

MAY 18, 2018



OJJDP FY 2018 TITLE II FORMULA GRANTS PROGRAM

KENTUCKY DEPARTMENT OF JUVENILE JUSTICE

1025 CAPITAL CENTER DRIVE, FRANKFORT, KY 40601

3. PROGRAM NARRATIVE

The Kentucky Department of Juvenile Justice is the authorizing agency for the Title II Formula Grants program.

A. DESCRIPTION OF ISSUE

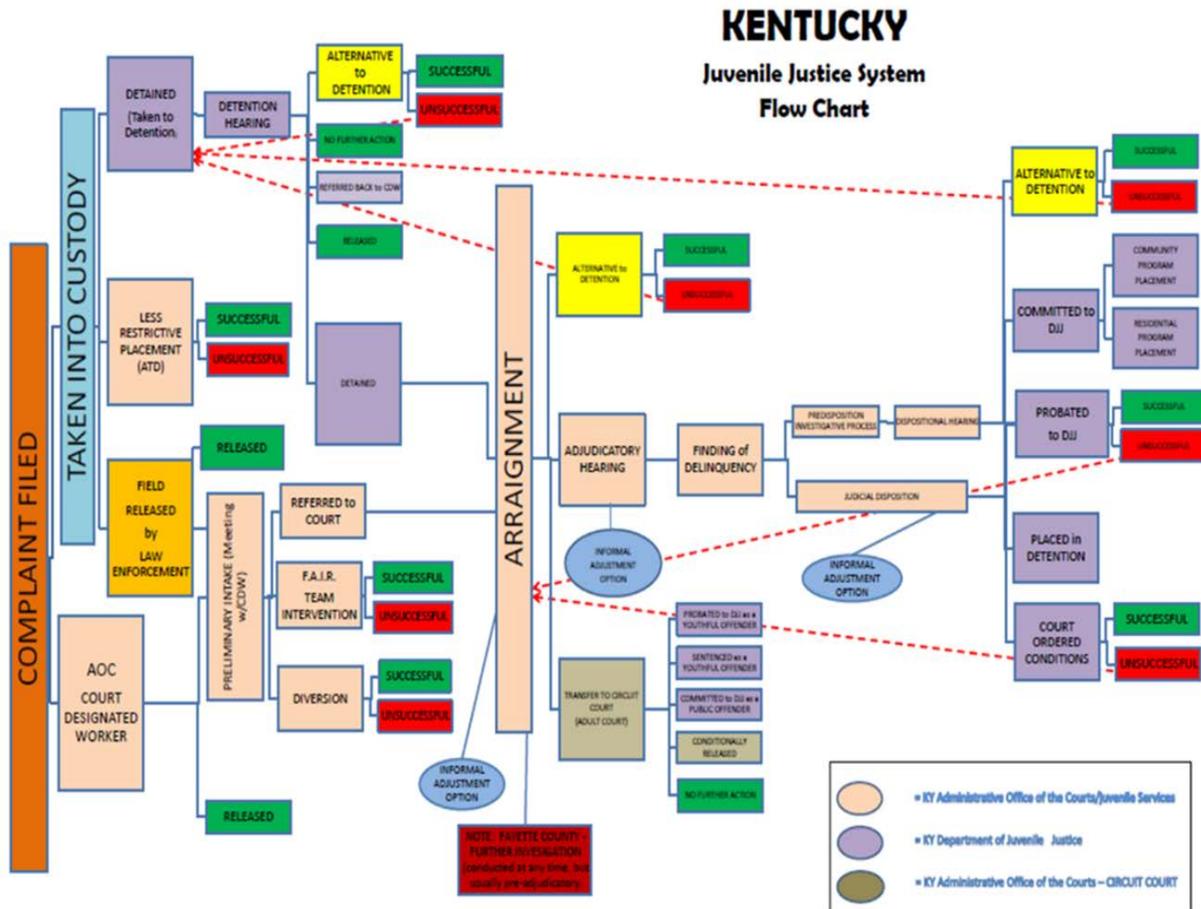
1. System Description

The Kentucky Unified Juvenile Code is found in Chapters 600 – 645 of the Kentucky Revised Statutes (KRS 600 – 645). This Unified Juvenile Code generally applies to all youth under the age of eighteen (18) years; although in some cases juvenile jurisdiction is retained until the age of twenty-one (21) years. This code includes youth cases for dependency, neglect and abuse; termination of parental rights; status offenders; public offenders; youthful offenders; and mental health actions involving juveniles.

The Kentucky General Assembly substantially revised the Unified Juvenile Code in 1996, when the Department of Juvenile Justice was created, with the passage of House Bill 117 (HB 117). At this time, the jurisdiction for public and youthful offenders was transferred from the Cabinet for Families and Children (CFC) to the newly created Department of Juvenile Justice (DJJ). In 2000, in order to incorporate the status offender requirements of the Juvenile Justice and Delinquency Prevention Act (JJDP Act) into Kentucky's juvenile code, it was again substantially changed.

The following illustration of the *Kentucky Juvenile Justice System's Flow Chart* (Figure 1) provides an overview for the manner in which a youth may move through the Kentucky juvenile justice continuum. It is pertinent to note that the first stage of a youths' entry into the system begins at the Complaint; Kentucky does not "arrest" youth, although data gathered and reported by varied agencies may reflect "arrests" data for the youth population.

Figure 1:



This chart presents a visual depiction of key stages and decision-making points for pre and post-adjudicatory handling of accused or adjudicated youth. A more in-depth description of Kentucky processes is available in *Attachment A* of this application information.

Numerous other non-profit, government, and community-based services are not included in this chart, except in as much as they may provide diversion programming or referral for the major system stages. Youth typically enter the system at the law enforcement stage or the county attorney stage if referred for non-delinquent matters. Youth then travel the course of the cycle until they complete an exit condition or age-out of the system.

2. ANALYSIS OF JUVENILE DELINQUENCY PREVENTION NEEDS AND FOCUS **PROBLEM STATEMENT**

In 2014, Kentucky initiated a comprehensive juvenile justice reform that resulted in the passage of Senate Bill 200. At the time of the reform, Kentucky had the fourth (4th) highest rating for juveniles who were detained for status offenses. Prior to this reform effort, millions of dollars and an over-abundance of resources were being allocated for out-of-home placements for status and low-level public offenses through the Kentucky Department of Juvenile Justice and the Kentucky Department of Community-Based Services.

Through an in-depth evaluation of the Kentucky system by the PEW Charitable Trust, Unified Juvenile Code Task Force from 2013 – 2014, it was determined that the amount of time that youth misdemeanor violators were spending in out-of-home placements was closely aligned with the amount of time that a youth adjudicated of a felony offense spent in out-of-home placement (PEW, 2013). The following table (Figure 2), borrowed from the PEW Trust information found in the *Kentucky Juvenile Corrections System's Drivers Report* (2013), depicts outcomes that indicated 37% of the youth being disposed in the State, pre-reform, were misdemeanants; entering the most restrictive placements within the juvenile justice system. One of the contributing factors isolated through this pre-reform assessment indicated that this

