

# 2014-16 Executive Progress Report

Commonwealth of Virginia  
Secretary of Public Safety and Homeland Security  
Department of Juvenile Justice

## At A Glance

The Virginia Department of Juvenile Justice protects the public by preparing court-involved youth to be successful citizens.

The Virginia Department of Juvenile Justice (DJJ) provides services to juveniles and families by operating 32 court service units (CSUs) and three juvenile correctional centers (JCCs), including the Reception and Diagnostic Center (RDC). DJJ audits and certifies 35 CSUs (including three locally-operated CSUs), 18 group homes, 24 juvenile detention centers (JDCs), and three JCCs. The Board of Juvenile Justice regulates and provides oversight for these programs and facilities.

To accomplish its mission, DJJ uses an integrated approach to juvenile justice. It brings together current research and best practices to better understand and modify delinquent behavior; to meet the needs of offenders, victims, and communities; and to manage activities in a responsible and proactive manner.

**Staffing** 1808 Salaried Employees, 3 Contracted Employees, 2170.5 Authorized, and 13 Wage Employees.

**Financials** Budget FY 2015, \$206.63 million, 95.07% from the General Fund.

<b>Trends</b>	↑ Domestic Rel. Intakes ↓ Juvenile Intakes ↓ Commitments to DJJ	<b>Key Perf Areas</b>	↑ Successful diversions. ↑ Successful after release from juvenile correctional center. ↑ Successful after release from probation supervision.
<b>Legend</b>	↑ Increase, ↓ Decrease, → Steady	<b>Productivity Legend</b>	↑ Improving, ↓ Worsening, → Maintaining

For more information on administrative key, and productivity measures, go to [www.vaperforms.virginia.gov](http://www.vaperforms.virginia.gov)

## Background and History

### Agency Background Statement

The Virginia Department of Juvenile Justice (DJJ) provides services to juveniles and families by operating 32 court service units (CSUs) and three juvenile correctional centers (JCCs), including the Reception and Diagnostic Center (RDC). DJJ audits and certifies 35 CSUs (including three locally-operated CSUs), 18 group homes, 24 juvenile detention centers (JDCs), and three JCCs. The Board of Juvenile Justice regulates and provides oversight for these three programs and facilities.

The 2012 session of the General Assembly enacted HB 1291 and SB 678, reorganizing multiple agencies, boards, and councils within the executive branch of state government. On July 1, 2012, the bills abolished the Department of Correctional Education (DCE) and the Board of Correctional Education and merged DCE's adult academic and technical education requirements to the Department of Corrections and its juvenile academic and technical education requirements to DJJ.

During the 2013 General Assembly Session, the fiscal year (FY) 2013 and FY 2014 amended budget required DJJ to close and realign JCCs in order to adapt to the continued decrease in juveniles committed to the DJJ while still providing the same level of services to juveniles committed to DJJ. The approved budget reduced the number of JCCs from six to four. To operationalize this requirement, Hanover JCC was repurposed, Oak Ridge JCC moved to Beaumont JCC, and the Reception and Diagnostic Center (RDC) moved to the Oak Ridge building. Effective July 1, 2013, the following JCCs remained open: Beaumont JCC, Bon Air JCC, Culpeper JCC, and the RDC.

In an effort to help streamline academic record-keeping as well as create a fuller sense of unity among residents housed at the JCCs, Governor Bob McDonnell announced in April 2013 that the high schools on each JCC campus would be consolidated into a single high school to be named the Yvonne B. Miller High School.

During the 2014 General Assembly session, the FY 2014 - 2016 biennial budget required DJJ to once again close and realign JCCs in order to have operations adapt to the continued decline in juveniles committed to the DJJ while still providing the same level of services to juveniles committed to DJJ. The approved budget reduced the number of JCC from four to three (including the Reception and Diagnostic Center). To operationalize this requirement, Culpeper JCC and two halfway houses were closed by June 30, 2014. Effective July 1, 2014, the following JCCs remained open: Beaumont JCC, Bon Air JCC, and the RDC. Thereafter, DJJ will operate three juvenile correctional centers, 32 court service units, and four Community Placement Programs (CPP).

