

2018-20 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.

Staffing 1488 Salaried Employees, 3 Contracted Employees, 2172.5 Authorized, and 53 Wage Employees.

Financials Budget FY 2019, \$213.86 million, 95.18% from the General Fund.

Trends Legend

↑ Increase, ↓ Decrease, → Steady

Key Perf Areas

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

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

DJJ enhances public safety by providing effective accountability measures and interventions that improve the lives of court-involved youth up to the age of 21 and prepare them for success as productive citizens. In achieving this mission, DJJ currently operates 32 court service units and one juvenile correctional center and audits these operations as well as two locally operated court service units, 24 juvenile detention centers, eight community placement programs, 12 detention re-entry programs, and 18 group homes.

To reach our goals for both youth and staff, we have developed an agency transformation plan. The plan consists of three core operational strategies as well as a strategy dedicated to sustaining, maintaining, and evaluating our reforms and progress. These strategies will continue to guide the Department toward fulfilling our mission of protecting the public by preparing court-involved youth to be successful citizens and members of their communities.

Reduce: Safely reduce the use of state-operated JCCs by reforming probation practices, utilizing data and research to modify length of stay policies, and developing successful alternative placements to JCCs.

Reform: Expand, improve, and strengthen the services and supports provided to youth in custody both during their commitment and upon their return home.

Replace: Provide youth across Virginia with opportunities for rehabilitation in the least restrictive setting by replacing our large, old, JCC's with a statewide continuum of evidence-based services, alternative placements, and new, smaller, therapeutic correctional settings.

Sustain: Sustain DJJ transformation by maintaining safe, healthy, inclusive work places; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning our procedures, policies, and resources to support the team in meeting the goals of transformation.

DJJ's ongoing transformational work will result in better returns on taxpayer investment through improved public safety and more robust rehabilitative opportunities for youth involved in the juvenile justice system. The changes we are making are based on evidence and research on what promotes success and reduces recidivism rates among court-involved youth.

Major Products and Services

The Division of Community Programs is responsible for providing a continuum of community-based services and interventions to juveniles. The Community Programs Division is composed of Regional Program Managers, Court Service Units, Community-Based Services & Funding, Practice Improvement and Reform and Reentry Unit. The *Code of Virginia* requires DJJ to provide intake, investigation, and probation and parole services, as well as other optional services, to meet the needs of the Juvenile & Domestic Relations District Courts or the community through the local CSUs. DJJ contracts with two regional service coordinators (RSCs), AMIkids (AMI) and Evidence Based Associates (EBA), to develop a statewide continuum of evidence-based services and alternatives to commitment. Funding for the continuum is supported by community-based funding and reinvestment of savings from reducing the JCC population and closing old facilities.

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.

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.

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.

DJJ is required to develop and maintain a Division of Education to provide educational, college, and career opportunities to juveniles in the JCC. The Yvonne B. Miller High School at the Bon Air Campus is a designated local education agency with a superintendent and teachers employed by DJJ. All youth in the JCC who have not yet earned a high school diploma or high school equivalency credential are evaluated and placed in an appropriate educational program and can gain credits in classes at the middle or high school level and earn Standard or Advanced Diplomas or GEDs while in custody. Youth on the post-graduate track receive post-secondary career and college readiness programs and can take college classes. Almost half of all DJJ students qualify for special education services as required by law.

Customers

Customer Summary

There has been and continues to be a downward trend in the juvenile justice populations served by DJJ. Over the past decade, juvenile intake cases decreased 40.8% from 63,805 in FY 2009 to 37,788 in FY 2018. Detainments decreased 45.8% from 13,473 in FY 2009 to 7,297 in FY 2018. Probation average daily population decreased 58.8% from 7,013 in FY 2009 to 2,892 in FY 2018. Admissions to direct care decreased 57.2% from 759 in FY 2009 to 325 in FY 2018, and the average daily population in direct care decreased 61.7% from 874 in FY 2009 to 335 in FY 2018. Parole average daily population decreased 52.1% from 495 in FY 2009 to 237 in FY 2018.

DJJ expects many of these populations to continue to decline (i.e., intakes, detainments, probationers). However, some populations may be stabilizing. For instance, domestic relations and child welfare intake complaints have been relatively stable over the past four FYs (136,865 in FY 2015; 132,092 in FY 2018). Additionally, the Secretary of Public Safety and Homeland Security's official forecast of the Department's direct care population predicted that admissions and average daily population will stabilize over the next several FYs. A stable direct care population also suggests a stabilization of middle and high school students in a juvenile correctional center as well as the number of releases and the parole average daily population.

With the average age of youth in juvenile correctional centers increasing, the number of post-secondary students will likely increase. This population is the only DJJ customer expected to increase.