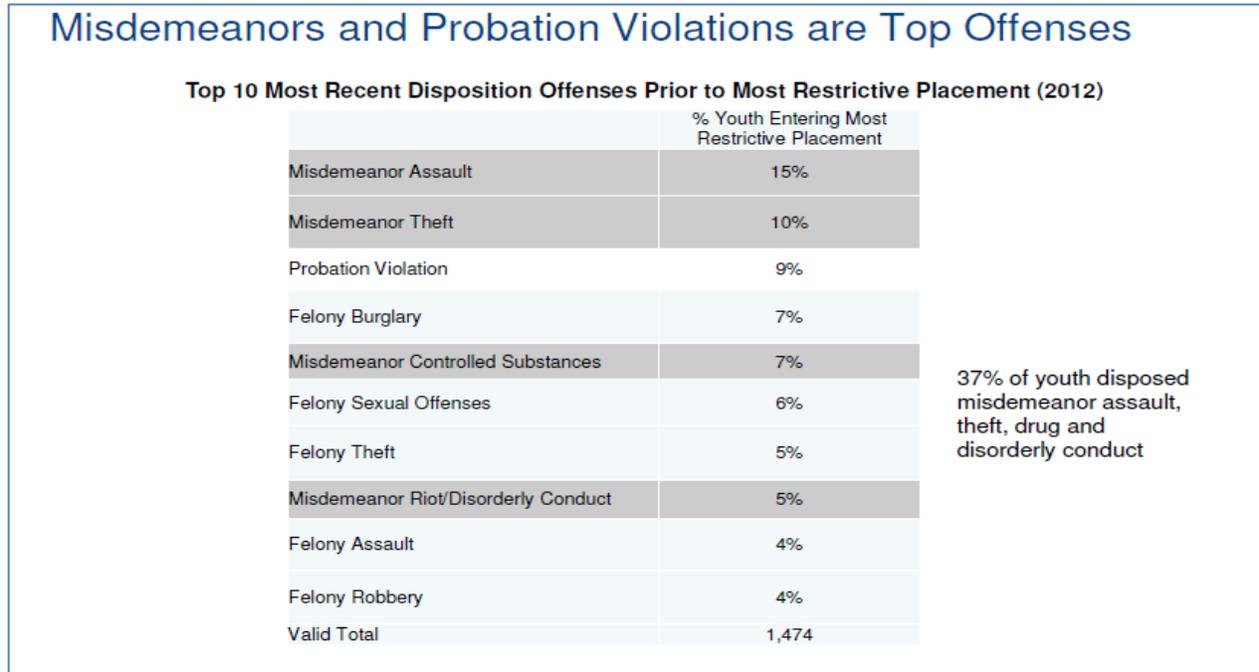


FIGURE 2: KENTUCKY: PRE REFORM OUT-OF-HOME PLACEMENTS

significantly high percentage of status or low-level public offense placements in out- of-home environments may partially be attributed to limited community services and alternatives available in local jurisdictions for this population of youth.

Kentucky continues to evaluate and monitor progress related to reform efforts and outcomes. Information gathered for the purpose of isolating needs related to Kentucky’s juvenile justice problems, presented in this section, were predominantly derived at through information borrowed from the 2016 and 2017 SB 200 Performance Measurement reports compiled by the Crime and Justice Institute at the CRJ (Lachman, P. 2016 and 2017) for the State of Kentucky, as a part of the Smart on Crime efforts. A broader range of report outcomes from these cited reports can be found in Appendix N, the *Kentucky’s 2018 Juvenile Justice Problem/Needs Assessment Data Detail Report*. What follows is a snapshot of select information that supports the decision of the State, with guidance from the Juvenile Justice Advisory Board (JJAB) to focus efforts and support in local communities aimed at delinquency prevention and DMC, where applicable.

It is recognized that prevention must be addressed in a different ways, as there is not one specific circumstance that places a youth into the juvenile justice system. Issues surrounding socioeconomic disadvantages, racial and ethnic disparities, substance abuse, trauma events, and homelessness are just some of the circumstances that have high rates of leading youth into the justice system. A discussion of those issues follows, to illustrate the overarching need for an overall prevention focus rather than a situation specific focus.

As noted previously, in the Kentucky juvenile justice system, the first stage of entry is at the point of a “Complaint.” Although Kentucky State Police (KSP) captures and report, youth violations in terms of “arrests” in their data, it is not the official term utilized for the juvenile justice processes; nor is it the most accurate measurement of youth entering into the juvenile justice system. KSP data compiled from the years 2012 – 2016 were examined and are available for reference in Appendix N.

Figure 3 indicates a gradual decline is noted for youth-related Public Offenses (PO), showing the most recent data, spanning from 2012 through 2017, reflecting data for

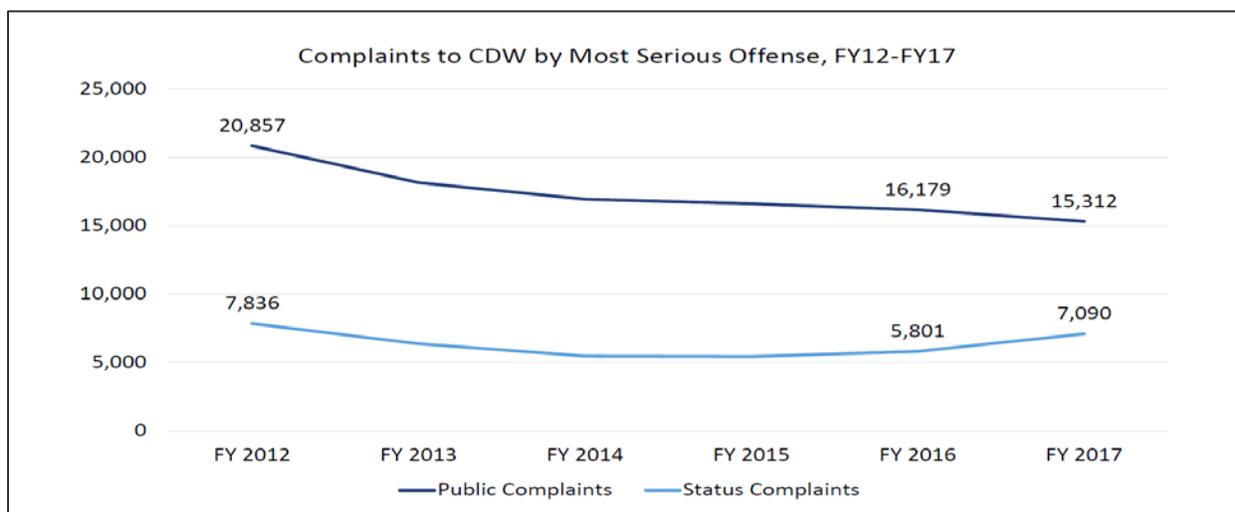


FIGURE 3: KENTUCKY: COMPLAINTS FILED FY 2012 -2017

The information reflected in Figure 3 shows that while the number of youth charged with a Public Offense showed a gradual decline from FY2012 – 2017, the number of Status Offenses showed a minor decline from FY2012 to FY2014, then plateaued in FY2015, which then led to a gradual upturn beginning in FY2016 and continuing into FY2017. Key questions that arose in response to this depiction of complaint changes, the decrease in public offense complaints and the increase in status offense complaints are as follows:

- What is fostering the decrease in public offense complaints?
- What is driving the increase in the status complaints?
- Are the systemic changes regarding referral practices impacting either of these complaint levels over the past 5 years and how?

Figure 4 (below) shows an increasing proportion of truancy complaints among the status complaints over the past five (5) years.

Charge Level for Status Complaints			
	FY 2012	FY 2016	FY 2017
Habitual Truancy	52%	68%	71%
Beyond Control	32%	16%	12%
Runaway	8%	12%	11%
Alcohol Possession < 18	4%	3%	2%
Tobacco Possession < 18	3%	1%	2%
Other	0%	0%	1%
Total	7,836	5,801	7,090

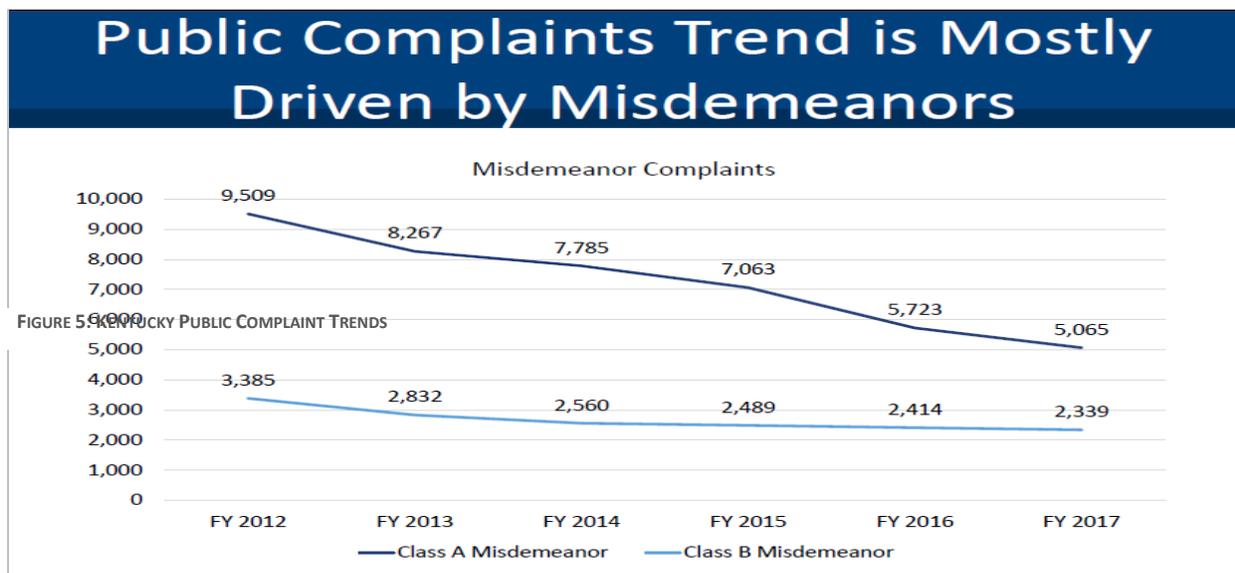
FIGURE 4: KENTUCKY: CHARGE LEVEL FOR STATUS COMPLAINTS - TRUANCY IMPACT

Further examination of the data, with change in variables, may produce a different trend.

