



Advisory Committee on Juvenile Justice and Prevention

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1875 New Market Road

Henrico, VA 23231

AGENDA

September 14, 2021

- **Call to Order and Welcome**
- **Introductions**
- **Approval of Minutes**
- **Approval of the ACJJP Bylaws**
- **DCJS Updates**
- **Formation of ACJJP Grants Subcommittee**
- **ACJJP Subcommittee Report**
- **Approval of Remote Participation Policy**
- **Presentation**
City of Richmond Department of Justice Services Title II Grant Overview: 2020
Reducing Racial and Ethnic Disparities in Juvenile Justice
- **Roundtable Discussion**
2022 Juvenile Justice Legislative Priorities
 - **Rise for Youth**
 - **Member Priorities (if anyone wishes to share and receive input)**
- **Public Comment**
- **Adjournment**



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City of Richmond, Virginia

Advancing Equity in Youth Justice Reform

Final Observation Summary

The W. Haywood Burns Institute (BI) is a black-led national, non-profit with a diverse team of bold visionaries, working to transform the administration of justice. Always challenging racial hierarchy and the social control of communities of color by the justice sector and other public systems, BI employs strategies and tactics to establish a community centered approach of justice administration that is anchored in structural well-being.

The Department of Justice within the City of Richmond continues engaging in youth justice reform work. The Department of Justice in the City of Richmond has worked within the JDAI framework for many years and is ready to dig deeper into their data, knowledge of structural bias, and community engagement efforts.

The Department of Justice in Richmond, Virginia received support for this work with an assessment to better understand their reform work and to establish concrete next steps for ongoing racial and ethnic disparity work. A racial and ethnic disparities training is another area they received support to assisting with the current reform work for the City of Richmond for the Department of Justice.

BI provided three trainings to key identified stakeholders. Overall, the trainings provided participants with information on the essential components to a successful and sustainable effort to reduce racial and ethnic disparities. BI provided one meeting with key identified stakeholders for debriefing; to include strategic planning for development and implementation of racial and ethnicity disparity practices and outcomes.

BI introduced participants to core concepts related to race, equity and inclusion issues and provided a historical perspective regarding the impact of structural racism on the development of human services work. BI offered pre-reading materials for the group to review prior to the training experience. The training included the following modules:



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- Level Setting

- a. Shared Language

Establishing a common language for colleagues to engage in racial/ethnic equity and inclusion work is a critical component of this work. It offers staff an opportunity to get more familiar with newer concepts and terms, while reducing anxieties about saying the “wrong thing” during trainings and discussions about race.

- b. Mental Models

A mental model is an explanation of someone’s thought process about how something works in the world. It is a representation of the surrounding world, the relationships between its various parts and a person’s intuitive perception about their own acts and consequences. Examining the roots of our thinking, helps us understand why we experience things the way we do. This is a critical component of understanding racialized assumptions, perspectives, and beliefs in response to patterns and events.

- c. Person, role, system

The person-role-system is a framework for thinking about and designing results engagements. It is a mental model used to formulate strategies for transformation and change by understanding the dynamic, reciprocal relationships between and among persons in role and the systemic structures in which they function. The BI introduces this framework through a race/ethnic lens that allows participants to dive deeply into the role race plays in systems change and transformative strategy development.

- Establishing Shared Values/ Working Agreements
- Historical Competence - BI will offer participants a deep dive into the history of youth serving systems with an emphasis on youth justice and child welfare. With this historical overview, participants gain a deeper understanding of how we got here, and what we need to consider eliminating racial and ethnic disparities within systems.
- The Importance of Data Fundamentals for Success
- Importance of Centering Community and Community Engagement



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The learning objectives from the technical assistance and support given to Richmond include:

1. Gained knowledge of the historical context of race and ethnicity in the Youth Justice system.
2. A framework to develop and implement an effective and active work plan to reduce the use of secure detention for low- risk youth of color.
3. Improved capacity to strategically utilize data to identify and analyze decision points.
4. Understand the concept of utilizing data to identify “target populations/policies” to develop reforms strategically and effectively.
5. Benefit from reforms implemented in other sites that have led to reductions in the use of secure detention for low-risk youth of color.
6. Can apply the concepts introduced in the training.
7. Understand the value and importance of engaging community in local equity reform efforts.

