



SUBMISSION FORM

All submission forms must include the following information. Separate submission forms must be turned in for each eligible program. **Deadline: July 1, 2025.** Please include this submission form as the first page of your electronic entry. If you do not receive an email confirming receipt of your entry within 3 days of submission, please contact [Gage Harter](#).

PROGRAM INFORMATION

County: Chesterfield County

Program Title: Expanding Electronic Monitoring: Chesterfield Tackles Justice by Geography

Program Category: Criminal Justice & Public Safety

CONTACT INFORMATION

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SIGNATURE OF COUNTY ADMINISTRATOR OR DEPUTY/ASSISTANT COUNTY ADMINISTRATOR

Name: Marilyn Brown

Title: Director of Juvenile Justice Services

Signature: 

Expanding Electronic Monitoring: Chesterfield Tackles Justice by Geography

EXECUTIVE SUMMARY

Secure detention should be used as a last resort to protect the safety of a community. Thus, it is important localities have alternatives to secure detention to ensure juveniles going through the court process are not unnecessarily placed in secure detention. One such alternative is electronic monitoring, where a juvenile is placed on “house arrest” and supervised using a GPS device such as an ankle monitor. Historically, Chesterfield County’s Home Incarceration Program supervised only juveniles who were residents of Chesterfield County or the City of Colonial Heights, due to both jurisdictions falling under the purview of the 12th District Juvenile and Domestic Relations District Court. This practice created disparities among juveniles based on their physical residence, because those who lived over the county line could not participate even when their cases were still under the purview of the 12th District Juvenile and Domestic Relations District Court. To address this disparity, Chesterfield County’s Home Incarceration Program, as a pilot, expanded its supervision to juveniles who physically reside in the City of Richmond. In the first year of this pilot, 24 juveniles were supervised in the community in lieu of being detained in the local detention home. The successful completion rate of those juveniles was 96%, meaning they were successfully supervised in the community and did not need to return to secure detention.

PROBLEM/NEED FOR THE PROGRAM

Chesterfield Juvenile Detention Home serves the 12th District Juvenile and Domestic Relations District Court, which includes the jurisdictions of Chesterfield County and the City of Colonial Heights. The Home Incarceration Program provides an alternative to secure detention. At a judge's discretion, juveniles can be supervised in the community while going through the court process instead of being detained within the detention home. Many juveniles on the Home Incarceration Program are supervised through electronic monitoring, utilizing GPS devices such as ankle monitors to monitor their location. Home Incarceration Program staff also make face-to-face visits throughout the week to the juvenile's home, school, and place of employment to ensure compliance. This practice, we believe, leads to higher success rates. Historically, this option has only been available to juveniles who reside within Chesterfield County or the City of Colonial Heights and was not available to juveniles who are residents of neighboring jurisdictions, regardless of them being brought before the 12th District Juvenile and Domestic Relations District Court.

This practice led to many juveniles remaining in secure detention while other juveniles with similar charges, and in some instances codefendants, were allowed to be released back to the community solely because of their residence within our supervised jurisdictions. This practice had been a challenge for many years, had been studied, and was frequently brought up in conversations with our Juvenile Court Judges. There were many instances where they wanted to release juveniles from secure detention but did not have options with adequate supervision.

Barriers to expansion included 1) working out a process to return juveniles residing in other jurisdictions, who violated the terms of their release, to secure detention and 2) figuring out how to best draw geographical boundaries for staff visiting juveniles in the community. In many instances, juveniles physically resided within a couple miles of the county line. While we believed we had the resources to accommodate these juveniles, we would not be addressing the larger disparity without including the entire jurisdiction. It would not make sense to service juveniles within three miles of the county line and then deny a juvenile who resides four miles outside the county line. If we were to expand, we needed to service the entire jurisdiction.