For instance:

- What would the trajectory of the Status Complaints be if truancy infractions were removed from the equation?
- If contempt complaints were eliminated from the Public Offense Complaints, would there be a greater or lesser?

The SB 200 Performance assessment (2017) information indicated, as depicted in Figure 5, that juvenile public complaints are being driven by misdemeanor complaints. The report also indicated that felony complaints have increased since 2014, the year that the Senate Bill 200 was



adopted. What is the causation for these trends; youth characteristics or system’s decision-making? Continued examination of outcomes related to changes that have occurred and impacts resulting from the adoption of the SB 200 are being monitored to determine next steps for continued reform.

Kentucky has responded to the identified need to address status offenses and low-level complaints, and out-of-home placements in a variety of ways. As the following table indicates (Figure 6), the use of diversion agreements is on the increase. The adoption of the Family Accountability, Intervention and Response Teams in all Kentucky jurisdictions and the

movement towards Community-Based interventions versus out-of-home placements for low level offenders has brought to focus the need for additional community resources.

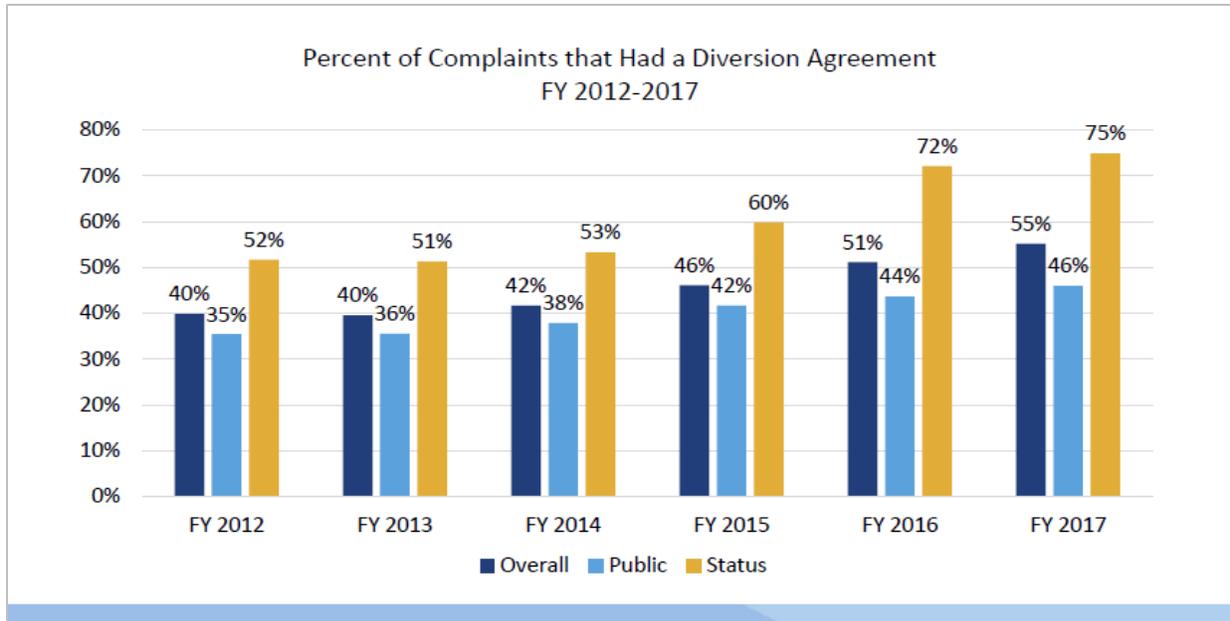


FIGURE 6: KENTUCKY: DIVERSION AGREEMENT TRENDS

Delinquency Prevention

Funds for Title II programs, according to the OJJDP, “must be for at-risk juveniles to ‘prevent’ them from entering the juvenile justice system or ‘early intervention’” programs for juveniles with first-time and non-serious offenses to keep them out of the juvenile justice system. Proposed programs under Title II must propose to use Title II funds for these populations only.”

(Retrieved May 1, 2017) This requirement readily aligns with the intent of the Kentucky juvenile justice reform efforts and the goals outlined in the State’s three-year strategic plan.

The JJAB recommended that assistance in providing additional alternatives through delinquency prevention funding to local communities was necessary. The State has elected to maintain its focus on Delinquency Prevention (Program Area # 6) in the upcoming three years, to

attempt to support the development of additional resources in communities that are becoming more prevalent as a result of the system changes that have occurred.

According to the U.S. Census Bureau (2017), Kentucky's total population as of July 1, 2017 is estimated at 4,454,189. This record indicates, too, that an estimated 6.2% of Kentucky's population, as of July 1, 2016 are classified as five-years (5-years) old and younger and 22.8% classified as under 18 years of age.

The census data indicates that the racial and ethnic makeup for Commonwealth of Kentucky residents are as follows:

White	88% of total population
Black or African American	8.3% of total population
American Indian and/or Alaskan Native	.3% of total population
Asian	1.5% of total population
Native Hawaiian & Other Pacific Islander	.1% of total population
Two or more races	1.9% of total population
Hispanic or Latino	3.5% of total population
White, not Hispanic or Latino	85% of total population

The census data also indicates the following for Kentucky's populations:

- 84.6% of Kentucky's population possess a high school degree or higher;
- 7.0% of Kentucky residents under the age of 65 do not have health insurance;
- 59% of Kentucky's population that are 16 years or older are in the civilian labor force;
- 54.8% of Kentucky's females, ages 16 years or older are in the civilian labor force;
- The median household income in the Commonwealth of Kentucky is \$44,811; and,
- 18.5% of Kentucky's population live in poverty.

Kentucky, originally a part of the State of Virginia, was constituted by the U.S.

Government in 1792 to become the Commonwealth of Kentucky. Geographically Kentucky is situated just south of the Mason-Dixon Line, which separates Kentucky from Indiana, one-of-the-seven bordering states for the Commonwealth. Kentucky is made up of 39,486 square miles

of land and has the third largest amount of counties in the nation (120), following behind only Texas with 254 counties within 261,232 square miles and Georgia with 159 counties within 57,513 square miles. The City of Frankfort, located in Franklin County, is the State Capitol of Kentucky. Kentucky's most populated county is Jefferson County where the city of Louisville Metro is located, a border town to the State of Indiana and divided by the Ohio River. The second largest county by population in the State is Fayette County, which is located more toward the southeastern part of the State.

Kentucky's geographical considerations are pertinent in that the location of the State with the abundance of bordering states (7) lends itself to being impacted by transient-types of crimes that migrate to or through the State simply because of location convenience and the accessibility of key transportation highway systems. Two main thoroughfares and national crossroads intersect in Kentucky. Interstate 64, runs from east to west and intersects with Interstate 75 in Lexington, Kentucky and Highway 65, being coined as "heroin highway" by law enforcement, is a major national thoroughfare that runs north to south and intersects with Interstate 64 and Interstate 71 in the Louisville Metropolitan area.

The High Intensity Drug Trafficking Areas (HIDTA) program is operated in parts of the United States that have been determined to be critical drug-trafficking regions. The Appalachia region, as indicated in the following HIDTA area map (Figure 7), is a prominent segment of Kentucky's geographical makeup.

FIGURE 7: KENTUCKY GEOGRAPHICAL LOCATION - HIGH INTENSITY DRUG TRAFFICKING AREAS (HIDTA) MAP



The Center for Disease Control and Prevention (CDC) reported in 2016 that Kentucky is one of five states with the highest rates of death due to drug overdoses, with a 33.5 per 100,000 people drug-related death rate. This source indicates, also, that Kentucky has experienced a statistically significant increase of 12.0% in drug-overdose deaths from 2015 – 2016.