Through its work in many jurisdictions struggling to address racial and ethnic disparities, the BI recognizes the need to provide stakeholders with a safe space to begin a dialogue about the commitment and capacity it takes to effectively promote racial and ethnic equity. Richmond should continue

In assessing a jurisdiction’s readiness for equity reform, the BI does not assume to predict the actual commitment a jurisdiction will eventually make nor the course of action it will take to address its R.E.D. issues. Further, this assessment conducted is not designed to regurgitate the county’s youth justice policies. Instead, BI seeks to highlight what might appear as subtle issues that may impact R.E.D; and to identify strengths and areas for improvements which may affect the jurisdiction’s ability to engage in equity reform.

Furthermore, it provides recommendations for changes in policy, practice and programming that can reduce unnecessary or inappropriate detention and racial and ethnic disparities. The assessment components included:

- System analysis

The Burns Institute team reviewed several key documents that provided context for juvenile justice system operations in the County assessed. The documents and data requested include:

1. Detention Risk Assessment Instrument (RAI)
2. Relative Rate Index (RRI) Data



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3. Juvenile justice and detention data disaggregated by Race/Ethnicity for the past calendar year including, but not limited to,
 - *Referrals to detention by referral source;*
 - *Admissions to detention by offense or technical administrative violation;*
 - *Average Length of Stay (ALOS) in detention by offense;*
 - *Average Daily Population (ADP) in detention;*
 - *Alternative to Detention Utilization; and*
 - *If applicable, Risk Assessment Instrument utilization and override rates.*
4. Juvenile Justice System Flow Chart; and
5. Prior Disparity or Disproportionality Reduction Related Assessment Reports.

Important to note some of the system information was not available for review. Due to some of the challenges in engaging in the full RAC, we encourage Richmond to complete the full RAC with BI when time and funding allows. Completing interviews with stakeholders are valuable and provide a second level of need and support to guide the strategies of the racial equity work. The observations for taking the work to elevated effectiveness for improving outcomes of youth of color being served by the youth justice system are the following:

1. Richmond should continue ensuring their collaborative is structured within membership of diverse leaders and participants mirroring the people being served within the justice system.
2. To adequately and meaningfully engage in moving racial and ethnic disparities work forward; each collaborative or workgroup must determine its respective purpose, goals, and objectives, the activities necessary to realize them, the parties responsible for those activities, and accountability measures throughout every system agency to ensure that they are carried out. This reflection and assessment are important for sites who are considered mature in their participation within reform work. Specifically, to racial equity work, collaborative members should be reflective of the needs of the priority focus work with a clear balance of system and community stakeholders.



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3. Best practices for racial equity work include fostering an organizational culture understanding the historical creation of America making up the current structural racism system. Richmond should continue to develop opportunities for all staff within their organizations to participate in racial equity trainings and intentionally develop an action plan using the transfer knowledge to be purposeful in application for sustainability and change.
4. Richmond should revisit the inclusiveness of formal impacted individuals participating in this work. Those who are the most affected by the justice system hold the best solutions for racial equity outcomes. BI provides Richmond with guidance on how to effectively work with formally impacted individuals and the levels of engagement to ensure their voices are included within policy and practices changes.
5. There are many dedicated people withing the collaborative members currently, some of whom have been engaged since the beginning of this effort. However, it is unclear how many individuals are genuinely involved in wanting to engage in the structural racism dismantling work. The structural awareness tool and insight it provided helped indicate how some leadership would benefit from additional or deep dive training on white supremacy culture and ideations impacting decision making within the justice sectors for dismantling structural racism.
6. Richmond should continue transferring the knowledge of what structural racism is and how it applies to the barriers of advancing racial justice work in site. Developing a training for all levels of staff and agencies specific to structural well-being will support the alignment of vision and mission for cross sector efforts.
7. The partnerships with community providers should focus on value driven components ensuring reducing disparities for youth of color. It is critical innovative practices are reviewed and implemented to support culturally responsive and individualized support plans for youth of color.
8. Richmond should revisit their detention risk tool and other risk tools used supporting neutral-race or colorblind methods. Negotiating the principle that justice is colorblind and race-neutral thereby negating the necessity to address policies and practices that reflect racialized social control.



