

2016-18 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 courtinvolved 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 two juvenile correctional centers (JCCs). DJJ audits and certifies 34 CSUs (including two locally operated CSUs), 18 group homes, 24 juvenile detention centers (JDCs), and two 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 1548 Salaried Employees, 3 Contracted Employees, 2170.5 Authorized, and 86 Wage Employees.

Financials Budget FY 2017, \$213.86 million, 95.18% from the General Fund.

Trends
↑ Successful diversions.
↑ Complaints diverted.
↑ Successful after release from direct care.

Key Perf Areas
↑ Successful diversions.
↑ Successful after release from direct care.
↑ Complaints diverted.

Legend ↑ Increase, ↓ Decrease, → Steady

Productivity Legend
↑ Improving, ↓ Worsening, → Maintaining

For more information on administrative key, and productivity measures, go to 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 two juvenile correctional centers (JCCs). DJJ audits and certifies 34 CSUs (including two locally operated CSUs), 18 group homes, 24 juvenile detention centers (JDCs), and two JCCs. The Board of Juvenile Justice regulates and provides oversight for these 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.

During the 2016 General Assembly session, Item 415, Chapter 780, 2016-2018 Budget Bill, authorized DJJ to reinvest cost-savings realized through the closure of a juvenile correctional center to expand its continuum of evidenced-based community services.

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 criminogenic risk factors that contribute to the initiation and continuation of delinquent behavior.

The Division of Community Programs is responsible for providing a continuum of community-based services and interventions 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. As authorized by Item 415, Chapter 780, 2016-2018 Budget Bill, DJJ will reinvest cost-savings realized through the closure of a juvenile correctional center to expand its continuum of evidenced-based community services.

The Division of Residential Services 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. Juveniles committed to the state may be placed in a DJJ-operated juvenile correctional center, a locally or regionally operated juvenile detention center in programs contracted with DJJ, or an alternative placement contracted with DJJ. Placement decisions are based on commitment type, risk to public safety, and need for accountability. Specific services provided include substance abuse treatment, mental health treatment, sex offender treatment, aggression management treatment, and transitional programs. Additionally, the Division of Education offers middle and high school education, high school equivalency credentials, post-secondary education, and Standards of Learning (SOL) testing in the juvenile correctional centers.

DJJ strives to improve and meet the changing demands of juvenile justice through responsible resource management, performance accountability, and sound intervention strategies. In order to fulfill that mission, DJJ is currently in the process of transforming its approach to juvenile justice. The goals of the transformation are the following:

- Reduce unnecessary use of direct care by keeping low-risk juveniles out of direct care facilities and keeping higher risk juveniles in those facilities only for as long as necessary to provide effective rehabilitation.
- Reform policies, practices, and programs to ensure that these desired reductions are achieved in a cost-effective, sustainable way that protects public safety while enhancing youth development.
- Replace current juvenile correctional centers (JCCs) with new or renovated, smaller, more therapeutic secure facilities and a statewide continuum of alternative and evidence-based services.

DJJ is encouraging court service units (CSUs) to divert more eligible juveniles to programs and services in the community. As part of DJJ's efforts to increase diversion rates statewide, the Division of Community Programs plans to undertake a variety of initiatives which include, but are not limited to, the revision of DJJ's diversion procedure, increased referrals to effective diversion programs, and regular reviews and analysis of individual CSU diversion rates. DJJ plans to organize intake-specific trainings and regional meetings to provide intake officers with additional tools and resources to better screen and make diversion decisions. Additionally, plans for a standardized dispositional recommendation matrix will provide for uniform, objective disposition recommendations for court-involved juveniles based on a review of what dispositions previously had higher success rates within specific populations.

In response to research indicating that the least restrictive environment is most effective for successful outcomes with committed juveniles, DJJ is expanding direct care placement options. While JCCs, community placement programs (CPPs), and detention reentry currently provide secure placement options for juveniles in direct care, additional placement options are planned to provide a comprehensive continuum of care. DJJ partners with community-based service providers to provide wrap-around services to court-involved juveniles and their families. Agency-wide initiatives to enhance reentry practices and improve family engagement will help connect juveniles with these locally-based services to successfully reenter their community.

In May 2015, DJJ began implementing the Community Treatment Model (CTM) in the JCCs to support juvenile rehabilitation while decreasing inappropriate behaviors during commitment. The main tenets of the model include highly structured, meaningful, therapeutic activities; consistent staffing in each housing unit; and consistent juveniles in each housing unit. CTM uses a blend of positive peer culture and the group process to

address concerns and accomplishments within the unit. In doing so, staff develop treatment-oriented relationships with residents while acting as advocates.