The Kentucky Office of Drug Control Policy reported the following, regarding the State’s Drug Fatalities in 2016:

- Approximately 34% of overdose deaths involved the use of heroin in 2016, up from 28% in 2015.
- Fentanyl, either combined with heroin or alone, was used in 623 of the Kentucky overdose deaths, accounting for 47% of all deaths.
- Jefferson County, the largest metropolitan area of the State, had the most overdose deaths (364) in 2016, up from 268 in 2015; up 26%.
- Morphine was the most detected controlled substance found in overdose deaths (45%) in 2016 (Noted that “when metabolized, heroin reveals itself as morphine in toxicology results).

The following chart indicates the top counties where drug overdoses related to fatalities were most prominent. As indicated in this table, per capita, the top five counties that accounted for the highest rate of overdose deaths in Kentucky for 2016, with the exception of Campbell County, are all considered “rural” counties.

Figure 8: Kentucky Top Five Counties: Drug Overdose Fatalities

TOP FIVE KENTUCKY COUNTIES DRUG OVERDOSE FATALITIES			
Overdose Deaths Per Capita	Heroin-Related Overdoes Fatalities	Fentanyl-Related Overdose Fatalities	Heroin/Fentanyl Combined-Related Fatalities
Leslie County	Jefferson County	Jefferson County	Jefferson County
Bell County	Fayette County	Fayette County	Campbell County
Powell County	Kenton County	Kenton County	Fayette County
Gallatin County	Campbell County	Boone County	Boone County
Campbell County	Boone County	Campbell County	Kenton County

This Kentucky Justice Cabinet document also indicated, according to the April 2017 report provided through the Kentucky Injury Prevention and Research Center (agent for the Kentucky Department of Public Health), that of the 1,330 fatalities related to drug overdoses in the State, 90 of these cases (approximately 7%) involved a youth or young adult in the fifteen-to-twenty four (15 – 24) age group.

Whether because of drug trafficking and/or alcohol or drug use, abuse or overdose (of any age); the wellness and development for our youth in the Commonwealth is being negatively impacted by the volume of crimes and/or incidences that are derived from alcohol and/or drug-related issues, influencing the status for our State negatively.

POPULATION-SPECIFIC PROBLEMS

Human Trafficking

In 2013, Kentucky reformed its Human Trafficking legislation. Kentucky is a Safe Harbor state, and pursuant to KRS 630.125, no child may be charged with or found guilty of a status offense related to Human Trafficking. Human Trafficking victims are no longer to be held in a detention center or secure facility pending trial for an offense arising from the human trafficking situation, except where the incarceration is found to be the least restrictive alternative.

Through the Human Trafficking legislation, public and private agencies serving juveniles in Kentucky are better able to work together to ensure that human trafficking victims are properly screened and assessed so that appropriate services identified. The KYDJJ is required to provide a screening, assessment, or provide services to every youth committed to or in the custody of the KYDJJ. Pursuant to KRS 15A.068, if there is reasonable cause to believe that the child is a victim of human trafficking, the Kentucky Department of Community Based Services (DCBS) must be notified.

The KYDJJ has partnered with non-profit agencies in Kentucky to provide services to youth who have been identified as potential Human Trafficking victims receive appropriate care and treatment. In the girls program, Morehead Youth Development Center, the Department has worked with Dr. Elizabeth Perkins, an Associate Profession in the Department of Criminology at Morehead State University to screen for Human Trafficking. In addition, based on her findings that some youth within the program had been victims of human trafficking or had experienced exposure, the program is implementing the My Life, My Choice, a groundbreaking, nationally recognized survivor-led curriculum working to stem the tide of commercial sexual exploitation

of adolescents. Each girl that has receives therapeutic services specific to Human Trafficking victim receives the acclaimed book “The Survivor’s Guide to Leaving by Sheila White with Rachel Lloyd”. In addition, clinical staff is trained in Trauma Informed Yoga and have implemented this program in therapeutic sessions with the girls.

KRS 605.030 also requires that the Kentucky Administrative Office of the Courts (AOC) has the Court Designated Workers (CDW) perform an initial human trafficking screener on all youth. Any child identified as showing signs of being a victim of human trafficking, must be reported to the Department of Community Based Services (DCBS); the DCBS must address the issue prior to the case proceeding. DCBS also has responsibilities in investigating a report alleging a child is a victim or human trafficking and to provide or ensure the provision of appropriate treatment, housing, and service. The DBCS is also required to consult with community non-profit agencies serving victims of human trafficking, which promotes agency collaboration and better service to victims.

To address the needs of youth, and adult, trafficking victims, Kentucky has established a Statewide Human Trafficking Taskforce, as well as several local Human Trafficking taskforces. KYDJJ are members of these taskforces to ensure compliance and best practice when screening and identifying potential victims. As part of their annual report, The National Human Trafficking Hotline documented that there were 81 Human Trafficking Cases reported in 2017 in Kentucky. Of those, 21 were minors. Kentucky has a robust anti-human trafficking system in Kentucky.

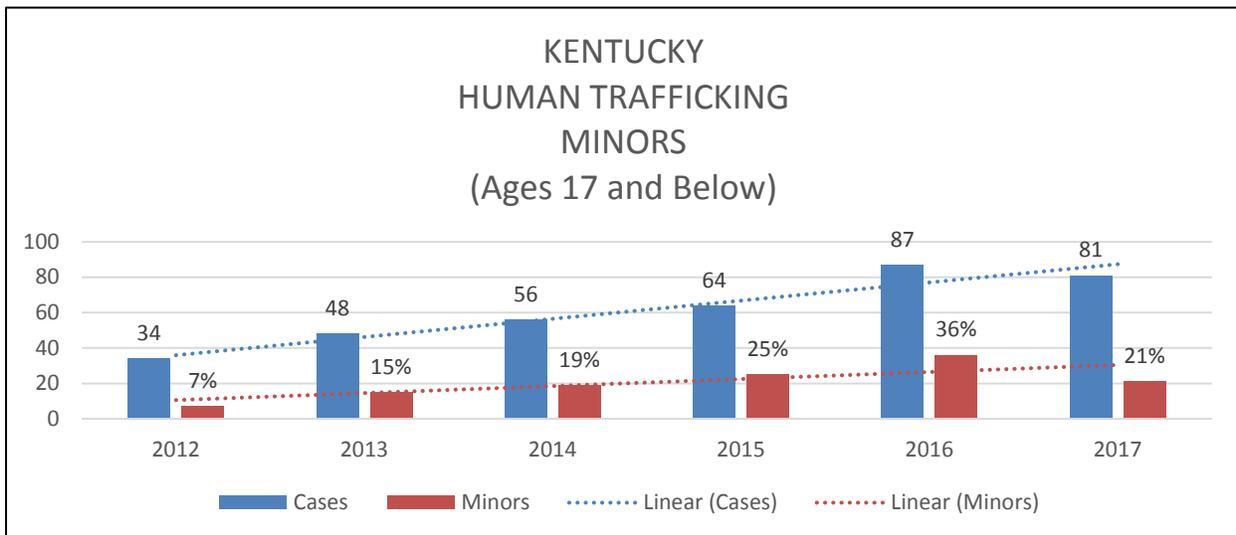
A crime analysis shows evidence that Kentucky exhibits a notable spike in human trafficking crime(s) and cases in late April and early May, which is during the annual Kentucky

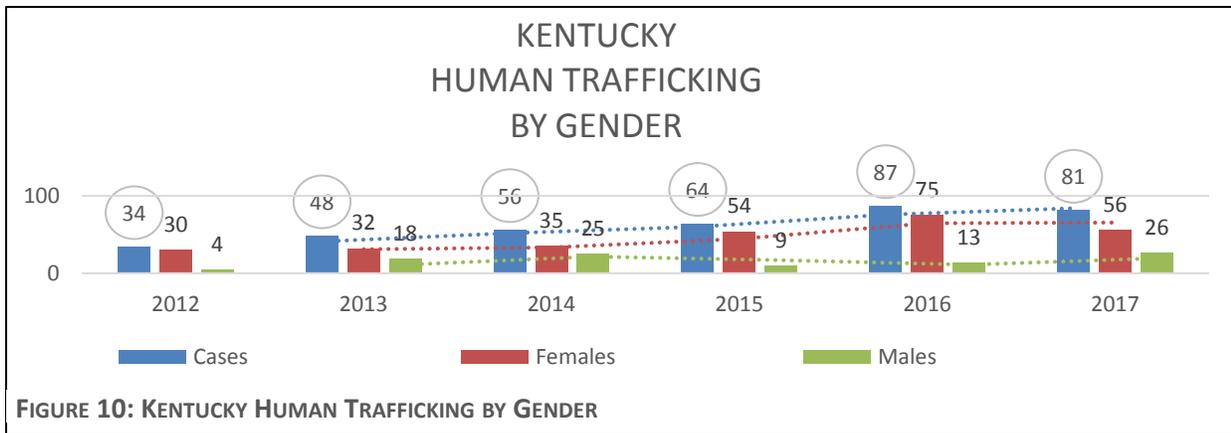
Derby and related festivities are underway in Louisville, the largest metropolitan city in Kentucky. In the article, *The State of Human Trafficking in Kentucky* (Bernstein, 2018), it is indicated that of all the arrest for prostitution that occurred during 2016, one-fourth (1/4th) of these arrest occurred between April and the first weekend in May, or Derby weekend; 44 of these arrest occurred during the first week of May, alone.