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9. Richmond should continue taking the challenge on of dismantling the very structure of government and its inability to move across sectors to address complex human needs. The use of the cross-sector collaborative can be structured to address the challenges in sharing resources and power within sectors but especially with community.

An essential component to reducing racial and ethnic disparities in the criminal justice system is the capacity to collect, analyze and utilize data to improve outcomes for people of color. Stakeholders must have the ability to accurately identify characteristics of youth involved in the justice system to know where to target their efforts to improve outcomes for youth of color. To do so, system stakeholders and analysts must not only collect certain data, but they must know the appropriate data-related questions to ask to drive the reform initiative forward. Stakeholders and analysts must evaluate gaps in current data systems and the quality of the available data. Finally, stakeholders must use data to inform changes to policies, practices, and programs. Efforts to improve data collection and analysis are inadequate without action.

BI uses a three-step process for using data to identify racial and ethnic disparities and reduce justice system involvement for people of color. The application of this process must take place in the right context. Rather than being “siloeed” into its own committee or only reviewed by leadership, data must inform the goals and strategies of each subcommittee. Collaborative members must regularly review relevant data, as well as pose and answer data-related questions to interpret the data and use it to drive the equity reform efforts. System stakeholders must be willing to share data with community members to increase transparency and allow community partners to provide insight around system improvements. Training for collaborative members in how to interpret and use data is often helpful.

Step 1: Understand the extent of disparities.

During the initial step, a jurisdiction must identify whether and to what extent disparities exist at various decision-making points throughout their criminal justice system. BI suggests that jurisdictions consider multiple metrics to understand the extent of disparities. This is true at the macro level (i.e., key decision-making points like arrest or jail admissions) and at the micro level (i.e.: target populations like admissions to jail for probation violations). Metrics should include:

- (1) **Volume / Counts:** Number of people involved in justice system.
- (2) **Rate per Capita:** Likelihood of system involvement compared to the population.



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- (3) **Rate per prior decision-making point:** Likelihood of penetrating more deeply into the justice system, compared to the prior decision-making point.
- (4) **Disparity Gap (comparing per capita rates):** Ratio of rates or relative likelihood of system involvement for people of color per capita compared to White per capita.
- (5) **Disparity Gap (comparing rates per prior decision-making point):** Ratio of rates or relative likelihood of system involvement for people of color per prior decision point compared to White per prior decision point.

Step 2: Select target populations, dig deeper, and implement changes to policy and practice.

In BI's experience, stakeholders can achieve significant reductions in R.E.D. by implementing policy solutions that focus on specific target populations. The solutions for each target population vary, but the work to reduce disparities become more feasible when focusing on discrete populations. Analysis should focus on structural barriers, particularly policies and practices that may unintentionally exacerbate inequities. A systems analysis helps stakeholders identify solutions by considering the context in which internal policies result in barriers to positive outcomes for people of color in contact with the justice system.

Step 3: Measure progress in the implementation of strategies to reduce R.E.D.

Once new policies and practices are implemented or piloted (or existing ones modified), measuring progress is critical. Without clear objectives and a process in place to measure progress, stakeholders will not be able to fully understand whether a specific strategy is having the intended impact. Monitoring interventions is also useful to document success and share strategies with others in the field. As changes in each target population become apparent, the process for selecting additional target populations and developing new strategies to reduce disparities begins again. Stakeholders should institutionalize a process of utilizing data as part of the reform work.

The data available for Richmond clearly indicates the disparity gaps for Black and Latino youth within every decision point of the continuum. We recommend data continues to be transparent and accessible to the public as an early step in the improving system process. A concerted effort should keep being the focus for informing people of the detention population data, educate the community on how to use the data and their voices for solutions, and to hold system accountable for ensuring they are following the data suggestive areas of need and priority.



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The work of Richmond should be inclusive of racial equity components through its entirety and not in the middle or end of the reform efforts. All of Richmond's work should be focused on racial equity measures.

The active participation of community leaders from the areas most affected by the criminal justice system is another critical component of the work to reduce racial and ethnic disparities. The community stakeholders often bring information and insight into the collaborative, as well as a sense of urgency at times missing from system stakeholders. In addition, community partners often represent untapped resources that are well positioned to provide diversion programming and/or alternatives to incarceration. The BI commonly refers to such collaboration between community representatives and system stakeholders as "community engagement (CE)."

