code should be used when the juvenile completes the majority of program expectations.

*3: Terminated program, further participation is of no use*

*Released: Further Treatment Not Justified/Insufficient Resource*

This code should be used when a juvenile is released from the program early due to the resources of the program being insufficient to meet the needs of the juvenile or the program is inappropriate to justify further participation.

*4: Terminated program for noncompliance (dishonorable discharge)*

*Released: For Significant Violation of Program Expectations*

This code should be used when a juvenile is released from the program early due to overt violation or disregard for program rules and/or failure to participate in required programming.

*5: Terminated program for unrelated reasons*

*Released: For Reasons Unrelated to Youth's Behavior in the Program*

This code should be used when a juvenile is released from the program early for reasons other than those stated above.

*6: Program Terminated*

*Program Ended Early/Dissolved*

This code should be used if a program ends.

### Section 3: Target Population

Each program should be designed with a target population in mind. Target population is determined based on the most common juvenile complaints and criminogenic need areas.

### Section 4: 12 Month Recidivism (Rearrest) Rates

Recidivism is an indicator of program effectiveness. Recidivism is defined as rearrest for a new criminal offense within 12 months of program completion (not including violations of probation, Child in Need of Services or Supervision, and non-criminal traffic violations).

Program recidivism rates should not be greater than the overall recidivism rate of the local CSU. Likewise, program recidivism rates should not be greater than the recidivism rate of programs of the same program type statewide. Program recidivism data are outline in the Program Summary Report, which is available in CPR. Ongoing recidivism rates above the established target rate may result in those programs being reviewed for the appropriateness of continued funding.

The following programs do not require recidivism reporting: Outreach, Electronic Monitoring/GPS, and Shelter Care.



### Section 5: Other Key Measures

Other considerations for program design include the number of juveniles committed to DJJ, the number of youths detained, the availability of detention alternatives, and the availability of diversion programming. When evaluating programs, these considerations should be used to determine if there are service gaps that could be filled through other program options.

### Section 6: Locally Defined Outcomes

When evaluating programs, the locally defined goals that are identified on the approved plan must be measured. Performance indicators are necessary to assess and measure a program's progress in meeting the desired outcome. Two outcome measures are required for each goal. Plan and data contacts should be aware of what data are needed to report on these outcome measures and therefore, should plan accordingly to obtain the data.

### Section 7: Evidence-Based Principles and Programming

When possible, programs should utilize evidence-based practices and the principles of effective intervention. When evaluating a program's success, considerations include whether the principles are being followed with fidelity and if they are having an impact on the juveniles served through the program.

### Section 8: Maximizing All Funding Streams

Funding of services for juveniles on probation and parole supervision are available through DJJ's Regional Service Coordination Model. VJCCCA funds are a unique funding source that provides programming for juveniles on diversion plans and detention alternatives. In addition, prevention programming is available through VJCCCA funds. Therefore, when evaluating a program's success, it should be determined whether the locality is maximizing all funding streams for the greatest impact.

### Strategies for Improvement

Programs that fail to meet any of the outcomes listed above, should provide an explanation and strategies for improvement within each applicable section of the PER. Explanations should include:

- Cause of the identified issue (why the outcome was not met)
- Action that has been or will be taken to correct the identified issue
- Action that will be taken to ensure that the issue does not recur or continue
- Completion date for the action taken or to be taken
- Person responsible for ensuring that the corrective action will occur

## Technical Assistance and Monitoring

### Technical Assistance

According to 16.1-309.3(B) of the Code of Virginia, “the Department of Juvenile Justice shall provide technical assistance to localities, upon request, for establishing or expanding programs or services pursuant to this article.”

### Regional Meetings

Regional meetings will be held to provide updates and material, guidance on VJCCCA related tasks and reporting requirements, as well as relevant juvenile justice information. The times and locations of these meetings will be scheduled by your Program Coordinator. Accommodations for participation, including virtual options, will be made available.

### Training Opportunities

DJJ’s Training Unit offers a variety of training opportunities through the year. Local VJCCCA staff can register and attend these sessions on a space-available basis.

### Monitoring and Periodic Review

According to [16.1-309.9\(C\)](#) of the Code of Virginia, “the Department shall periodically review all services established and annually review expenditures made under this article to determine compliance with the approved local plans and operating standards.”

During the biennium, the Program Coordinator will make arrangements with the plan contact to conduct an audit of the programs and services specified on the VJCCCA plan. During the audit, the VJCCCA program must demonstrate an acceptable level of compliance with all statutory requirements, the approved local plan, applicable regulatory requirements, and applicable department procedures or manuals. The burden of proving compliance with the applicable requirements rests with program staff. Residential programs will be certified by the Department’s Certification Unit.