DESCRIPTION OF THE PROGRAM

In 2023, Chesterfield's Home Incarceration Program, with assistance from the 12th District Court Service Unit (Juvenile Probation), began exploring the possibility of expanding supervision to juveniles who resided in jurisdictions outside Chesterfield County and the City of Colonial Heights. We reached out to other localities who provided electronic monitoring and found one who supervised in another jurisdiction. However, program staff were not visiting the juveniles in those jurisdictions. We were told that was due to a lack of resources. Supervision was achieved with a combination of online GPS monitoring, video calls, and having a juvenile's parent/guardian drive the juvenile to the detention home for a visit.

We believed if we were to expand services, the services needed to be identical across all juveniles in the program, meaning we would drive to their residences, schools, and places

of employment to conduct visits. While it may seem easy to just “drive a little farther,” there were many logistics to figure out, and we needed to ensure we weren’t overextending our current resources. Chesterfield’s Home Incarceration Program is staffed by only two full-time employees and one part-time employee. These three employees are responsible for visiting all juveniles on the program face-to-face at least twice a week and making parent contacts at least once a week. Program staff also attend all court hearings for these juveniles to provide updates to the court on their progress and compliance in the community.

The size of Chesterfield County and the City of Colonial Heights combine for approximately 445 mi², and the Home Incarceration Program averages around 20-30 juveniles on any given day who are spread out across these two jurisdictions. Chesterfield/Colonial Heights has three neighboring jurisdictions we were considering expanding our supervision into based on detention admissions: the City of Richmond (63 mi²), Henrico County (245 mi²), and the City of Petersburg (23 mi²). Without having the resources to add additional staff, there were concerns about expanding to neighboring jurisdictions given the increase in face-to-face contacts, as well as time spent in additional court hearings. A population analysis was done of juveniles who had been admitted to the detention home and it was evident that of those three localities, the greatest need was for juveniles who resided in the City of Richmond. We knew if we were going to try and expand anywhere, we would have the most impact on juveniles residing in the City of Richmond.

The biggest challenge, however, to expanding supervision revolved around what happens when a juvenile on the program violates the conditions of their release and needs to be

returned to secure detention. Chesterfield's Home Incarceration Program has a great, established relationship with Chesterfield County Police Department. When a juvenile needs to be returned to secure detention, Home Incarceration Program staff call the County's non-emergency number and ask for an officer to meet them at the juvenile's location and take them into custody. Chesterfield County Police Officers can transport juveniles back to the detention home without having to seek a petition and detention order from juvenile probation because of an agreement between the Home Incarceration Program, the court, and juvenile probation. There were no such agreements with other jurisdictions. Another complication is for juveniles who reside in other jurisdictions, Chesterfield County Police Officers cannot just enter that jurisdiction and pick up a juvenile, especially since there is no new detention order.

Throughout 2023, the Home Incarceration Program and 12th District Court Service Unit approached police departments in neighboring localities to discuss addressing this issue. Unfortunately, we were not able to gain any traction, and the program stalled. In late 2023, during a separate meeting where representatives from Home Incarceration, Court Service Unit, and Chesterfield County Police were all present, this issue came up again. It was mentioned during the meeting that our juvenile court judges were eager for an option that allowed juveniles to be supervised in other localities because there was no alternative to detention. After many discussions into the beginning months of 2024, a plan was put in place where the 12th District Court Service Unit would issue a "show cause" for any juvenile who violated the conditions of their release to electronic monitoring and resided outside Chesterfield County or the City of Colonial Heights. Once this was done, police officers in

those jurisdictions would be able to pick up the juvenile and call Chesterfield Police to transfer custody of that juvenile and transport them to the detention home, a process that was already in place and a common occurrence for adults and juveniles with outstanding warrants. The show cause issued on a juvenile ensured no new criminal charges were received for violating the terms of their release, which otherwise would have created more disparities between juveniles residing in different localities. It would also ensure that juveniles would appear before the court the next business day to review their case and the circumstances surrounding their removal from the community. This could potentially result in them being rereleased on the Home Incarceration Program and another chance back in the community.

In February 2024 the Home Incarceration Program met with the Chief Judge of the 12th District Juvenile and Domestic Relations District Court to announce we would begin a one-year pilot program where juveniles who resided in the City of Richmond would be able to be supervised in the community, thus giving the court an alternative to detention. This announcement was well-received, and the pilot began immediately.