To address the needs of youth, and adult, trafficking victims, Kentucky has established a Statewide Human Trafficking Taskforce, as well as several local Human Trafficking taskforces. KYDJJ are members of these taskforces to ensure compliance and best practice when screening and identifying potential victims. As part of their annual report, The National Human Trafficking Hotline documented that there were 81 Human Trafficking Cases reported in 2017 in Kentucky. Of those, 21 were minors.

Figure 9 below indicates that as cases for human trafficking increase in Kentucky, so there a comparable trend in cases involving underage youth (ages 17 and under); with the peak of

FIGURE 9: KENTUCKY: HUMAN TRAFFICKING - MINORS (AGES 17 AND UNDER)





cases involving minors shown for 2016. During this same year, this age group accounted for 36% of the total amount of cases founded to be human trafficking crimes.

While it is understood that human trafficking is a concern that affects both males and females, statistics for Kentucky indicate that the majority of human trafficking victims are predominantly female. As represented in Figure 10 above, females accounted for 63% to 88% of human trafficking victims during the years of 2012 to 2017; with the trend for female victims following the increase of overall cases until 2017, where there was a notable increase in cases involving males, yet still, females accounted for 69% of the overall total.

The Kentucky juvenile justice system and other youth-serving entities in Kentucky, have become more keenly aware of potential relationships between crimes that are committed by female youth and the potential for inter-relatedness to human trafficking victimization. While it is recognized as an important issue to address in Kentucky, due to the reported numbers and other funding sources addressing the population through other agencies, it is not an area of focus where the SAG feels that formula grant funding could make the most impact. However, because it is an important issues, the SAG has allocated funding through system improvement and activities such as co-sponsoring Human Trafficking trainings and events.

KENTUCKY RESPONSES

Kentucky has a robust response to human trafficking victimization issues. Legislative actions, as well as pro-active measures by school systems, child welfare, and juvenile justice youth-serving agencies have been adopted in an effort to maintain and/or improve prevention and interventions for youth populations commonly victimized by this crime. The following are legislative responses (Figure 11) to the issue of human trafficking in Kentucky:

Over the past few years, Kentucky has identified and placed emphasis on addressing the

KRS 336.075	Requires the Labor Cabinet to report all suspected incidents of Human trafficking to law enforcement.
KY - HB 524	Requires public schools to display the phone number of the National Human Trafficking Reporting Hotline.
KRS.605.030	Permits Court-Designated Workers to perform initial screenings for human trafficking.
KRS 620.040	Provides assessment, treatment, housing and services to the child as a victim of human trafficking and treats the child as an abused child.
KRS 421.500	Victim's Bill of Rights

issue of human trafficking, through the adoption of evidence-based practices. In response to HB 524 cited above, the Kentucky Department of Education is assuring that school systems' remain in compliance with this statute that requires all public schools to accessibly post the human trafficking hotline number in their schools. Both the Administrative Office of the Courts and the Department of Juvenile Justice have put human trafficking screening tools and practices into place. Also, significant efforts to provide stakeholders throughout the State opportunities for training, education and resources related to evidence-based practices for Human Trafficking and Trauma Informed Care has been ongoing.

Following (Figure 12) is a sample of one Kentucky response and plan for addressing these particular needs for the special populations touched by trauma, the KYDJJs' Trauma Informed Care Integration Program (Harris, L. 2015). This graphic outlines the timeline for the comprehensive training and technical assistance plan, to be provided to staff working with these

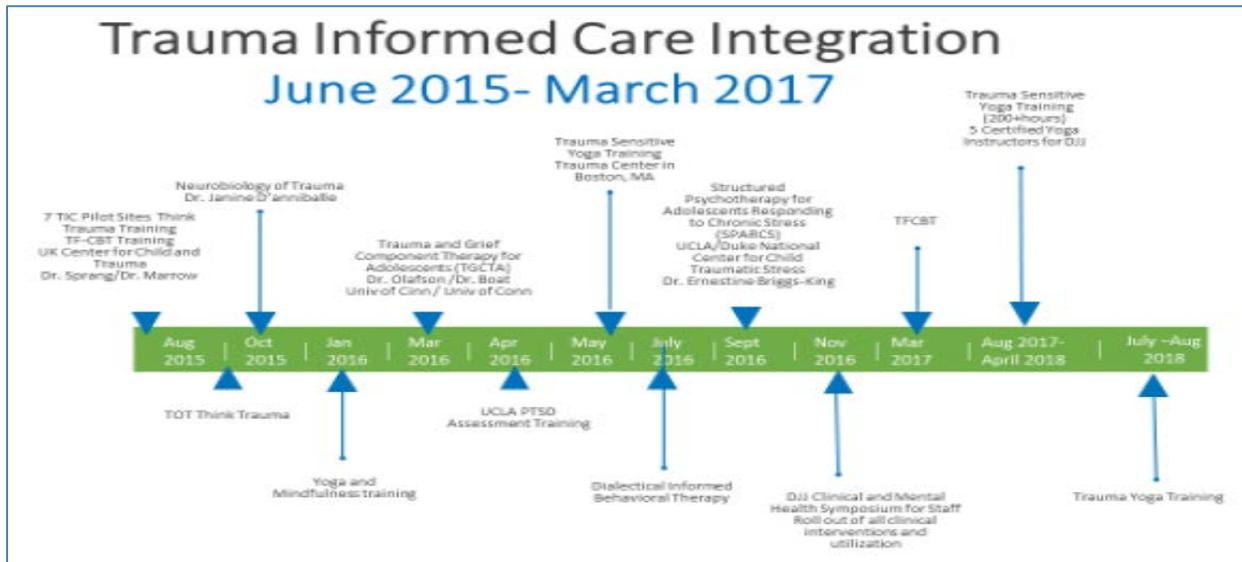


FIGURE 12: A KENTUCKY RESPONSE: DJJ'S TRAUMA INFORMED CARE PROGRAM INTEGRATION (HARRIS, L. 2015)

populations of youth. In addition, staff from KYDJJ sit on the Statewide Trauma Informed State-wide Steering Committee, which allows interaction and collaboration with trauma informed champions across the state.

B) GOALS AND OBJECTIVES

Kentucky's strategic plan was developed by the Kentucky Juvenile Justice Advisory Board (JJAB) (SAG) members at a planning retreat and subsequent board and subcommittee meetings. A focus on prevention was maintained by the JJAB moving into the next 3 year plan.

The Juvenile Justice Advisory Board (JJAB) is Kentucky's federally mandated State Advisory Group (SAG) on juvenile justice issues. Created in 1997, it has played a pivotal role in

reforming Kentucky's juvenile justice system and creating an effective, equitable system to prevent juvenile crime and delinquency. A comprehensive roster for the membership of the Kentucky's State Advisory Group is available in Appendix D.

The Juvenile Justice Advisory Board is committed to enhancing the quality of life for all youth in the Commonwealth by actively advising the Governor, policymakers and the public on matters related to improving systems of care, enhancing interagency and community collaboration, and promoting effective programming necessary to serve the whole child.

To promulgate this plan, JJAB, in conjunction with the Department of Juvenile Justice's dedicated Title II staff, identified inimical conditions, challenges/opportunities, examined local, state, and national analyses and reports, and considered forecasts on the future of juvenile justice issues in Kentucky.

Kentucky's overarching plan is to continue expanding and/or maintaining exerted efforts and support for educating, training and skill development for stakeholders throughout the State (including communities, families and youth) prevention measures to address delinquency prevention. One approach is through a Trauma Informed lens. Although Trauma Informed Care (TIC) is being taught in trainings throughout the State for varied youth-service agencies, significant focus and emphasis for systems involved youth is being placed on training, skill development and monitoring for direct-care staff, clinicians and administrators that are closely associated with youth in the various programs.