The BI recommends Richmond develop a comprehensive community engagement plan to build/deepen relationships with community members and organizations in order to: (1) guide and sustain initiative goals, outcomes, and activities in collaboration with justice system stakeholders; (2) gain a better understanding of the community's needs as related to marginalized, under-represented individuals and communities within Richmond County (3) develop partnerships with community-based organizations rooted in communities most severely impacted by the justice system.

Developing and implementing a holistic CE plan will be instrumental in transforming transactional relationships towards building more transformational, long-term partnerships needed for sustaining any reduction of racial and ethnic disparities within the County's justice system. It is critically important that the leadership groups within Richmond be mindful regarding how it transitions from the philosophical/historical context of how racial equity disparities exist in Richmond County, to the development and implementation of concrete policy/practice changes that will directly reduce system involvement for individuals and communities of color. Ensuring that the existing local leadership/Implementation teams have established clear goals and outcomes for engaging community stakeholders in the JDAI work will be critical for sustaining any policy/ practice changes.

Our President and Founder, James Bell, states how the persistent and seeming intractable nature of race and ethnicity in the justice apparatus presents significant dangers for communities of color. Genuine and lasting solutions for change require deep dives into the local institutional and community cultural norms that affect each local justice apparatus. It is in this space beyond data that the BI's new agenda is engaging and recommends for sites to move toward.



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The background of the slide features a light gray gradient with several realistic water droplets of various sizes scattered across the surface. A faint, circular fingerprint pattern is centered in the upper half of the image, overlapping the text area.

RICHMOND R.E.D. OBSERVATION


DCJS GRANT FUNDED PROJECT – HAYWOOD BURNS INSTITUTE

BI TECHNICAL ASSISTANCE

- JUSTICE SERVICES
- 13TH DISTRICT COURT SERVICES UNIT
- PUBLIC DEFENDER'S OFFICE
- COMMONWEALTH'S ATTORNEY'S OFFICE
- JUDICIARY
- RICHMOND POLICE DEPARTMENT
- SOCIAL SERVICES
- HEALTH DEPARTMENT
- MAYOR'S OFFICE
- RICHMOND BEHAVIORAL HEALTH
- PARKS AND RECREATION
- COMMUNITY WEALTH BUILDING
- RICHMOND PUBLIC SCHOOLS