During the 2015 General Assembly session, the FY 2014- FY 2016 biennial budget required DJJ to capture \$3.1 million general fund dollars in FY 2015 in excess funding for the Workforce Transition Act assistance to employees affected by the July 1, 2014, transfer of Culpeper Juvenile Correctional Center to DOC. Additionally, the DJJ Central Office was downsized. This saved the agency \$2.4 million general fund in FY 2016 and eliminated 37 positions by reorganizing the Central Office.

### Major Products and Services

The Department of Juvenile Justice (DJJ) is committed to the principle that the greatest impact on juvenile offending can be realized by focusing resources on those juveniles with the highest risk of reoffending and by addressing the individual risk factors that contribute to the initiation and continuation of delinquent behavior.

The Community Programs section of the Division of Operations is responsible for providing a continuum of community-based services to juveniles. These services include juvenile intake, investigations and reports, domestic relations and custody investigations, probation, parole, Interstate Compact on Juveniles, coordination with Virginia Juvenile Community Crime Control Act, coordination with the Comprehensive Services Act, and coordination with locally- and regionally-operated secure detention facilities.

The Juvenile Correctional Centers Programs section of the Division of Operations has direct responsibility for juvenile offenders committed to the state, ensuring that they receive treatment and educational services while in a safe and secure setting. Specific services provided in these facilities include substance abuse treatment, mental health treatment, transitional programs, sex offender treatment, aggression management treatment, the Work/Education Release Program, and Career Pathways. Additionally, the Division of Education offers General Educational Development (GED) and Standards of Learning (SOL) testing, and academic programs, as well as career and technical education courses.

### Customers

#### Customer Summary

The Department of Juvenile Justice (DJJ) assists Virginia juveniles and their families through both community and residential programs and services. In Fiscal Year 2014, Virginia remained below the national average in juvenile arrests. The national average was 4,396 while the Virginia average was 3,879. Juvenile intake cases have decreased by 35% (24,026 cases) from 2005 to 2014. Also, detention eligible intake cases decreased by 39% (19,244 cases) from 2005 to 2014. Active probation average daily population decreased by 35% (2,753 residents), active parole average daily population decreased by 60% (423 residents), and Juvenile Correctional Center average daily population decreased by 42% (431 residents).

#### Customer Table

Predefined Group	User Defined Group	Number Served Annually	Potential Number of Annual Customers	Projected Customer Trend
Student	Middle and high school students enrolled in school at a DJJ JCC.	424	424	Stable
Local or Regional Government Authorities	Locally-operated juvenile detention centers.	24	24	Stable
Post-Secondary Student	Post secondary students at a DJJ JCC.	103	103	Increase
Parolee	A juvenile that is on a period of supervision and monitoring in the community following his or her release from commitment.	631	631	Decrease
Releasee	A juvenile released from a juvenile correctional center.	493	493	Stable
Ward	A juvenile residing in a juvenile detention center on a 24 hour basis.	6,709	6,709	Increase
Ward	A juvenile admitted to a juvenile correctional center on a 24 hour basis.	1,016	1,016	Decrease
Defendant	Juvenile admitted to locally-operated detention facility.	10,034	10,034	Decrease
Ward	Juvenile intake cases.	43,754	43,754	Decrease
Child	Domestic Relations/Child Welfare Cases.	140,232	140,232	Increase

Local or Regional Government Authorities	Juvenile/Domestic Relations Court (32) and Circuit Court (31).	63	63	Stable
Defendant	Defense Attorneys.	0	0	
Local or Regional Government Authorities	Commonwealth and Assistant Commonwealth Attorneys.	765	765	Stable
Probationer	A juvenile on a period of supervision and monitoring in the community based on a court order. (The number reflects active probation average daily population).	9,774	9,774	Decrease
Families	Families of the juveniles that DJJ serves.	0	0	
Local or Regional Government Authorities	Local Law Enforcement agencies (Police Departments, Sheriff's Departments, Campus Police Departments, School Resource Officers).	0	0	