STRATEGIC PLAN GOALS

The following section outlines aspirational goals and actionable objectives that comprise the 2018 3-year strategic plan. This plan actualizes the approach denoted above. Each goal is

accompanied by key objectives. Please note that consistent with best practices associated with strategic planning, we view this plan as a “living document.” Whilst this plan does include concrete goals and objectives, we recognize that contextual issues (e.g., new legislation, etc.) may necessitate the need to adapt aspects of this plan. As well, additional activities related to meeting the goals listed below are likely and will be documented, as they occur, as part of the annual JJAB report. (NOTE: Please cross-reference this plan with the JJAB Plan Dashboard for responsible committee[s] and relevant timeframes). The plan is presented in the order of priority. The 2018 – 2020 JJAB Strategic Plan¹ overarching goals/objectives are as follows:

GOAL #1: Develop and sustain a viable, accountable, and well-functioning advisory board.

Objective 1A: Undergo internal assessment of board functioning, structure, and needs/areas for growth.

Primary/Initial Task: Launch and analyze Board Assessment Survey

Objective 1B: Identify cadre of individuals for each of the specified/mandated roles to serve on JJAB.

Primary/Initial Task: Develop “rolling” list of potential JJAB appointees.

Objective 1C: Implement training/development opportunities for JJAB members

Primary/Initial Task: Develop board training, based on Board Assessment Survey findings.

Objective 1D: Ensure key stakeholder (e.g., youth, parent, etc.) perspectives are integrated into all aspects of JJAB.

Primary/Initial Task: Plan Juvenile Justice Youth Summit

Linked to the Delinquency problem of delinquency prevention, mental health, drug offenses, human trafficking, and overall system response.

¹ Each task is predicated on the one before it, and informs the next. Thus, the priority ratings ascribed to each task is based on a chronological assessment of completion.

GOAL #2: Continually assess and address needs associated with juvenile justice issues in Kentucky.
Priority 2

Objective 2A: Collect viable data.

Primary/Initial Task: Work to improve data collection and processes.

Objective 2B: Undergo annual needs/assessment analysis related to juvenile justice

Objective 2C: Use findings to inform JJAB directives

Primary/Initial Task: Develop RFPs that explicitly address needs identified in the assessment.

Linked to the Delinquency problem of delinquency prevention, mental health, drug offenses, human trafficking, and overall system response.

GOAL #3: Serve as a leading resource for best practices, including prevention models and strategies that advance the mission of JJAB.

Objective 3A: Develop a data infrastructure to capture outcomes within, between, and among JJAB funded prevention initiatives.

Primary Task: Convene and implement JJAB Evaluation Team

Objective 3B: Assess information pathways and processes for dissemination of information to key stakeholders, and the public at-large.

Primary Task: Test dissemination strategies for relevant JJAB information

Objective 3C: Strategically disseminate outcome reports related to funded projects

Primary Task: Promulgate annual report related to JJAB activities, including funded projects and associated outcomes.

Linked to the Delinquency problem of delinquency prevention, mental health, drug offenses, human trafficking, and overall system response.

GOAL #4: Advance equity related to juvenile justice system involvement and service provisions

Objective 4A: Implement recommendations from 2018 DMC assessment

Primary Task: Review final report and assess recommendations for importance and feasibility.

Objective 4B: Integrate attention to DMC in all funded prevention initiatives

Primary Task: Draft RPF that requires are potential grantees to address multidimensional aspects of DMC.

Objective 4C: Assess impact of funded prevention efforts on DMC

Primary Task: Convene and implement JJAB Evaluation Team

Linked to the Delinquency problem of racial disparity.

GOAL #5: Build overall capacity for individuals, groups, and communities to address issues relevant to juvenile justice.

Objective 5A: Simultaneously champion evidenced-based practices (EBPs) AND initiatives/programs that hold promise for impact.

Primary Task: Designate funding for projects that utilize EBPs AND programs/interventions deemed “promising” or evidence-based by JJAB.

Objective 5B: Provide pre-RFP workshops for community stakeholders interested in applying for JJAB prevention funds.

Primary Task: Develop webinar related to purpose/scope of JJAB prevention funding

Objective 5C: Offer technical assistance to grantees, as needed.

Primary Tasks: Convene and implement JJAB Evaluation Team

Linked to the Delinquency problem of educational needs, delinquency prevention, mental health, drug offenses, human trafficking, and overall system response.

GOAL #6: Ensure compliance with all state and federal mandates associated with JJAB

Objective 6A: (Re) Develop fiscal processes related to all JJAB expenditures

Objective 6B: Monitor and evaluate adherence to fiscal processes related to all JJAB expenditures

Primary Task: Conduct annual process audit of all JJAB expenditures.

Objective 6C: Monitor and evaluate adherence to JJDPA four core requirements

Primary Task: Partner with compliance officer for annual compliance report.

Linked to the Delinquency problem of delinquency prevention and overall system response.

Against this backdrop, JJAB has adopted a strategic approach aimed at explicitly addressing the four core requirements of the Juvenile Justice and Delinquency Prevention Act (JJDPA). This approach is rooted in several distinct, yet interconnected notions:

1. JJAB should support/implement/conduct initiatives conducive to, and overtly linked with, recent legislative/policy edicts promulgated by the Kentucky General

Assembly, Department of Juvenile Justice (DJJ), Administrative Office of the Courts (AOC), and the Cabinet for Health and Family Services (CHFS), among other key stakeholders.

2. JJAB should work to move beyond simply assessing *participation* in programs/initiatives, to investigating the *impact* of program/initiatives. This includes the rigorous assessment of all JJAB activities.
3. So as to ensure the sustainability of impactful programs/initiatives, JJAB should support capacity building initiatives aimed at improving the efficacy of JJAB grantees. This includes capacity building at micro (e.g., individual), mezzo (family/group), and macro (community/policy) levels and entail attention to fiscal efficiency.

STRATEGIC STRUCTURE

For the upcoming planning period, JJAB has adopted a (re)structure aligned with the approach elucidated above. This structure includes six (6) committees. The committee structure and Scope of Responsibility statement for each committee are delineated in Figure 13.

Figure 13: JJAB Committee and Scope of Responsibility



C). IMPLEMENTATION (ACTIVITIES AND SERVICES)

➤ Population Specific Plans

1. GENDER SPECIFIC SERVICES

The Kentucky Department of Juvenile Justice has specific programs designated for the treatment of males and females. To address the needs of males, the Department has 8 residential programs, 6 detention centers, 9 group homes, and 5 day treatment centers located throughout the Commonwealth.

Males are provided educational opportunities, job skills building, life skills and evidence based therapeutic treatment. Trauma Informed Care practices have been implemented in various stages in the facilities. Clinical staff has received training in Cognitive Behavioral Trauma Informed Therapy, Trauma Focused Yoga Practices, and Trauma and Grief Cognitive Therapy for Adolescents. Several of the male facilities have incorporated Trauma Focused Yoga practices into group sessions at various levels.

The Department has one all-female residential program, located in Morehead, Kentucky. Females are also provided educational opportunities, job skills building, life skills and evidence based therapeutic treatment. Trauma Informed Care practices have been implemented in the facilities. Clinical staff has received training in Cognitive Behavioral Trauma Informed Therapy, Trauma Focused Yoga Practices, and Trauma and Grief Cognitive Therapy for Adolescents. Trauma Focused Yoga has been incorporated into group sessions at various levels. The Morehead facility also incorporates a Greyhound Program. KYDJJ partners with Morehead State University (MSU) to incorporate the program, which promotes education of students and adoption success for greyhounds.

The KYDJJ also addresses the lesbian, gay, bi, transgender, queer, and inquiring (LGBTQI) youth population through incorporating an annual training for all staff in understanding and working with the LGBTQI population, as well as through PREA guidelines.

The Department is also involved in Focus area of Gender specific services (program Area #23) in My life my choice programing geared towards 12-17 year old females that Founded in 2002 in Boston Massachusetts, My Life My Choice is a nationally recognized survivor-led curriculum working to stem the tide of commercial sexual exploitation of adolescents.

RURAL COMMUNITIES

Of the 120 counties in Kentucky, the U.S. Census Bureau considers the majority of these counties (111 out of 120) to be defined as rural. While the majority of the resources available are typically funneled through the major populations areas in Kentucky, there is a conscious effort to assist rural areas with formula grant funding.

