

# Taskforce on Juvenile Correctional Centers

May 12, 2016



OFFICE OF THE SECRETARY OF  
PUBLIC SAFETY & HOMELAND SECURITY



## Agenda



- Introductory Remarks
- Taskforce Members and Charge
- History of Juvenile Justice Transformation
- Overview of Budget and Taskforce Expectations
- Taskforce Approach



## Taskforce Members

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- Secretary of Public Safety (Chair)
- Director or Designee, DOC
- Director or Designee, OCS
- Director or Designee, DBHDS
- Director or Designee, DJJ

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## Taskforce Product


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- **Interim Report** (Construct New Juvenile Correctional Center, Chesapeake)
  - Due before November 1, 2016
  - The Capital Expenditures/Bond Bill, pursuant to Sec. 2.2-2264, authorizes project implementation for the Chesapeake facility “which cannot be released until 30 days after *submission* of the interim report” required to be established by Item 415 of House Bill 30.
- **Final Report** (Detailed planning funds to “Renovate or Construct Juvenile Correctional Center”)
  - Due no earlier than July 1, 2017
  - Funds cannot be released to begin planning until 30 days after submission of final report (and not before August 1, 2017) required to be established by Item 415 of House Bill 30.


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## History of Juvenile Justice Transformation



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## Planning Process




To get better outcomes, separate consultant reports to previous and current administrations recommended replacing the outdated juvenile correctional centers (JCCs) with smaller, safer, and more cost-effective facilities as well as a continuum of alternatives.

- In 2013-2014, Kaplan, McLaughlin, and Diaz (KMD) completed a master plan for replacing DJJ's aging, ineffective, and potentially dangerous facilities.
- Beginning in 2014, the Annie E. Casey Foundation (AECF) was invited to conduct a comprehensive assessment of the Commonwealth's juvenile justice system, including an assessment of the safety and the effectiveness of the JCCs.

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## Consultants' Findings




Both consultants, operating independently, found:


- JCC facilities too big, too old, too distant
- Current "one size fits all" approach not effective
- No continuum of services, treatment or placements
- High cost of residential facilities
- Low success for youth
- Local variation in practices and services
- Inconsistent reentry planning and services
- Lack of focus on family engagement

Both KMD and AECF concluded Virginia needs to transform the juvenile justice system.