## Finance and Performance Management

### Finance

#### Financial Summary

DJJ's primary financial resources are from the general fund. The largest program area is Operation of Secure Correctional Facilities (39800). These funds are dedicated to costs associated with providing services to juveniles in a direct care setting. The second largest program area is Supervision of Offenders and Re-Entry Services (35102) which includes Operation of Community Residential and Non-Residential Services (35000). These funds are dedicated to costs associated with providing services to juveniles in the community setting. General fund support is provided to localities through three program service areas: Financial Assistance for Juvenile Confinement in Local Facilities (36001) (locally operated detention facilities), Financial Assistance for Probation and Parole (36002) (three locally operated court service units), and Financial Assistance for Community-based Alternative Treatment Services (36003) (Virginia Juvenile Community Crime Control Act). DJJ also receives funds in program area Youth Instruction (19700) for educational services to juveniles.

The primary federal trust fund source is from the United States Department of Agriculture and supports food service expenses. Additional federal trust dollars come to DJJ via Title I of the Federal Elementary and Secondary Education Act. The primary special fund source enables Child Support funds to support a modest share of direct services to direct care juveniles, though cash generally falls far short of the appropriation shown below.

As a result of the merger of DCE, DJJ is monitoring and evaluating educational operations and processes. DJJ will explore opportunities to further support the transition of direct care juveniles to their home communities to the extent that current educational resources can be made available for a holistic approach.

#### Fund Sources

Fund Code	Fund Name	FY 2015	FY 2016
0100	General Fund	\$196,447,317	\$196,743,693
0200	Special	\$3,271,830	\$3,273,206
0280	Appropriated Indirect Cost Recoveries	\$170,536	\$170,536
0903	Work Program Revenue Fund	\$48,000	\$48,000
1000	Federal Trust	\$6,689,539	\$6,689,539

#### Revenue Summary

DJJ has several sources of revenues, with the special fund serving as the primary source. Section (§) 16.1-290 of the *Code of Virginia* states:

"Whenever a juvenile is placed in temporary custody of the Department pursuant to subdivision A 4a of §16.1-278.8 or committed to the Department pursuant to subdivision A 14 or A 17 of §16.1-278.8, the Department shall apply for child support with the Department of Social Services. The parents shall be responsible for child support, pursuant to §§20-108.1 and 20-108.2, from the date the Department receives the juvenile. The Department shall notify in writing the parents of their responsibilities to pay child support from the date the Department receives the juvenile."

Pursuant to this statutory requirement, DJJ is currently collecting about \$800,000 in revenues each fiscal year.

Special fund revenues are utilized to fund various programs and activities for committed juveniles. Specifically, the behavior management program operated in the JCCs provides entertainment, monthly incentives, clothing allowances, educational supplies, food, and miscellaneous items.

### Performance

## Performance Highlights

There are five key performance measures for the Department of Juvenile Justice (DJJ). These five measures are:

Percentage of juveniles who are successfully released from a juvenile correctional center;

Percentage of juveniles who are successful during probation supervision;

Percentage of diversions that are successful;

Number of serious aggressive incidents exhibited by residents in the juvenile correctional centers;

Percentage of employees retained.

## Selected Measures

Measure ID	Measure	Alternative Name	Estimated Trend
777.0004	Rate of serious aggressive incidents (i.e., Level I and Level II assaults and fights) in the juvenile correctional centers per 100 residents.	Serious aggressive incidents.	Improving
777.0003	Percentage of diversions that are successful.	Successful diversions.	Improving
777.0005	Percentage of employees retained.	Employees retained.	Improving
777.0001	Percentage of juveniles who are successfully released from direct care. Juveniles not convicted of a new misdemeanor or felony offense within one year of being released from direct care are considered successful.	Successful after release from juvenile correctional center.	Improving
777.0002	Percentage of juveniles who are successful during probation supervision. Juveniles not convicted of a new misdemeanor or felony offense within one year following placement on probation are considered successful.	Successful after release from probation supervision.	Improving
777.0007	Cost of direct care per capita.	Cost of direct care.	Improving

## Key Risk Factors

**Infrastructure:** The Department of Juvenile Justice (DJJ) currently operates three juvenile correctional centers (including the Reception and Diagnostic Center). With the declining juvenile correctional center population, the cost of the juvenile correctional centers per juvenile will continue to increase. Research has shown that the most beneficial design for juvenile correctional centers would include smaller facilities that are not institutional in character, and juvenile correctional centers that are more conducive to the therapeutic treatment of juveniles. Additionally, smaller housing units have led to positive results in safety and management. The ideal juvenile correctional center housing units would have access to natural light, open dayrooms with contiguous sleeping rooms, single use showers and toilets, access to outdoor space, and central dining areas.