Because of sweeping juvenile justice reform at the state level (SB 200), prevention programming was identified as the most significant need for juveniles in Kentucky. As a result, the JJAB's current focus is on delinquency prevention, which addresses the need for providing additional options within these communities. Thus, for the past two years, Title II Formula grant funding has been allocated to a minimum of three (3) rural communities situated throughout the Commonwealth.

Specifically within the KYDJJ, detention centers are located in varied regions of the Commonwealth. This allows rural communities to have more accessible options for youth detention services, which results in cost savings to their communities. In addition, each

jurisdiction has assigned community staff responsible for managing community-based interventions and juvenile probation cases.

The Kentucky Administrative Office of the Courts (KAOC), as indicated in Attachment A, also has strategically placed staff in rural communities. Each judicial district has access to a Family Accountability Intervention and Response (FAIR) Team, a multi-disciplinary group that plays a vital role in connecting youth and families to services and supports early intervention in an attempt to address situations without court involvement, commonly known as a prevention-diversion.

It is the intent of the JJAB's new three-year plan, to continue efforts in Kentucky to address rural community needs, through the building of capacity and provisional support and resources in smaller communities where need for delinquency prevention and/or DMC are found to persist. The intent is to strengthen rural community infrastructures and services through the promotion of viable resources and opportunities for additional training and education on key topics related to critical issues; supporting developmentally appropriate and trauma informed practices that promote the well-being for all Kentucky youth, as a central goal.

2. JUVENILE JUSTICE AND MENTAL HEALTH SERVICES

Youth involved in Kentucky's juvenile justice system have a large number of mental health services available to them at every stage of the system. A vast number of prevention services target youth through schools and community programs across the Commonwealth. Several prevention programs are supported through grant monies through the JJAB. The Kentucky Department of Behavioral Health supports community mental health services through another grant source. Programs are available to support youth coping with the effects of bullying,

homelessness, human trafficking victims, and trauma. School systems are working to become trauma informed, and divert youth from referrals to the juvenile justice system for issues such as truancy and poor academic performance. If a youth is unable to attend their home school due to behavior issues, the youth is referred to alternative school program. These programs are established on a treatment model which, among other things, provide opportunities for individual, group and/or family counseling to assist with difficulties that they may be experiencing. Additional services for mental health and intensive family preservation services may be recommended as a part of a supervised community placement for a committed youth.

Additionally, FAIR teams (discussed in Attachment A) provide a multidisciplinary approach with a goal of increasing the number of youth diverted from further involvement in the juvenile justice system. Referrals to community mental health centers for individual and family mental health services are often made at this level of service.

For youth that enter the care of the KYDJJ, every youth is assessed at entry, from a trauma informed approach, utilizing evidence based assessment tools. Each residential program has a treatment director and a licensed psychologist assigned to cover a region, who oversee a team of mental health workers trained in assessment of mental health needs and specialized counseling of justice-involved youth. These individuals are responsible for the screening of mental health referrals and guiding necessary youth to the proper mental health services necessary to address any identified concerns. The KYDJJ also contracts with appropriate psychiatric hospitals/facilities in regions statewide to better meet the needs of youth who have been diagnosed as mentally ill or who display symptoms of mental illness.

Private childcare (PCC) providers offer a wide range of residential programs for specialized populations of committed youth, including younger children, sex offenders, females, youth with disabilities, and youth with mental illness. These programs typically serve more non-serious public offenders and give the KYDJJ more flexibility in placing youth in programs suited to their needs. Youth who are placed in private childcare placements are monitored 24 hours a day, seven days a week.

HOMELESSNESS AND JUVENILE JUSTICE

There is a recent focus on the issue of homelessness in relation to the juvenile justice system in Kentucky. There are several projects throughout Kentucky which are working to address the issue, many of which have resulted in national presentations from Kentucky representatives. One of the more recent projects is a collaboration between the KYDJJ and the Coalition on Juvenile Justice (CJJ) to research and address the issue. Representatives from Kentucky participate in monthly national conversations on this topic. Kentucky will monitor the conversation to continue to inform invested partners to support state and/or local planning.

PLANNING FOR SPECIAL POPULATIONS GOING FORWARD

The Juvenile Justice Advisory Board (JJAB), Kentucky's State Advisory Group (SAG), with input from local communities and subject experts, will support the development and provision of viable state-wide trainings, technical assistance and support for evidence-based practices that are designed to address the needs and treatment of youth in specific populations (i.e. gender-specific, LGBTQ, racial or ethnically disproportionate, trauma impacted youth, youth with disabilities or special education needs). The JJAB will address opportunities for trainings will be provided to all regional communities within the State and be made available to a

comprehensive representation of community partners and stakeholders, which includes youth and families of these vulnerable populations.

CONSULTATION AND PARTICIPATION OF UNITS OF LOCAL GOVERNMENT

The manner in which the State interacts with units of local government for consultation and planning varies. The JJAB contributes to these efforts in a variety of ways. The intentional manner of member recruitment from across the Commonwealth assists to bring voices from varied regions to the table for conversations and planning. The open meeting requirement allows opportunities for anyone to attend the business meetings of the Board. Many local community members take advantage of this opportunity. Beginning in 2017, the JJAB began inviting committee partners to present at JJAB meetings to highlight community partnerships across the Commonwealth. In 2018, JJAB elected to hold select meetings in areas of the Commonwealth where Title II funded programs are located. This increased the opportunities for members to experience programs first hand, and provide an opportunity for community interactions and input.

The program monitoring and on-going relationships and interactions provides an opportune time for the gathering of information, ideas and input. Oftentimes, monitoring staff will not only meet with the program directors, but with direct-care staff and youth to inquire about program progress and provide opportunities for elaboration for engagement. Board planning ideas and/or intentions are oftentimes shared with funded programs in order to gain a measurement on how a program believes they would be impacted by proposed decisions by the board. A more recent example of this would be the decision to develop an evaluative team to support the programs in evaluation of their efforts.

COLLECTING AND SHARING OF JUVENILE JUSTICE INFORMATION

The three primary contributors for juvenile justice related data are the Kentucky Administrative Office of the Courts (KAOC), the Kentucky Department of Community-Based (KDCBS) Services, and the Kentucky Department of Juvenile Justice (KYDJJ) each function independently of each other due to the structural organization of Kentucky State Government. The KAOA is located under the Judicial Branch of Government, while the remaining two agencies preside under the Executive Branch of Government. The Kentucky State police gather “arrest” and crime data, as well.

Consistent processes for accessibility, collection and analysis of all pertinent juvenile justice and youth crime related data that is comprehensive, consistent and timely remains elusive for the State of Kentucky. In order for the authorizing agency, the Department of Juvenile Justice, to acquire the most desirable and lucrative information for juvenile justice, it requires entering into an Memorandums of Understandings (MOU) with the KAOA, KDCBS, and other government agencies and community partners all have agency specific processes for MOU agreements. To date, this process and practice remains lengthy and oftentimes does not conclude in time to utilize the most recent data for pertinent reports, including the annual required reporting for OJJDP. Once data is in hand, difficulties for utilization remain. Each agency has a unique identifier for each youth and/or case for youth entering their agency. Since each agency acquires their own unique identifiers for a youth and they do not logically interact with each other, this serves as yet one more barrier that has to be overcome and is a taxing task. Following

a youth through the system, in regards to data, is difficult and logically can, and will, impact the strength and confidence of the data being collected and reported.

The barriers associated with data collection and reporting are highlighted by this because Kentucky does not have a central data collection system. As each agency collects data in their own manner, it is not collected in a way that correlates to each agency (i.e. race/ethnicity categories) the same way. Kentucky has attempted to address this in various ways. For this application, a proposal for a more unified data collection system for youth amongst the Administrative Office of the Courts, the Department of Community-Based Services, the Department of Juvenile Justice and Louisville Metro Youth Services has been recommended in both legislative proposals and the Board's annual report to the Governor.