A portion of the audit will be on-site in the locality at a place designated by the plan contact. In many instances the information is located in several places. The Program Coordinator should be advised if this is the case so that an appropriate amount of time will be allocated for the review. However, it would be helpful if the review is conducted at a place where financial data, program evaluation data, and program records are available.

### Audit Findings

The audit findings will be reported to the plan contact along with a copy to the individual with supervisory authority over the plan contact. If DJJ determines that a program is not in substantial compliance with the approved plan or regulations, DJJ may suspend all or any portion of VJCCCA payments to the locality until there is compliance. DJJ will monitor the progress of the VJCCCA program in correcting the identified noncompliance through subsequent documentation and monitoring visits. The plan contact may appeal the audit findings and the withholding of funding, in writing, within 10 business days of receiving notice of the department’s intent to withhold the funding. Please refer to the “Appeals” section for further instructions. A copy of the Audit Forms can be found on the DJJ website.

### Case Record Review

All juveniles assigned to VJCCCA programs must have a case record. In accordance with [6VAC35-150-510](#), the case record shall always contain: current identifying and demographic information on the juvenile; court order, placement agreement, or service agreement; rules imposed by the judge or the probation officer, if applicable; and dates of acceptance and release. Furthermore, programs and services that provide counseling, treatment, or supervision shall: develop an individual service plan for each juvenile that shall specify the number and nature of contacts between the juvenile and staff; provide the individual service plan information to the supervising probation or parole officer, when applicable; document all contacts with the juvenile, the juvenile's family, and others involved with the case; and provide written progress reports to the referring agency at agreed upon intervals.

Where the CSU is responsible for the VJCCCA plan, all information pertaining to juveniles placed in VJCCCA programs and services must be kept as part of the CSU case record. Since the requirements for VJCCCA and the CSU are similar, the CSU must include a separate section in their case record that contains the required VJCCCA information in lieu of maintaining two case records on the same juvenile. The first inside tab is recommended. The tab should be divided and labeled to distinguish CSU information from VJCCCA information. Shared items (e.g., reports from vendors) may be kept in their normal place in the CSU file with a location reference to them in the VJCCCA running record.

## Definition of Terms

Balanced Approach	DJJ responds to juvenile offenders by providing effective interventions that improve the lives of youth, strengthening both families and communities by promoting a balance of programs and services that incorporates: Community Protection; Accountability; and Competency Development.
Board of Juvenile Justice	The body, appointed by the Governor, to provide policy oversight to the Department of Juvenile Justice in accordance with 66-4 of the Code of Virginia. Unless otherwise noted, “Board” refers to the Board of Juvenile Justice.
Chief Administrative Officer	The city manager or county administrator of the locality.
Combined Plan	A plan submitted by more than one locality for a complete pooling of VJCCCA funds, and for which one locality shall bear responsibility for the receipt, disbursement, and reporting requirements for all VJCCCA funds related to the plan.
Community Programs Reporting (CPR)	An internet-based database system designed to collect both financial and service data on programs and participants in VJCCCA.
Data Compliance Form	Form to be submitted annually indicating that all service data entered into CPR is complete and accurate.
Data Contact	An individual designated by the chief administrative officer to provide the required data about participants in VJCCCA funded programs and services. This person serves as the single point of contact to DJJ for data related issues. The data contact is responsible to the chief administrative officer to ensure that reports are accurate and timely.
Department (DJJ)	Unless otherwise noted, “Department” refers to the Department of Juvenile Justice.
Direct Service Personnel	Local or commission employees assigned to local, or commission operated programs or services who deliver programs or services directly to VJCCCA eligible juveniles.
Diversion	The provision of programs and services, consistent with the protection of the public and public safety, to juveniles that can be cared for or treated through alternatives to the juvenile justice system as provided for in § 16.1-227 of the Code of Virginia.
Expenditure	While many localities may allow programs to encumber funds, the Code of Virginia specifically speaks to the “expenditure” of funds. Consequently, localities must have incurred the expense by June 30 of

a given year. Payment must be processed before the locality closes its books for the year. This follows the accrual method of accounting.