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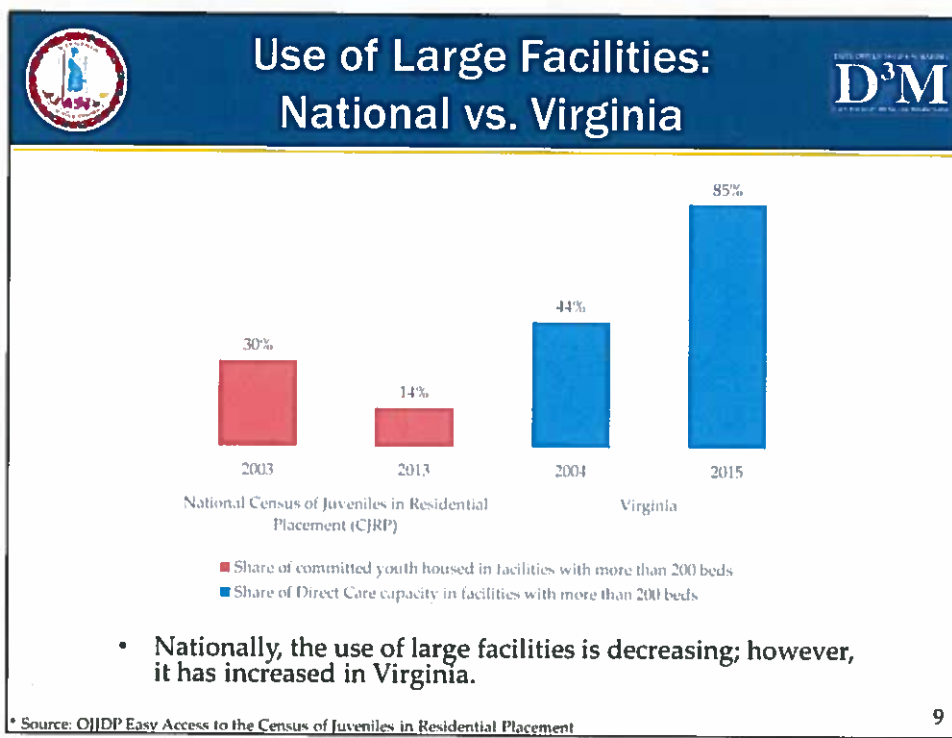
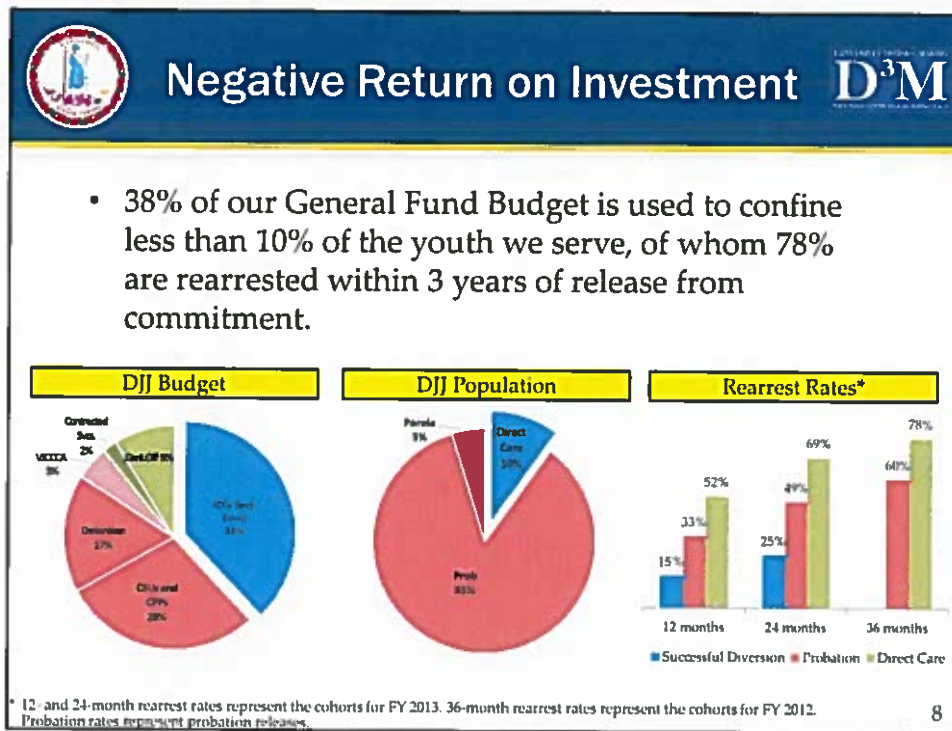



## Consequences of Budget Cuts




FY 2005			FY 2016	
Culpeper Max Security Closed 2014	Bon Air Max Security	Beaumont Max Security	Bon Air Max Security	
Hanover Mid Security Repurposed 2013	Reception & Diagnostic Center Closed 2015	Barrett Mid Security Closed 2005	Beaumont Max Security	
Oak Ridge Special Placement Consolidated 2013	Transition Living Program Closed 2010	Natural Bridge Min Security Closed 2009		
Hampton Place Halfway House Closed 2013	Abraxas House Halfway House Closed 2013	Discovery House Halfway House Closed 2010		
20 Community Placement Slots	Camp New Hope Special Placement Closed 2009	VA Wilderness Inst. Special Placement Closed 2009	64 Community Placement Slots	
<p><b>Capacity</b> 1,278 beds Maximum Security: 662 beds (52% of total)</p>			<p><b>Capacity</b> 605+ beds Maximum Security: 549 beds (91% of total)</p>	

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## Transformation Plan




Reduce	Reform	Replace
<ul style="list-style-type: none"> <li>- Use data and evidence to modify length of stay (LOS) policy</li> <li>- Uniform, effective, and data-driven probation practices</li> <li>- Develop more alternative placements for committed juveniles</li> </ul>	<ul style="list-style-type: none"> <li>- Convert juvenile correctional center (JCC) units to Community Treatment Model</li> <li>- Improve educational and vocational programming</li> <li>- Improve family engagement</li> <li>- Enhance reentry planning and parole services</li> </ul>	<ul style="list-style-type: none"> <li>- Expand the array of placement alternatives by reinvesting correctional savings</li> <li>- Develop a Statewide Continuum of Services</li> <li>- Build two new facilities that are safer, closer, smaller in scale, and built for treatment to replace current JCCs</li> </ul>