D). FORMULA GRANTS PROGRAM STAFF

The Kentucky Department of Juvenile Justice is structurally located within the Kentucky Justice Cabinet. Title II staff are positioned with the Division of Administrative Services at KYDJJ. All of the branch and division staff salaries and fringe benefits are paid by Kentucky general funds. All federal formula grant program funds are allocated to programs and services to address Kentucky's compliance with provisions of the JJDP Act. Planning and Administration funding supports travel/training costs for the Juvenile Justice Specialist, DMC Specialist and Compliance Monitor. The following details the percentage of time division staff devotes to each grant program administered by the Division:

Title	Name	Funding Sources	State Match	Percentage of Time on Formula Grant Project
Division Director	Scott Whitaker	State Funds	0%	1%
Administrative Specialist to the Director	Pam Blevins	State Funds	0%	10%
Federal Program Coordinator/Branch Manager	Jennifer Withrow	State Funds	0%	5%
Juvenile Justice Specialist	Laura McCauley	State Funds	100%	100%
Compliance Monitor	Sara Redfield	State Funds	0%	90%
DMC Coordinator	Elizabeth Jenkins	State Funds	0%	100%
Grants Administrator	Vacant/Tara Burch <i>Starting June 1, 2018</i>	State Funds	0%	50%
Corrections Program Administrator	Vacant	State Funds	0%	50%
Financial Point of Contact	David Baesler	State Funds	0%	100%

Division of Administrative Services – Position Descriptions

Division Director – Scott Whitaker

The Director is responsible for overseeing the Division, which includes the Grants Management, Human Resources, Personnel, and Information Technology branches.

Administrative Specialist to the Director – Pam Blevins

This position provides administrative and support services to the Division of Administrative Services.

Grants Management Branch Manager/Federal Program Coordinator – Jennifer Withrow

This position oversees and supervises all grant programs and grant staff within the Grants Management Branch. Other responsibilities include development of new/continuation grant applications, grant management and monitoring as well as budget development and monitoring. This position serves as a liaison for state and community organizations seeking to collaborate with the KYDJJ on grant applications and awards.

Juvenile Justice Specialist -Laura McCauley

This position is responsible for providing technical assistance and administrative/consultative services for all Title II federal grant programs and the Juvenile Justice Advisory Board (JJAB). The specialist implements and enforces policies and procedures related to federal grant programs, facilitates all requirements related to the federal grant application process, performs onsite program monitoring of grant funded programs and provides assistance to committees and workgroups whose goals are consistent with the JJAB. This position maintains the grants tracking system for all federal funded grant programs, provides technical assistance to grantees/staff and performs onsite program site visits.

Compliance Monitor -Sara Redfield

This position is responsible for ensuring that policies and procedures are in place to maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP). This includes coordination of related data collection activities and maintenance of documentation for required reports. This position is responsible for the on-site inspection of all detention centers and holding facilities in the state. The inspection entails compliance with all state and federal statutes and regulations currently in place.

DMC Specialist -Elizabeth Jenkins

This position provides grant administration for Title II DMC funds. This position is responsible for providing technical assistance and administrative/consultative service to the three identified DMC sites and the Subcommittee for Equity and Justice for all Youth (SEJAY). This position maintains the grants tracking system for the DMC sites, provides technical assistance to grantees/staff and performs onsite program site visits.

Grants Administrator – Vacant (Tara Burch will start on June 1, 2018)

Coordinates with program staff in the development of federal grant programs to include budget development, policy/procedure development, contractual grantee budgets, processing payments and overseeing procurement.

Corrections Program Administrator - Vacant (work currently overseen by Jennifer Withrow)

This position oversees grant management for the Smart on Juvenile Justice award. This position administers and coordinates all activities relating to the Juvenile Accountability Block Grant (JABG) program, State Prevention and miscellaneous grants. This position maintains a grants tracking system for all grant programs, provides technical assistance to grantees/staff and performs onsite program site visits.

Financial Point of Contact (David Baesler)

This position is responsible for grant/project budget development and monitoring. This position processes all grants payments as well as completing all necessary financial documents, including the SF 269 reports and SEFA. Provides onsite technical assistance and training, completes audit review and financial monitoring.

4. PLANS FOR COMPLIANCE: CORE REQUIREMENT COMPLIANCE AND DMC PLANS

Processes and resources have been put in place in order for Kentucky to remain in compliance with the first three core requirements. The DSO violations are also violations of Kentucky Revised Statutes (KRS). The Kentucky JJDP Compliance Monitor and Detention Alternative Coordinator (DAC) staff continue to work closely with judges, court personnel, law enforcement, superintendents and other involved parties to heighten the awareness of violations and provided technical assistance to prevent instances of violations of the DSO requirement.

In all instances of monitoring of identified facilities, the Kentucky JJDP Compliance Monitor or other designated staff will monitor for the sight and sound separation of juvenile and adult offenders. The Kentucky JJDP Compliance Monitor or other designated staff shall utilize monitoring tools to verify juveniles are not permitted clear visual or direct verbal contact with incarcerated adult offenders; with violations to be documented, reported immediately, and corrective action initiated.

The Compliance Monitor continues to monitor juvenile holding logs at all identified secure police and sheriffs' departments statewide. Because the violations do not constitute patterns or practices and are in fact isolated incidents, Kentucky anticipates that the trend in the future may be similar but will persist in the work towards preventing future violations. Police Chiefs and Sheriffs are strongly encouraged to address their staff so the procedure within the department is uniform. Several processes have been put in place to maintain future compliance with the jail removal requirement.

In 2016, Kentucky was found in compliance for the FY 2016 for all four of the core requirements: Deinstitutionalization of Status Offenders, Sight and Sound Separation, Jail Removal and DMC.

In April 2018, Kentucky underwent an on-site compliance audit by OJJDP, and received positive feedback from the auditor about the thoroughness of Kentucky's compliance efforts. Kentucky is awaiting the final report from OJJDP.

The full Kentucky Compliance Plan for the first three core requirements of the JJDP Act was submitted separately from this document, as required, in OJJDP's online compliance reporting system. The plans for compliance for the four core requirements, were submitted to OJJDP in April 2018 as required by OJJDP. Kentucky is awaiting verification of status of the plans.

5. ADDITIONAL REQUIREMENTS

Refer to Appendix I.

6. PLAN FOR COLLECTING PERFORMANCE MEASURE DATA

The State will continue to acquire data for performance measures in a similar manner in the upcoming three years. Each program area identified in the plan will be monitored and reported online in PMT to fulfill reporting requirements. The program areas identified for this application are: Planning and Administration; Delinquency Prevention; Disproportionate Minority Contact; Juvenile Justice Systems Improvement and State Advisory Group. Information to be collected for each of these areas will be based off the mandatory requirements outlined through the OJJDP. Some the key elements to be measured in the program areas are as follows:

- Planning and Administration Membership; Number of Meetings held
- Delinquency Prevention Number of youth served, families enrolled, evidence-based programs.
- DMC Percent of program staff trained; trainings provided; program youth served.
- JJSystems Improvement Number of MOUs developed, planning activities, improvement initiatives.
- State Advisory Group Number of members present/involved in grants reviews and recommendations; number of meetings held, annual report/recommendations to the Governor.

Local communities, or funded programs, will be required to report specified data to the Department on a quarterly basis, as a part of the contract agreement upon accepting the award. The format in which they report have been aligned with the required fields for OJJDP reporting, thus the quarterly tracking reflects an accumulative accounting of progress towards achieving the desired outcome requirements.

BUDGET AND ASSOCIATED DOCUMENTATION

Refer to Appendix F (Budget Detail Worksheet and Narrative) for budget information; summary and narrative.

Refer to Appendix C for waiver request information.

Refer to Appendix F for match proposal for Planning and Administration.

Refer to Appendix F for allocation distribution recommended for the State Advisory Group.

Refer to Appendix F for information/summary for the State allocations and program area distributions.

Tribal Distributions are not applicable to the State of Kentucky.

10. DISCLOSURE OF LOBBYING ACTIVITIES

The form has been completed and uploaded into GMS.

11. ADDITIONAL ATTACHMENTS

a. DISCLOSURE OF PENDING APPLICATIONS

The Department is not currently seeking any grants that would be obligated to the same purposes of the Title II Formula grant; therefore, this section is not applicable.

b. RESEARCH AND EVALUATION INDEPENDENCE AND INTEGRITY

As efforts proceed to improve evaluative measures and activities for funded programs and projects under this grant, the KYDJJ, in coordination with the JJAB, will assure that the appropriate and necessary safeguards are put in place to assure research/evaluation independence and integrity.

DEMONSTRATION OF COMPLIANCE WITH ADDITIONAL REQUIREMENTS

The information pertaining to items 1 to 28 has been completed and is attached in the application documentation (Appendix I).

AGENCY CONTACT INFORMATION

The agency contact information is provided in the requested format and available in Appendix J.