Expenditure Compliance Form	Form to be submitted annually indicating that all VJCCCA expenditures are in accordance with §§ 16.1-309.3(C) (non-supplantation of funds); 16.1-309.6 (expenditure of Maintenance of Effort); and 16.1-309.9 of the Code of Virginia.
Fiscal Adjustment Form (FAF)	The mechanism by which a locality advises the Department of budget adjustments to the plan within set limits, and verifies that the chief administrative officer, judge(s) and court service unit director have been notified.
Fiscal Agent	The locality that acts on behalf of all localities within a combined plan, with respect to all financial and reporting matters related to the VJCCCA.
Fiscal Year	July 1 through June 30 of the subsequent year. For example, FY2023 runs from July 1, 2022, through June 30, 2023.
Indirect Costs	Those costs for a common or joint purpose that support one or more non-VJCCCA cost objectives (contract, award, project or program). Indirect costs are not allowed. These are costs that do not directly contribute to the operation of a VJCCCA program or service. For example, the locality may not take 5% of the VJCCCA allocation to cover overhead or expenses incurred processing VJCCCA services.
Local Plan	A document or set of documents prepared by one or more localities pursuant to § 16.1-309.3(D) of the Code of Virginia, describing a range of community-based sanctions and services addressing individual juvenile offenders' needs and local juvenile crime trends.
Local Planning Team	A group of people who meet to develop the VJCCCA plan based on a review of community data, identification of needs, determination of service gaps and identification of resources to fill the identified needs. The team should include: judge(s), court service unit (CSU) staff, community policy and management team (CPMT) representation, office on youth (OOY) director, representatives of child serving agencies, plan contact, and data contact.
Maintenance of Effort (MOE)	Local funding that the locality must spend first, to be eligible to expend the state allocation.
Monitoring Visit	In years alternating with the periodic review, a monitoring visit is conducted, which may include case records reviews, data, personnel information, progress made on plans of action, as well as interviews of plan officials and program personnel.

Optional Local Funding	Local funding a locality chooses to contribute to VJCCCA programs and services beyond the required maintenance of effort.
Other Funding	Funding such as user fees, USDA, revenue from other localities, recovered costs for non-VJCCCA placements, federal or private grants, etc. that support VJCCCA programs or services.
Periodic Review	A formal on-site review of the VJCCCA plan to ensure that the locality is operating according to the plan and that all applicable regulations and requirements are being met. The periodic review will include case records reviews, data and financial reviews, personnel information, progress made on plans of action, as well as interviews of plan officials and program personnel.
Plan Contact	Single point of contact designated by the chief administrative officer to be responsible for ensuring development, coordination, implementation, operation, monitoring and evaluation of the locality's VJCCCA plan. This contact is identified in the local plan and is the official contact person for DJJ. The chief administrative officer must notify DJJ should the plan contact change during the biennium.
Program	A coordinated set of activities designed to produce specific changes for a particular client base. Programs have structure and processes that are defined in enough detail to allow the program to be duplicated by others.
Program Coordinator	DJJ staff that conducts periodic reviews and monitoring visits of VJCCCA plans, offers technical assistance, conducts regional meetings, and provides training.
Provider	An agency, organization or association that delivers a program or service funded through the VJCCCA.
Regulation	Any statement of general application, having the force of law, affecting the rights or conduct of any person, adopted by an agency in accordance with the authority conferred on it by applicable basic laws. This manual primarily addresses the Regulation for Nonresidential Services (6VAC35-150) and includes references to the Regulation Governing the Monitoring, Approval, and Certification of Juvenile Justice Programs and Facilities (6VAC35-20) and the Regulation Governing Juvenile Group Homes and Halfway Houses (6VAC35-41).
Resolution	A document promulgated by the local governing body (city council, board of supervisors) that sets out terms of participation in the VJCCCA.
Sanction	Disciplinary actions, restrictions, limitations, suspension of privileges, or increases in levels of supervision.

Serious Incident Report	The method for reporting to the Department of Juvenile Justice any serious incident while participating in or operating a VJCCCA program or service.
Service	A limited set of related activities for a specific purpose. A service could be one of the activities of a program, or it could exist alone.
Service Population	The specific segment of the target population that a program or service is designed to serve based on offenses, risk level, needs, etc.
Start-Up Costs	One-time costs incurred to develop new programs or services. Costs may include equipment, program specific curricula or materials.
State Allocation	State general funding that DJJ provides to the locality to support VJCCCA programs and services.
Target Population	Juveniles who have been screened for needing community diversion or community-based services using an evidence-based assessment protocol or are before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision, or delinquent per 16.1-309.2 of the Code of Virginia.

## APPENDIX

[Link to: Chapter 150. Regulation for Nonresidential Services](#)

[Link to: Chapter 20. Regulation Governing the Monitoring, Approval, and Certification of Juvenile Justice Programs and Facilities](#)

[Link to: Chapter 41. Regulation Governing Juvenile Group Homes and Halfway Houses](#)