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## Transformation Progress



- Converted 10 JCC units to the Community Treatment Model (120 residents)
- Improved educational programming, and strengthened vocational and job certification
- Funding and providing transportation for family visits to Beaumont and Bon Air JCCs and community placement programs (CPPs)

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## More Transformation Progress: The Continuum

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- Closed Reception and Diagnostic Center
- Initiated Beaumont closure
- Created apartment living program in Va. Beach
- Request for Proposal (RFP) for Residential Placement for Girls
- Proposal for Day Tx. in Richmond
- RFP for Regional Care Coordinators
- Contracts for seven CPPs for boys and one for girls by July 1, 2016 (73 total beds)

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## Community Placement Programs (CPPs)

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### Part of the solution:

- The existing CPPs provide flexible, cost-effective, and efficient use of juvenile detention center (JDC) space for lower risk offenders.
- Chesapeake unique opportunity to partner on building smaller, regional JCC.

### JDC not appropriate for youth with long sentences:

- JDCs lack the broad and deep array of programs necessary to rehabilitate youth serving multi-year sentences.
- Renovating multiple, local facilities has numerous operational challenges and costs.
- Multiple, smaller state-operated sites lose economies of scale.

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## Current Locations of CPPs

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Location	Beds
Blue Ridge	8
Chesapeake	10
Chesterfield	8
Merrimac	5
Rappahannock	8
Shenandoah Valley	8
Virginia Beach	12
<i>Total (plus 5 floater)</i>	<i>64</i>

- DJJ also has a standing agreement for 5 floater beds.

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## Future Locations of CPPs

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Location	Beds	Notes
Virginia Beach	4	4 additional beds start July 1, 2016
Merrimac	5	5 additional female beds start July 1, 2016
Fairfax	8	Under negotiation
Lynchburg	8	Under negotiation
Prince William	8	Under negotiation
<i>Total</i>	<i>33</i>	<i>N/A</i>

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## Course of Action



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## Course of Action Determination



DJJ developed potential Courses of Action (COA) to provide a side-by-side comparison of the options available to build new facilities and to establish and pay for the new continuum of care and treatment:

1. Close Beaumont and Bon Air and build two new smaller JCCs (88 bed & 64 bed)
2. Close Beaumont, keep Bon Air open but reduce the operational size to 96 beds and build one new smaller JCC (64 bed)
3. Close Beaumont, keep Bon Air open and do not build any new JCCs

**Other courses of action, including multiple, smaller facilities, were developed and considered, but were found to be untenable.**

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## Chesapeake

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- Local support and partnership
- Co-located facilities
- Unique opportunity to build state of the art facility in urban, densely populated, region serving a significant percentage of DJJ committed youth

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## Course of Action (COA)

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Replace Beaumont (BEJCC) and Bon Air (BAJCC) with two new smaller Juvenile Correctional Centers (JCCs) (88 bed & 64 bed)

- This COA provides smaller facilities which lead to safer environments and reduced recidivism
- Creates greater geographic dispersion reaching areas that send the most youth
- Produces significant savings needed to expand the Community Treatment Continuum
- Produces long term savings that pays back the capital investment within 15 to 18 years

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## Public Safety Impact




### Course of Action Improves Public Safety

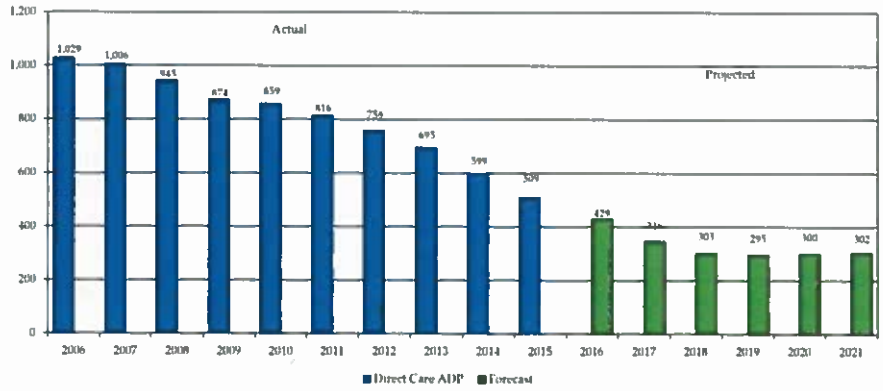
- Proximity:** Almost three times more youth will be within an hour's drive of their homes than in current JCCs leading to better reentry and family engagement.
- Safer Facilities:** New facilities will be designed for rehabilitation and education with smaller population; smaller units; modern technology for both education and safety; and dedicated treatment space.
- Safer Communities:** DJJ can develop more services, supports, and alternatives for communities across the Commonwealth.
- More Successful Youth:** The new investment in a continuum of services, including the new facilities, will drive down DJJ's high recidivism rates, protecting the public and reducing future victimization.