**Workforce:** The recruitment and retention of a competent and highly-qualified correctional, probation, parole, and clinical workforce to directly service the residents in DJJ's charge remains an ongoing challenge. It is important that turnover among these positions be stabilized in order to provide effective interventions and continuity of services for state-responsible juveniles.

**Appropriate Utilization of Resources:** DJJ recognizes that successful outcomes require research based services that are individualized to the needs of juveniles, families, and communities. If recent trends continue (decreased juvenile intakes and commitments to DJJ), DJJ will need to ensure that resources continue to be utilized appropriately in the juvenile correctional centers and the court service units. There is a need to demonstrate program effectiveness and successful outcomes. If programs are deemed to be ineffective, resources need to be reallocated to programs that have demonstrated positive outcomes. Programs should be responsive to individual juvenile's risks and needs. Extensive program opportunities shall be offered that include post-secondary education, vocational education, recreation, and community/family involvement activities.

## Agency Statistics

### Statistics Summary

The following statistics provide a comprehensive snapshot of the magnitude of DJJ operations during FY 2014.. ADP stands for Average Daily Population.

## Statistics Table

Description	Value
FY 2014 Locally Operated Detention Facility ADP	734
FY 2014 Parole ADP	284
FY 2014 JCC ADP	597
FY 2014 Probation ADP	5,060

## Management Discussion

### General Information About Ongoing Status of Agency

DJJ's existing strategies can be used to enhance research based programs and to employ best practices in both residential and community settings. Research has shown that structured decision making should be used for placement and classification, and structured daily routine coupled with extensive program opportunities (education, vocational, recreation, mental health, community programs and family engagement) will allow juveniles to become engaged and focused.

Research-based organizations have identified components that are critical for effective treatment for juvenile offenders. These components include: structured intensive programs; development of social skills; individual counseling; family member involvement in treatment; community based rather than institutional based treatment; services that "wrap around" a child and family; and strong after care treatment. Additionally, sensitivity should be given to a youth's race, culture, gender, and sexual orientation, DJJ strives to incorporate these research-based strategies into its residential and community programs.

In addition to strategies for juveniles, DJJ also realizes the importance of recruitment and retention of staff, especially those employed in the JCCs where there is typically a higher rate of turnover. To this end, DJJ is exploring strategies to increase staff recruitment and retention.

### Information Technology

DJJ continues to use technology to improve operational efficiency and communication and to support DJJ's mission. In the area of software applications, all of the modules used to track youth in Virginia's legal system have been converted to the same architecture as part of the Balanced Approach Data Gathering Environment (BADGE) application. The one major exception of an application that does not use the BADGE architecture is the Student Information System (SIS) which is used to collect educational information on residents in the JCCs, however developmental work is ongoing to add this module into the BADGE application by mid-2015. The BADGE application also went through a major update of its reporting engine and change to the .Net version.

DJJ is also trying to implement SharePoint to promote greater collaboration and efficiency; however, due to the increased budget needs for implementing SharePoint, DJJ has not yet begun implementation.

DJJ is also attempting to expand its wireless coverage for the juvenile correctional centers in order to support education, medical, and security operations. With the increase in mobile and web based applications, it is increasingly necessary to have full network coverage throughout our facilities. The cost for wireless coverage would be approximately \$193,000 for hardware and installation, and another \$187,000 for yearly maintenance charges for VITA.

DJJ contracted with two independent consultants to assess the Department's Division of Education. Both contractors recommended that virtual education was needed for post-secondary programming. Both reports suggested DJJ devise a plan to develop virtual learning and online student achievement testing. Virtual learning would give DJJ the ability to provide necessary post-secondary learning opportunities, including online college courses, online high quality job training and credentialing, and access for students to take college level examination program tests.