THE RESULTS/SUCCESS OF THE PROGRAM

Within one month of beginning the pilot expansion, five juveniles who resided in the City of Richmond had been released from secure detention and placed on the Home Incarceration Program. One year later, the Home Incarceration Program had served 24 juveniles who resided in the City of Richmond. Those 24 juveniles accounted for 14% of all admissions to the Home Incarceration Program during the one-year pilot expansion. Of

those 24 juveniles, 23 did not incur additional charges while being supervised in the community. This outcome is a successful completion rate of 96%, which is significantly higher than our annual program outcome goal of 80%. For comparison, in FY24 91% of juveniles on the program (who resided in Chesterfield County and the City of Colonial Heights) did not incur additional charges.

Because of the success of this expansion, we officially transitioned from a pilot in early 2025 and fully incorporated our supervision of juveniles residing in the City of Richmond into the Home Incarceration Program. If we can continue to demonstrate the need for expansion and maintain our current program success over a couple of budget cycles, our hope is to receive additional funding and resources, which includes an additional full-time staff member and vehicle, to expand into two more neighboring jurisdictions. This expansion would increase our area of supervision to over 750 mi² but could further reduce disparities among juveniles who are detained versus released back into the community while going through the court process.

THE COST OF THE PROGRAM

It is very difficult to calculate the cost of the program or the cost to replicate the program in another locality. While not alone, Chesterfield County is one of a few localities that provide in-person supervision of juveniles on electronic monitoring, so we were fortunate to already have staff and resources available. Because we added no additional staffing, the overall cost to implement the program was minimal. Aside from driving more, which has expenses such as gas and mileage, the true cost was staff time. Program staff spent more

time in the field, to include attending court hearings, and less time in the office.

Supervision routes were optimized to ensure one staff member visited juveniles in the northern end of the county along with juveniles in the City of Richmond. Another staff member would visit juveniles in the southern end of the county and the City of Colonial Heights. Depending on the geographical makeup of our caseload, a third staff member (part-time) could visit juveniles in the western part of the county. Without this efficiency, it would not be possible to cover the over 500 mi² of jurisdictions we now supervise. This is also an obstacle for further expansion into other jurisdictions without additional resources.

ADVANCING DIVERSITY, EQUITY, AND INCLUSION

From the very beginning, the goal of this expansion was to address disparities surrounding where a juvenile resided and what services were available to them. Too often we would see juveniles who were arrested for the same charge, with the same circumstances, yet some were able to be supervised in the community and some were forced to remain in secure detention. The only difference was their physical address. Juveniles who are supervised in the community can remain with their families, attend their home school, continue participating in community activities, and in many cases continue or seek employment.

While the Home Incarceration Program will never have the resources to supervise juveniles state-wide or across numerous jurisdictions, we routinely saw situations where juveniles resided mere miles beyond the county line. Most of these juveniles resided in the City of Richmond and were minorities. Because local detention homes only house juveniles who have been arrested and charged, we have very few avenues to address issues around disproportionate minority contact (DMC). However, this was seen as a way to at least have

those juveniles returned to their communities instead of being detained in the detention home, where the average length of stay is approximately 20-30 days.

WORTHINESS OF AWARD

This program is worthy of a 2025 Achievement Award because of the innovation and collaboration between local and state agencies to address disparities in services for juveniles going through the court process. The success of this program would not have been possible without the partnerships between the Home Incarceration Program, Chesterfield County Police Department, 12th District Court Service Unit, and 12th District Juvenile and Domestic Relations District Court. This program can easily serve as a model for other localities, especially those who currently provide in-person supervision of juveniles on electronic monitoring.

Because of this program, and by thinking outside of the box to address unexpected challenges and obstacles along the way, juveniles going through the court process were able to remain in their community instead of detained in a local detention home. While there is no way to measure the impact this had on those juveniles and their families, we know juveniles were able to remain with their families, stay connected to their home schools and community activities, and prevent potential disruptions with current medical, mental health, or other services already in place. This program demonstrates that Chesterfield County continuously ensures that secure detention is used as a last resort for juveniles.