Finally, the local or regional government authorities (i.e., locally operated juvenile detention centers, juvenile/domestic relations courts and circuit courts, Commonwealth's and assistant Commonwealth's attorneys, and local law enforcement agencies) are expected to remain stable.

Customer Table

Predefined Group	User Defined Group	Number Served Annually	Potential Number of Annual Customers	Projected Customer Trend
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
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
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

The Department of Juvenile Justice's (DJJ) biennial budget funding for fiscal year (FY) 2018 – FY 2020 comes from general funds (95.2 percent) and nongeneral funds (4.8 percent).

During the 2016 General Assembly session, Item 415, Chapter 780, 2016-2018 Budget Bill, required DJJ to develop a transformation plan to provide more effective and efficient services for juveniles. As part of this, DJJ was authorized to reinvest any cost-savings realized through the closure or downsizing of juvenile correctional centers to expand its continuum of evidenced-based community services. The agency was also authorized planning funds to pursue the development of a juvenile correctional facility in Chesapeake.

DJJ developed a plan that included closure of the Beaumont Juvenile Correctional Center and began pursuing contracts with regional service coordinators to expand its continuum of evidence-based community services.

During the 2017 General Assembly session, DJJ was authorized construction funding to build a juvenile correctional facility in Chesapeake, and planning funds to pursue the development of a juvenile correctional center facility in Central Virginia to replace the current facility located in Bon Air. Beaumont Juvenile Correctional Center closed in June 2017. In November 2017, the City of Chesapeake expressed that they were no longer interested in partnering on a joint detention center/correctional center facility.

During the 2018 General Assembly session, DJJ was authorized to build a facility in Isle of Wight instead of the previously funded Chesapeake facility. The planning funding for the Central Virginia facility was rescinded and DGS was directed to provide a report on the best location for a new Central Virginia facility as well as the best use of the former Beaumont property.

By the end of fiscal year 2018, DJJ had successfully reinvested over \$30 million into the expansion of its continuum of evidenced-based community services.

Biennial Budget

	2019 General Fund	2019 Nongeneral Fund	2020 General Fund	2020 Nongeneral Fund
Initial Appropriation for the Biennium	203,565,032	10,297,752	204,358,177	10,297,923

Change to Initial Appropriation 0 0 0 0

Fund Sources

Fund Code	Fund Name	FY 2019	FY 2020
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 eight 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.);

Cost of direct care per capita;

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., Level I or Level 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

The Department of Juvenile Justice (DJJ) currently operates one large outdated juvenile correctional center.

The Department is working to replace large, outdated JCCs with two new facilities that are safer, closer to affected populations, smaller in scale, and designed for rehabilitative treatment and education.

The capital project, titled, "Construct New Juvenile Correctional Center, Isle of Wight," authorized in Chapters 759 and 769 of the 2016 Acts of Assembly. The Department of General Services (DGS), with the cooperation of DJJ, will construct a new juvenile correctional center (JCC) in Isle of Wight. The 60-bed state-operated facility will serve committed youth in need of a long-term secure placement whose home community is in the Tidewater area. Youth from other areas would be housed at Bon Air JCC until planning is completed and decisions are made regarding future facilities. One of the many benefits of this facility will be the proximity of youth confined there to their home communities – facilitating connection and engagement with their families, supports, and service providers.

Extensive research suggests that committing youth to a secure facility should in most cases be a last resort, to be pursued only after less restrictive and more community-based interventions have been exhausted.

The services in these secure facilities are part of a system response that focuses on community interventions as the preferred option whenever possible, including the provision of diversion, intensive support services, community supervision, and placement of committed youth in local community-based alternatives.

The small number of youth still held in secure facilities likely will have a complex array of challenges, including substantial exposure to trauma, behavioral health issues, educational challenges, and serious offense histories. In order to increase their chances of successful rehabilitation and reduce the likelihood of reoffending upon release, construction of two new therapeutic facilities is necessary to maintain the safety and security of staff, youth, and the surrounding community.

During the 2016 General Assembly Session, the General Assembly approved budget language which authorized the Department to reinvest operational savings derived from the closure and reconfiguration of new and existing facilities to expand the continuum of services, supporting the evidence-based interventions will reduce both offending and costs to the Commonwealth.

The recruitment and retention of a competent and highly qualified correctional, probation, parole, and clinical workforce to directly serve the residents in DJJ's custody 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.

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 2017 Locally Operated Detention Facility ADP	644
FY 2017 Parole ADP	242
FY 2017 Direct Care ADP	338
FY 2017 Probation ADP	3,037

Management Discussion

General Information About Ongoing Status of Agency

Prior to 2014, the Department of Juvenile Justice (Department) spent a disproportionately large percentage of its budget to operate outdated, oversized juvenile correctional centers (JCCs) which did not produce successful public safety outcomes. Two separate assessments found that these facilities were ineffective, that the Department lacked a true continuum of alternatives, and that there were significant local variations in practices and services for similarly situated youth.