From a hardware and software perspective, DJJ also continues to review new technologies to improve employees' ability to serve the mission of the agency. The use of smaller laptops and research into tablets has allowed probation and intake officers to be more mobile while entering data. DJJ also continues to explore and expand video conferencing solutions to be used for after-hours video intake and visitation of residents.

DJJ also faces institutional technology challenges such as closed-circuit television (CCTV), door controls, and other technologies related to security systems in the JCCs. Systems installed when the JCCs were originally built need to be upgraded to mitigate safety risks and leverage newer technologies. Funding for technology projects (such as CCTV and locking systems) that are out of scope from VITA may be funded as capital projects when possible. Efforts are underway at the JCCs to improve camera coverage, recording ability, door controls, etc.

### Workforce Development

Historically, DJJ has experienced recruitment and retention issues with the juvenile corrections officer (JCO) positions, which are entry-level positions for the security series. DJJ developed initiatives that take a strategic approach to addressing this problem. In a nine month period from July 2013 through March 2014, DJJ hired 135 JCOs and lost 128 JCOs, for a net gain of seven officers. DJJ is aware of the necessity of retaining the JCC workforce. This can be accomplished by building a culture of support for staff and a safe environment for residents and staff. In addition, the screening and interviewing process has been revised to include a screening for physical agility and report writing skills. The

goal is to hire employees who have a skill set that will ensure they successfully complete training and excel in their work performance.

A workload study conducted at the request of DJJ identified a need for additional court service unit staff. The report showed that even with a decline in probation and parole cases at the court service units there was a need for additional staff.

DJJ has also experienced issues with hiring and retaining highly qualified teachers in core content areas. Efforts have been made to recruit teachers, streamline the hiring process, and retain highly qualified teachers.

### **Physical Plant**

DJJ maintains three juvenile correctional centers (JCC): Beaumont JCC, Bon Air JCC, and the Reception and Diagnostic Center (also located on the Bon Air Campus). The 80-acre Culpeper JCC property ceased operation as a juvenile correctional center in June of 2014 and was transferred to the Department of Corrections, as required by Special Session I, Virginia Acts of Assembly, Chapter 2 (Budget Bill), and is no longer a DJJ owned property. Two other DJJ properties, Barrett JCC and Natural Bridge JCC, are not in active use but should be maintained in 're-useable' condition. The old Hanover JCC property was repurposed in 2012-2013 as part of mandated budget cuts, and converted to the Virginia Public Safety Training Center (serving the various agencies of the Public Safety Secretariat), and is still operated and maintained by DJJ. The Natural Bridge property was declared surplus property in September, 2013, and the Barrett JCC was declared surplus in September, 2014. These remaining facilities (including Barrett JCC and Natural Bridge JCC) exhibit an approximate total of 928,000 square feet of physical plant in 142 stand-alone structures, located on a total of 3,188 acres. The average date of construction for these facilities is 1966 and the most recent date of renovation is 1986.

DJJ continues to recognize the current and future investments needed to modernize, repair, upgrade, and replace many existing major building components and infrastructure systems due to aging. Data recorded by the Department of General Services Facility Inventory Condition and Assessment System (FICAS) assessors continues to indicate that DJJ's remaining physical plant inventory requires over \$15 million in deferred maintenance (the loss of the Culpeper JCC, our newest facility, had little effect on the overall older physical plant inventory needs). This inventory includes resident housing units, educational facilities, medical and counseling facilities, water supply infrastructure, dining facilities, security fences, plumbing and sanitary sewer infrastructure, treatment plant upgrades, storm-water sewer infrastructure, and electrical power and data/communications backbone infrastructure, most of which were constructed in the decades between 1930 and 1970.

DJJ realizes its facilities do not comport with what research identifies as useful for rehabilitation and hopes to remedy this in the future. Best practices identify the following elements as useful for treatment and rehabilitation: housing units arranged in groups for shared services, access to natural light, open dayrooms and contiguous sleeping rooms, single use showers, access to outdoor space, and central dining. The current DJJ facilities are large institutional type buildings. The housing units are poorly configured and sized. The infrastructure is aging and the space is inappropriate for use, and the existing facilities are not conducive to the therapeutic treatment of juveniles.

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