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## Downsizing Will Work





Year	Direct Care ADP
2006	1,029
2007	1,006
2008	945
2009	874
2010	859
2011	816
2012	756
2013	695
2014	599
2015	509
2016	429
2017	346
2018	301
2019	291
2020	300
2021	302

- The Secretary's average daily population forecast is pictured above.
- Historically, DJJ's Juvenile Offender Forecasting (reflected in Secretary's) is accurate.
- DJJ has until spring of 2019 to establish 150 alternative placements necessary to support the new, smaller facilities and their combined beds of 152.

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## Housing Design Principles

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- Smaller overall size and smaller unit size
- OJJDP Standards
- Conformance with U.S. Department of Justice PREA Staffing Ratio Standards:
  - 1:8 during waking hours; and
  - 1:16 during sleeping hours
- Single level housing units (8 or 16 residents) to improve classification, safety, and management:
  - Simplicity of organization with clear zoning of functions;
  - Unobstructed staff views into youth-occupied spaces;
  - Environment that encourages staff and youth interaction;
  - Appropriate space for treatment and family visits;
  - Space for juvenile activities and special programming

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## Legislative Process

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- Multiple hearings
- Multiple individual meetings
- Public Meetings and Input
- Legislative support

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## Final Budget



- Final budget:
  - Reinvestment authority
  - Interagency taskforce to study DJJ capital needs
  - Funding for Chesapeake (after interim report) and planning funding for second site

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## Budget Language



See Handout

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## Budget Language Considerations For Task Force Report

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- Include consideration of:
  - Construction of new facility in the City of Chesapeake
  - Projected population
  - Expected number of juveniles in each facility
  - Impact on length of stay (LOS) guidelines
  - Mental health, medical, academic and vocation education
  - Other service needs
  - Size and type of space needed for services
  - Accommodation of treatment needs for serious mental or behavioral health issues
  - Alternative housing models (cells, rooms, double bunking, dormitories, cottages, etc.)
  - Number and geographical location of facilities
  - Potential utilization of existing state or local facilities

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## Additional Considerations for Taskforce Reports

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- Identify all existing JCC properties and other state owned properties
  - Consider whether any such properties accommodate needs as developed by the Taskforce
  - Conduct cost-benefit analysis of currently owned property sales versus new construction and impact of location on outcomes
- Consider and report on
  - Construction, operation, and maintenance costs
  - Impact on outcomes for offenders including recidivism
- Consider projected funding requirements for
  - Local and regional secure detention facilities
  - Alternatives to detention
  - Virginia Juvenile Community Crime Contract Act (VJCCCA) funding and other alternatives

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## Taskforce and Outside Input

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- Taskforce shall seek input from:
  - Judges
  - Commonwealth's attorneys
  - Law enforcement
  - Local government
  - Private providers
  - Other stakeholders, as appropriate

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## Report Outlines

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- **Interim Report Will Focus On:**
  - Chesapeake facility
  - Projected JCC population
  - Expected number of juveniles in each setting
  - Impact of LOS guidelines on population
  - Mental health, medical, academic and vocational education
  - Other service needs
  - Size and type of space needed for services
  - Accommodation of treatment needs for serious mental or behavioral health issues
  - Review of alternative housing models (cells, rooms, double bunking, dormitories, cottages, etc.)
- **Final Report**
  - Include the analysis above, as well as other outlined areas of analysis and the factors required for consideration of additional secure placement needs.

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## Next Meetings

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### Upcoming Taskforce Meetings:

- Stakeholder Presentations
- Expert presentations on educational and treatment needs, room configuration, and other qualitative and design factors

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## Conclusion

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- Getting better outcomes for youth in secure settings requires the right mix of staff, program, location, size, and design/setting
- The Taskforce will help inform this process and help us to produce the best outcomes for committed youth, their families, and public safety

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