These findings prompted the development of the Department's Transformation Plan, which is guided by four core principles:

- Safely *reduce* the use of the state's large and aging juvenile correctional facilities;
- Effectively *reform* supervision, rehabilitation, and treatment practices in all aspects of the juvenile justice system; and
- Efficiently *replace* the Department's two large, outdated JCCs with smaller, regional, rehabilitative and treatment-oriented facilities supported by a statewide continuum of local alternative placements and evidence-based services.
- *Sustain* the Transformation Plan by maintaining safe, healthy, inclusive workplaces; continuing to recruit, retain, and develop a team of highly skilled and motivated staff; and aligning our procedures, policies, and resources to support the team in meeting the goals of transformation.

These principles have been instrumental in guiding the Department in meeting its fundamental goals of reducing the risk of reoffending for court-involved youth, improving and promoting the skills and resiliencies necessary for young people to lead successful lives in their communities, and improving public safety for citizens throughout the Commonwealth. In furtherance of these core initiatives, fiscal year (FY) 2018 was a time of significant new developments and milestones for the Department's transformation. Some highlights include the following:

- Direct care average daily population (ADP) declined from 338 in FY 2017 to 335 in FY 2018.
- Each court service unit (CSU) received training in evidence-based probation practices.
- By the end of FY 2018, over 100 committed youth were in a non-JCC alternative placement.
- All residential units in Bon Air JCC were fully converted to the Community Treatment Model (CTM), and family visitations increased.
- JCCs experienced greater safety with significant declines in the rates of acts of aggression and violence, use of force by staff, and worker's compensation claims.
- The Department added new college offerings for residents of the JCCs, as well as increased pass rates on Standards of Learning (SOL) tests, and the percentage of eligible residents who receive high school diplomas.
- With the savings from facility closures, the Department launched and established an entirely new service network through contracts with Regional Service Coordinators (RSCs), and to build out the statewide continuum of community-based services and alternative placements.
- Through the work with the RSCs, more than 100 direct service providers are now in the network, there have been more than 1,000 referrals, and by year end more than 100 communities will have access to new evidence-based programs aimed at effectively serving high-risk youth.
- The Department is poised to begin design and construction of the new, smaller JCC in Isle of Wight to serve the Tidewater area.
- The Department has taken many steps to sustain the work of the transformation including revamping the Training Unit to be more responsive to the evolving needs of a more highly skilled workforce, and adding a Quality Assurance Unit to monitor the effectiveness and practices of all the new contracted programs.
- The Department has taken all these steps without receiving any new non-capital funds to increase its operational budget.

While this reflects the many changes the Department has implemented, and milestones it has reached, it is important to also remember that the work of the Transformation Plan is not complete and more time is needed for its changes to become permanent fixtures of Virginia's juvenile justice system. Continued support from all branches of government for the Department's ongoing work will result in better returns on taxpayer investment through improved public safety and more robust rehabilitative opportunities for youth involved in the juvenile justice system.

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 gained 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 Bon Air juvenile correctional center (JCC) 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 laptops 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 JCC. Systems installed when the JCC was 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 JCC 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.

The Division of Community Programs, in collaboration with the Division of HR, continues to develop Probation Officer Career Progression Ladders that encourage increasing job knowledge, job training and evidenced-based skills sets for the Probation Officer I role in a manner that aligns highly with DJJ transformation goals and allows for position advancement opportunities. This comprehensive proposal includes a 2019 implementation timeline and will serve as a recruitment and retention tool, prepare a pipeline of professionals for senior probationary roles and will aid in other career progression efforts.

The agency's Training and Organizational Development Unit delivers a wide spectrum of courses from entry-level to a comprehensive supervisory and leadership development program. The Division of HR will develop and implement a plan to train supervisors on effectively creating collaborative and intentional development plans for direct reports in alignment with critical position concerns. The plan will include creating awareness of the Training Academy course offerings, agency leadership networks, opportunities such as serving on committees and focus groups, and cross-training.

Physical Plant

DJJ maintains one juvenile correctional center (JCC): Bon Air JCC. Three other DJJ properties, Barrett JCC, Natural Bridge JCC, and Beaumont JCC are not in active use but are maintained in "moth-balled" 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). It is still 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 (closed June 30, 2017) was declared surplus in September 2017. These remaining facilities (including Barrett JCC and Natural Bridge JCC) exhibit 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 aging. Data recorded by the Department of General Services Facility Inventory Condition and Assessment System (FICAS) assessors continue to indicate that DJJ's remaining physical plant inventory requires over \$15 million in deferred maintenance. 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, stormwater 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 current housing units are poorly configured and sized. Their current infrastructure is aging, their spaces are inappropriate for their intended and adapted use, and the existing facilities are not conducive to the therapeutic treatment of juveniles.