As a result of research on best practices, national norms, empirical findings, and Virginia data, the Board of Juvenile Justice approved changes to the Length of Stay Guidelines for Indeterminately Committed Juveniles (LOS Guidelines), effective on October 15, 2015. DJJ expects that the current LOS Guidelines will result in shorter LOSs for most juveniles indeterminately committed to DJJ. The highest range of the current LOS Guidelines is 9 to 15 months, compared to 24 to 36 months under the previous LOS Guidelines. Whereas the previous LOS Guidelines used committing offenses, prior offenses, and length of prior delinquency or criminal offense record, the current LOS Guidelines are based on the most serious committing offense and the juvenile's risk level, as determined by the Youth Assessment and Screening Instrument (YASI).

By adapting to current best practices and changing to meet the needs of court-involved juveniles and their families, DJJ continues to make a difference in the lives of citizens and communities across the Commonwealth.

Customers

Customer Summary

The Department of Juvenile Justice (DJJ) expects that the number of residents in juvenile correctional centers (JCC) and juvenile detention centers (JDC) will decline slightly or remain relatively stable from 2016 to 2022.

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. | 467 | 467 | Stable |
| Local or Regional Government Authorities | Locally operated JDCs. | 24 | 24 | Stable |
| Post-Secondary Student | Post secondary students at a DJJ JCC. | 100 | 100 | Increase |
| Parolee | A juvenile that is on a period of supervision and monitoring in the community following his or her release from commitment. (The number reflects active parole average daily population.) | 257 | 257 | Stable |
| Releasee | A juvenile released from direct care. | 408 | 408 | Stable |
| Ward | Committed juvenile: A juvenile committed to DJJ and admitted to direct care. | 319 | 319 | Decrease |
| Ward | Detained juvenile: A juvenile admitted to a JDC. | 8,400 | 8,400 | Decrease |
| Ward | Juvenile intake cases. | 41,488 | 41,488 | Decrease |
| Families | Domestic Relations/Child Welfare complaints. | 142,257 | 142,257 | Increase |
| Local or Regional Government Authorities | Juvenile/Domestic Relations Court (32) and Circuit Court (31). | 63 | 63 | Stable |
| 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). | 3,868 | 3,868 | Stable |
| 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 the former Virginia Department of Correctional Education (DCE) and DJJ in 2012, 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 2017 | FY 2018 |
|-----------|---------------------------------------|---------------|---------------|
| 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 seven key performance measures for the Department of Juvenile Justice (DJJ). These measures are:

Percentage of juvenile intake complaints that are diverted;

Percentage of diversions that are successful;

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.);

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.);

Rate of serious aggressive incidents (i.e., assaults and fights of any level) in the juvenile correctional centers per 100 residents;

Rate of serious aggressive incidents (i.e., Type I or II assaults and fights) in the juvenile correctional centers per 100 residents; and

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 (assaults and fights of any level). | 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 direct care. | 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 placement on probation supervision. | Improving |
| 777.0008 | Percentage of juvenile intake complaints that are diverted. | Complaints diverted. | Improving |
| 777.0007 | Cost of direct care per capita. | Cost of direct care. | Improving |
| 777.0009 | Rate of aggressive incidents (i.e., assaults and fights of any level) in the juvenile correctional centers per resident. | Serious aggressive incidents (Type I and II assaults and fights). | Improving |

Key Risk Factors

Infrastructure: The Department of Juvenile Justice (DJJ) currently operates two juvenile correctional centers. 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 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 serve 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 postsecondary education, career readiness 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 2016. ADP stands for Average Daily Population.

Statistics Table

| Description | Value |
|---|-------|
| FY 2016 Locally Operated Detention Facility ADP | 643 |
| FY 2016 Parole ADP | 257 |
| FY 2016 Direct Care ADP | 406 |
| FY 2016 Probation ADP | 3,868 |

Management Discussion

General Information About Ongoing Status of Agency

The Department of Juvenile Justice's (DJJ) existing strategies can be used to enhance research-based programs and to employ best practices in both residential and community settings. As authorized by Item 415, Chapter 780, 2016-2018 Budget Bill, DJJ will reinvest cost-savings realized through the closure of a juvenile correctional center to expand its continuum of evidenced-based community services.