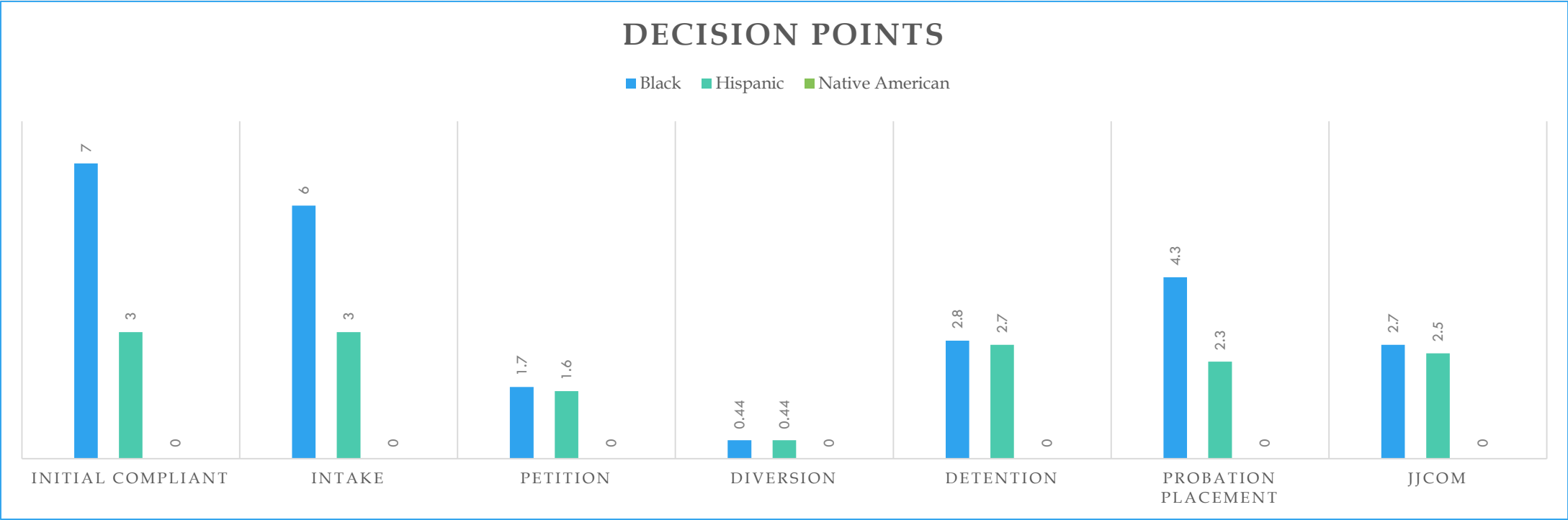
BI'S APPROACH TO ADVANCE WELL-BEING

- ANCHOR THE WORK
 - AWARENESS OF STRUCTURAL RACISM
 - ESTABLISH A CROSS SYSTEMS COLLABORATIVE
 - CENTER COMMUNITY
 - CROSS SECTOR DATA
 - CROSS SECTOR TRANSFORMATIONAL CHANGE
- 