Research has shown that structured decision making should be used for placement and classification, and structured daily routine, coupled with extensive program opportunities (education, career readiness, 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 of juvenile offenders. These components include: structured intensive programs; development of social skills; individual counseling; family member involvement in treatment; community-based rather than institutional treatment; services that "wrap around" a child and family; and strong aftercare 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 juvenile correctional centers, where there is typically a higher rate of turnover. To this end, DJJ is exploring strategies to increase staff recruitment and retention.

Information Technology

The Department of Juvenile Justice (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. DJJ's application development team completed a Student Information System module within BADGE; however, it is not in use by the Education Division at this time. The BADGE application continues to implement significant upgrades as technology changes and applications are updated. With the addition of DJJ's first Business Systems Analyst (BSA), the development group gains the ability to document the current and future requirements of the agency, and transform those requirements into effective information technology (IT) applications, to solve business needs.

DJJ created student wireless networks at both juvenile correctional centers (JCCs) in order to provide a secure infrastructure for online teaching resources. This capability has allowed the implementation of numerous online testing and assessments to be implemented, as well as online courses for juveniles to take, including both high school and post-secondary courses. Increased emphasis on expanding online resources allowed the implementation of secure education tablets at our facilities as well. DJJ will continue to make investments to ensure a secure and robust network and equipment are available at residential facilities.

From a hardware and software perspective, DJJ continues to review new technologies to improve employees' ability to serve the mission of the agency. The use of smaller laptops and implementation of tablets, where appropriate, 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 afterhours video intake and video 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 and added to, piecemeal, over the years continually 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 the scope of Virginia Information Technology Agency (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

In 2015, the Department of Juvenile Justice (DJJ) shifted from a traditional correctional model to a therapeutic community model. This provided two entry level career tracks: the traditional Security Specialist (formerly Juvenile Correctional Officer) position, which is at a pay band three, and the Resident Specialist I position, which is part of the Community Treatment Model and is compensated due to additional job responsibilities as a pay band four. For the past year, DJJ has been operating with the knowledge that Beaumont Juvenile Correctional Center (JCC) will close in June 2017. Due to the pending closure, all vacancies have been used as placements for Beaumont employees. As a result, traditional recruitment for both Security Specialists and Resident Specialists I has been limited. Resident Specialists I hired during the past year have been hired as short-term employees whose employment was not guaranteed past June 10, 2017. We have had 74 Resident Specialists I staff separate from the agency over the past year. During that same time, DJJ lost 14 Security Specialists. DJJ anticipates that once the closure has occurred the separations for these entry level positions will decrease.

A team has been assembled to study the current structure of the court service units (CSU) and make recommendations that will ensure appropriate staffing, which will ultimately lead to enhanced services. This team is also reviewing career ladders and identifying turnover rates as part of developing a retention strategy.

Recruitment for teachers has stabilized. New staff have been hired and a number of veteran staff members from Beaumont JCC are being retained through the placement process and are slated to work at Bon Air JCC.

Physical Plant

The Department of Juvenile Justice (DJJ) maintains two juvenile correctional centers (JCCs), Beaumont and Bon Air. Beaumont JCC is anticipated to close in June 2017, and as of July 1, 2017, DJJ will only maintain Bon Air JCC. Two other DJJ properties, Barrett JCC and Natural Bridge JCC,

are not in active use but are maintained in 'reusable' condition. The old Hanover JCC property was repurposed in 2013 as part of mandated budget cuts and converted to the Virginia Public Safety Training Center (serving the various agencies of the Public Safety and Homeland Security Secretariat). It continues to be operated and maintained by DJJ. The Natural Bridge property was declared surplus property in September 2013, the Barrett JCC was declared surplus in September 2014, and the Beaumont JCC will be declared surplus in September 2017. These remaining facilities (including Barrett JCC and Natural Bridge JCC) contain an approximate total of 928,000 square feet of physical plant in 142 standalone 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 our aging physical plant. 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 \$9 million in deferred maintenance. This inventory includes resident housing units, educational facilities, medical and counseling facilities, maintenance facilities, domestic and fire emergency water supply infrastructure, dining facilities, secure perimeter 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 current research identifies as useful for committed population rehabilitation and is planning to remedy this in the future with the programming and planning of a new model JCC to be constructed in the City of Chesapeake in partnership with the City. The current DJJ Task Force has identified best practices that include 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 buildings. DJJ's existing housing units are poorly configured and sized. The existing infrastructure is aging, and the available spaces are inappropriate for their intended uses. The existing facilities are not conducive to the therapeutic treatment of juveniles.