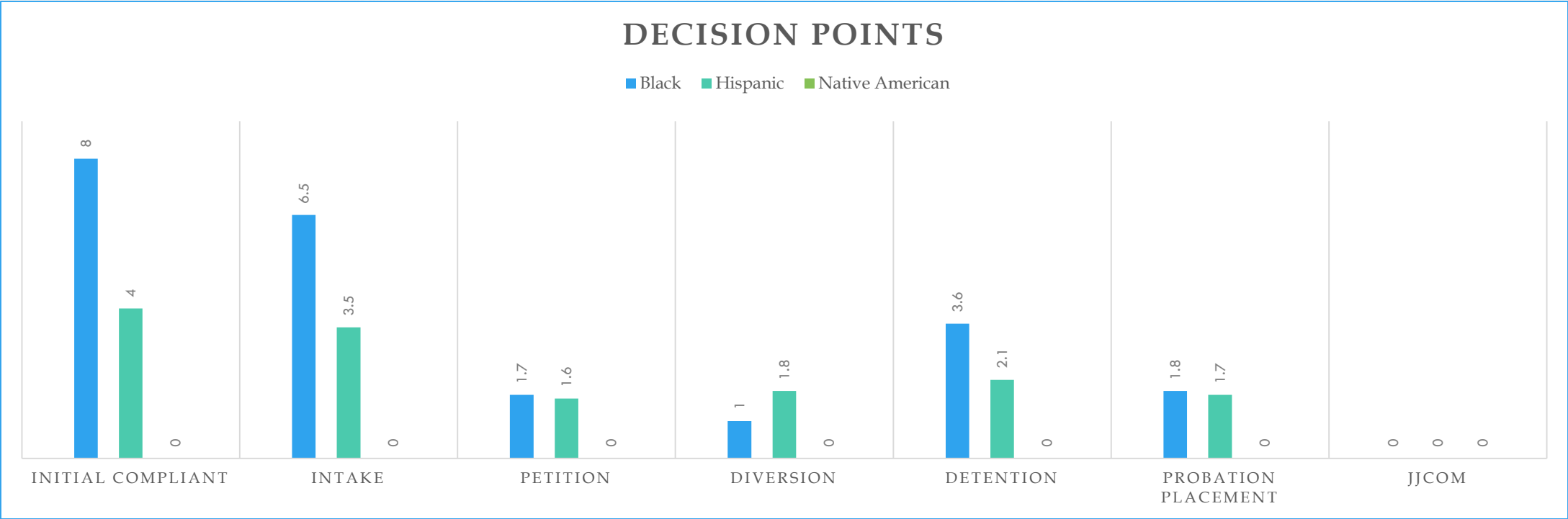
POINTS TO CONSIDER

- ARREST RATES FOR JUVENILES HAVE DROPPED BY HALF WITHIN THE LAST 10 YEARS.
- THE RELATIVE RATE (WHICH COMPARES THEM) HAS REMAINED THE SAME. THIS MEANS THAT THERE HAS NOT BEEN A SIZABLE IMPACT ON RED DESPITE AN IMPRESSIVE DROP IN YOUTH ARRESTS.
- ARE YOUTH OF COLOR COMMITTING MORE CRIME, THUS RESULTING IN A HIGHER ARREST RATE?
 - THE DISPROPORTIONATE CRIMINALIZATION OF COMMON MISBEHAVIOR FOR ADOLESCENTS, COMBINED WITH DIFFERENTIAL ENFORCEMENT OF ILLEGAL BEHAVIORS HAS LED TO SHARPLY DIFFERENT ARREST RATES THAT DO NOT CORRELATE WITH DIFFERENCES IN SELF-REPORTED BEHAVIOR BETWEEN WHITE AND BLACK ADOLESCENTS.
 - DIFFERENCES HIGHLIGHT THE NEED TO DECRIMINALIZE CERTAIN OFFENSES (STATUS OFFENSES) OR CLOSELY EXAMINE TECHNICAL VIOLATIONS.
- THE WORK TO REDUCE DISPARITIES BECOMES MORE FEASIBLE WHEN FOCUSING ON DISCRETE POPULATIONS. ANALYSIS SHOULD FOCUS ON STRUCTURAL BARRIERS, PARTICULARLY POLICIES AND PRACTICES THAT MAY UNINTENTIONALLY EXACERBATE INEQUITIES.

RICHMOND R.E.D. DATA 2019



RICHMOND R.E.D. DATA 2020



RECOMMENDATIONS

- UTILIZE THE STRUCTURAL AWARENESS TOOL AND INSIGHT IT WILL PROVIDE TO HELP INDICATE HOW SOME LEADERSHIP WOULD BENEFIT FROM ADDITIONAL OR DEEP DIVE TRAINING ON WHITE SUPREMACY CULTURE AND IDEATIONS IMPACTING DECISION MAKING WITHIN THE JUSTICE SECTORS FOR DISMANTLING STRUCTURAL RACISM.
- DEVELOP A TRAINING FOR ALL LEVELS OF STAFF AND AGENCIES SPECIFIC TO STRUCTURAL WELL-BEING WILL SUPPORT THE ALIGNMENT OF VISION AND MISSION FOR CROSS SECTOR EFFORTS.
- CAPACITY TO COLLECT, ANALYZE AND UTILIZE DATA TO IMPROVE OUTCOMES FOR PEOPLE OF COLOR. STAKEHOLDERS MUST HAVE THE ABILITY TO ACCURATELY IDENTIFY CHARACTERISTICS OF YOUTH INVOLVED IN THE JUSTICE SYSTEM TO KNOW WHERE TO TARGET THEIR EFFORTS TO IMPROVE OUTCOMES FOR YOUTH OF COLOR.

RECOMMENDATIONS CONT.

- DATA CONTINUE TO BE TRANSPARENT AND ACCESSIBLE TO THE PUBLIC AS AN EARLY STEP IN THE IMPROVING SYSTEM PROCESS. A CONCERTED EFFORT SHOULD KEEP BEING THE FOCUS FOR INFORMING PEOPLE OF THE DETENTION POPULATION DATA, EDUCATE THE COMMUNITY ON HOW TO USE THE DATA AND THEIR VOICES FOR SOLUTIONS, AND TO HOLD SYSTEM ACCOUNTABLE FOR ENSURING THEY ARE FOLLOWING THE DATA SUGGESTIVE AREAS OF NEED AND PRIORITY.
- RICHMOND DEVELOP A COMPREHENSIVE COMMUNITY ENGAGEMENT PLAN TO BUILD/DEEPEN RELATIONSHIPS WITH COMMUNITY MEMBERS AND ORGANIZATIONS IN ORDER TO: (1) GUIDE AND SUSTAIN INITIATIVE GOALS, OUTCOMES, AND ACTIVITIES IN COLLABORATION WITH JUSTICE SYSTEM STAKEHOLDERS; (2) GAIN A BETTER UNDERSTANDING OF THE COMMUNITY'S NEEDS AS RELATED TO MARGINALIZED, UNDER-REPRESENTED INDIVIDUALS AND COMMUNITIES WITHIN RICHMOND COUNTY (3) DEVELOP PARTNERSHIPS WITH COMMUNITY-BASED ORGANIZATIONS ROOTED IN COMMUNITIES MOST SEVERELY IMPACTED BY THE JUSTICE SYSTEM.